

COMMUNITY ASSISTANCE
PLANNING REPORT NO. 307

A COMPREHENSIVE PLAN FOR THE TOWN OF WHEATLAND: 2035

KENOSHA COUNTY WISCONSIN

MEEHAN & COMPANY INC.

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John R. Meland Chief Economic Development Planner
Dr. Donald M. Reed. Chief Biologist
Donald P. Simon, RLS Chief Planning Illustrator
William J. Stauber Chief Land Use Planner

Special acknowledgment is due Mr. Patrick J. Meehan,
AICP, from the firm Meehan & Company, Inc. and Mr.
Robbie L. Robinson and Mr. Christopher D. Parisey from
SEWRPC for their efforts in the preparation of this
comprehensive plan.

COMMUNITY ASSISTANCE PLANNING REPORT No. 307

A COMPREHENSIVE PLAN FOR THE TOWN OF WHEATLAND: 2035

Prepared by the

Southeastern Wisconsin Regional Planning Commission
W239 N1812 Rockwood Drive
P.O. Box 1607
Waukesha, WI 53187-1607
www.sewrpc.org

with assistance from:

Meehan & Company, Inc.
P.O. Box 925
Hales Corners, WI 53130-0925

The preparation of this plan was financed in part through a comprehensive planning grant from the Wisconsin Department of Administration.

May 2010

\$10.00

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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 county board. The consistency requirement will take 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 Wheatland, UW-Extension, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). A tenth local government, the Village of Bristol, joined the partnership in January 2010. The 10 local government partners are shown on Map 1. The comprehensive plan for the Town of Wheatland is documented in this report.

MULTI-JURISDICTIONAL PARTNERSHIP

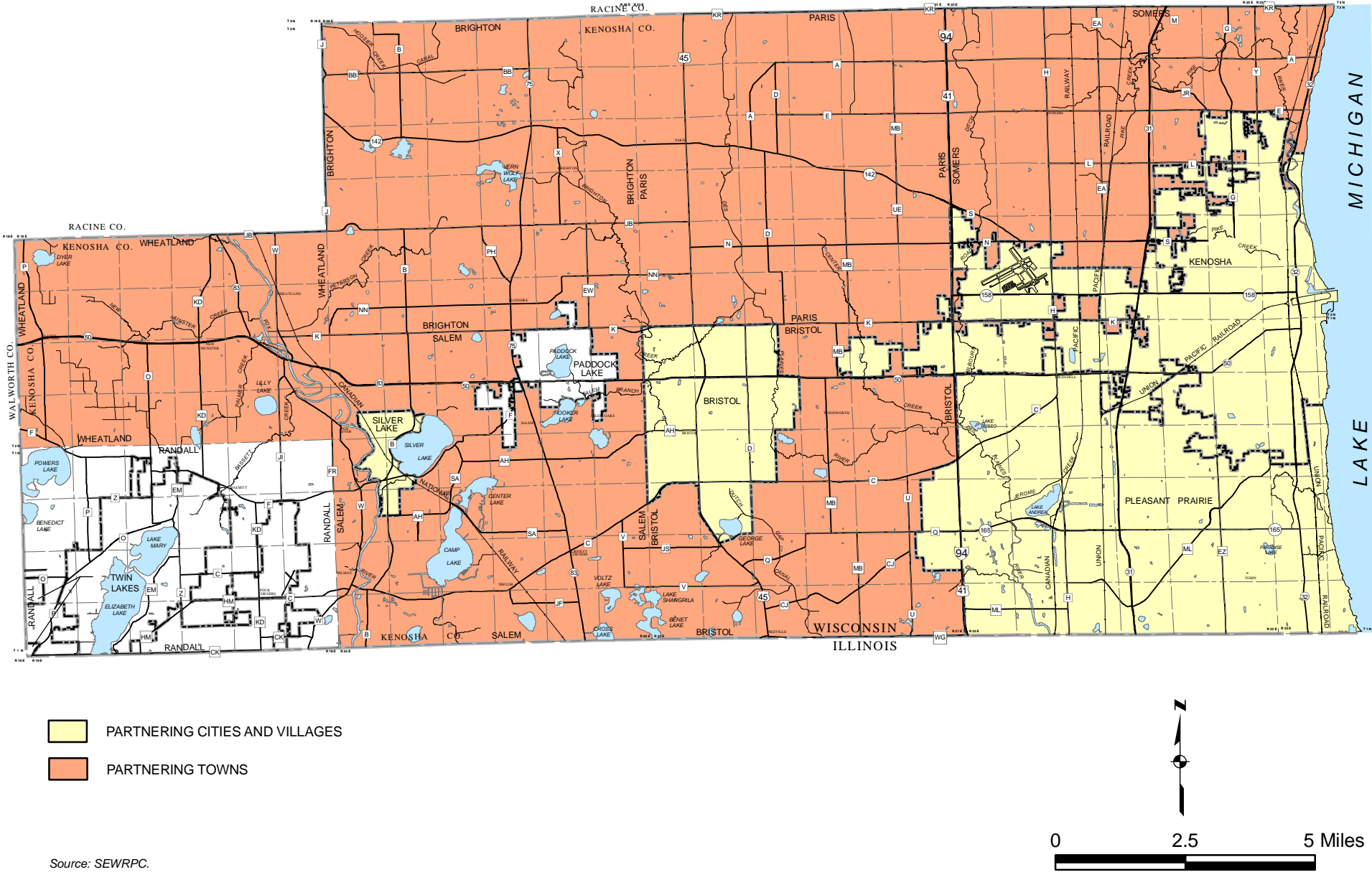
A meeting of local government officials was held on April 28, 2004, to discuss comprehensive planning efforts at the regional, county, and local levels. The concept of preparing a multi-jurisdictional comprehensive plan as a cooperative effort among all interested local governments, Kenosha County, and SEWRPC was discussed at that meeting as an effective way to meet the State comprehensive planning requirements in an efficient and cost-effective manner. The participating local governments, including the Town of Wheatland, 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 Wheatland resolution to participate in the Kenosha County multi-jurisdictional comprehensive planning process is included in Appendix A.

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.

Map 1

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



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 and land divisions in the Town of Wheatland are regulated under the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance and the County Subdivision Control Ordinance, respectively. For that reason, it was important that preparation of the Town of Wheatland 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, plat reviews, and other zoning and subdivision actions to ensure such actions are consistent with the Town and County comprehensive plans.

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-dependant 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 public participation plan was adopted by resolution of the Wheatland Town Board on January 8, 2007. A copy of the public participation plan 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 Wheatland adopted Village powers on September 20, 1949, and established the Town Plan Commission on June 10, 1968.

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 regional planning commission (SEWRPC); and the public library serving the Town (the Twin Lakes Community Library).

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. The Town Chairman served as the Town’s representative on the County advisory committee.

THE PLANNING AREA

The planning area is composed of the Town of Wheatland, which in 2009 encompassed a total of 15,417 acres, or about 24 square miles. The Town is located in the western portion of Kenosha County. It is bordered by the Town of Burlington in Racine County on the north; by the Towns of Brighton and Salem on the east and by the Town of Randall on the south, all located in Kenosha County; and by the Towns of Bloomfield and Lyons, both located in Walworth County, on the west.

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.

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 Wheatland 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 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.

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Chapter II

EXISTING PLANS AND ORDINANCES: 2009

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 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 Wheatland 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

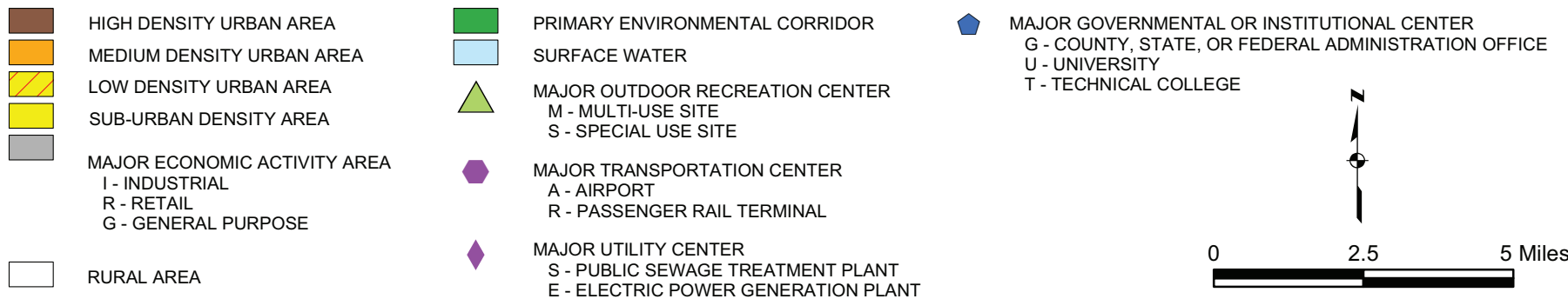
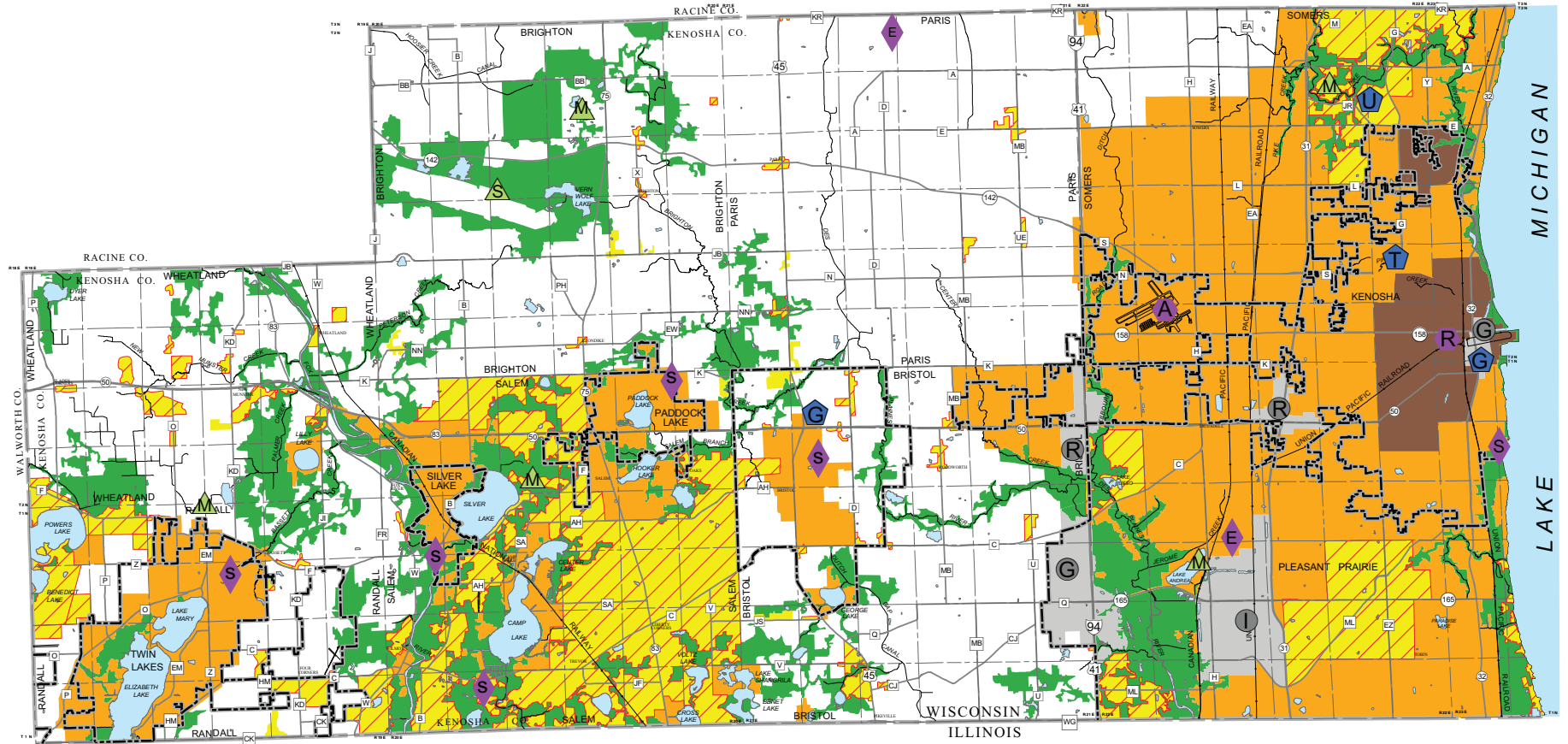
lands outside planned urban service areas be protected. The regional plan recommends that each County identify prime agricultural lands through its Farmland Preservation Plan. The regional land use plan, as it pertains to Kenosha County, is shown on Map 2.

- 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 and critical species habitat sites in the Town is included in the Agricultural, Natural, and Cultural Resources Element (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 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 sanitary 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.
- 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 by 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.

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).

Map 2

YEAR 2035 REGIONAL LAND USE PLAN AS IT PERTAINS TO KENOSHA COUNTY



Source: SEWRPC.

A Management Plan for Powers Lake

Powers Lake is located adjacent to the Town of Wheatland in the Town of Randall. Located in close proximity to the large metropolitan areas of Chicago and Milwaukee, Powers Lake is subject to accelerated urbanization and to a heightened demand for water-based recreational use. Realization that increased development and demands on lake use could cause problems of deteriorating water quality and degradation of the overall lake ecosystem led to the formation of a Powers Lake Management District in 1985. The lake district owns 74 acres in the Town.

SEWRPC, in cooperation with the Powers Lake Management District, the U.S. Geological Survey, and Kenosha County, prepared a management plan for Powers Lake. The plan is documented in SEWRPC Community Assistance Planning Report No. 196, *A Management Plan for Powers Lake, Kenosha and Walworth Counties, Wisconsin*, November 1991. The report presents alternative and recommended measures for achieving four important long-range objectives for Powers Lake, which include the protection and enhancement of water quality conditions; the management of recreational opportunities; the protection and enhancement of fish and other aquatic resources; and the control of excessive water level fluctuations and reduction in shore erosion.

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 awarded a comprehensive planning grant to Kenosha County in June 2006 to help fund preparation of the County and local plans. Five of the local governments (the Village of Silver Lake and Towns of Brighton, Bristol, Paris, and Somers) chose to adopt the multi-jurisdictional 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. The Town of Wheatland comprehensive plan is documented in this report.

The comprehensive planning effort was coordinated through the 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 of Silver Lake Board, 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 Wheatland Town Chairman served as the Town's representative on the MJAC, and the Town Clerk served as the alternate.

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 Wheatland.

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 new park includes 115 acres in the Town of Wheatland and adjacent land in the Town of Randall and Village of Twin Lakes. The County park 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 3.

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 Wheatland 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

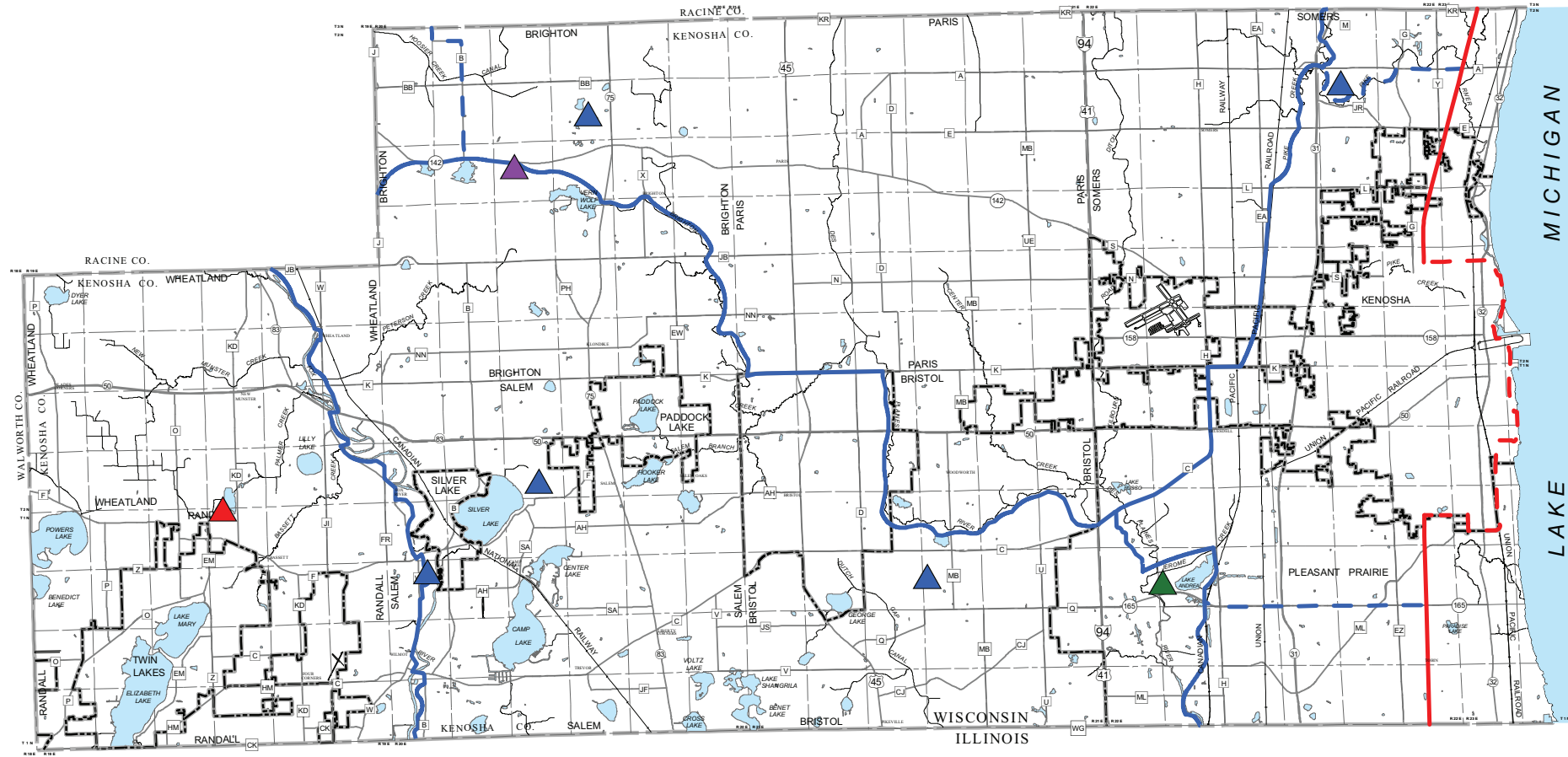
In 1975 the Kenosha County Board of Supervisors adopted the first County jurisdictional highway system plan, which had a design year of 1990. The 2035 regional transportation plan, described earlier in this chapter, recommends updating the 1990 jurisdictional highway system plan for Kenosha County to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

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 April 1999.









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

Map 3

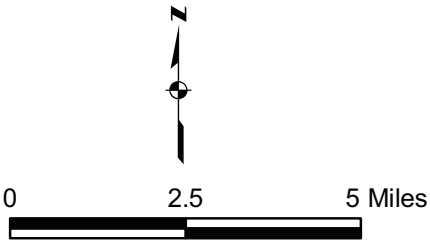
OUTDOOR RECREATION ELEMENT OF THE KENOSHA COUNTY PARK AND OPEN SPACE PLAN



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

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



Source: SEWRPC.

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 assess 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.

Flood Mitigation Plan for Kenosha County

The Kenosha County Board adopted a Flood Mitigation Plan⁴ 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 Wheatland, 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.

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

⁴*Documented 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.*

The Flood Mitigation Plan for Kenosha County was updated and incorporated into the County Hazard Mitigation Plan in 2005.⁵

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 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 Wheatland. 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 4 depicts zoning districts in effect in December 2008 in the Town of Wheatland. A summary of zoning district regulations is presented in Table 1.

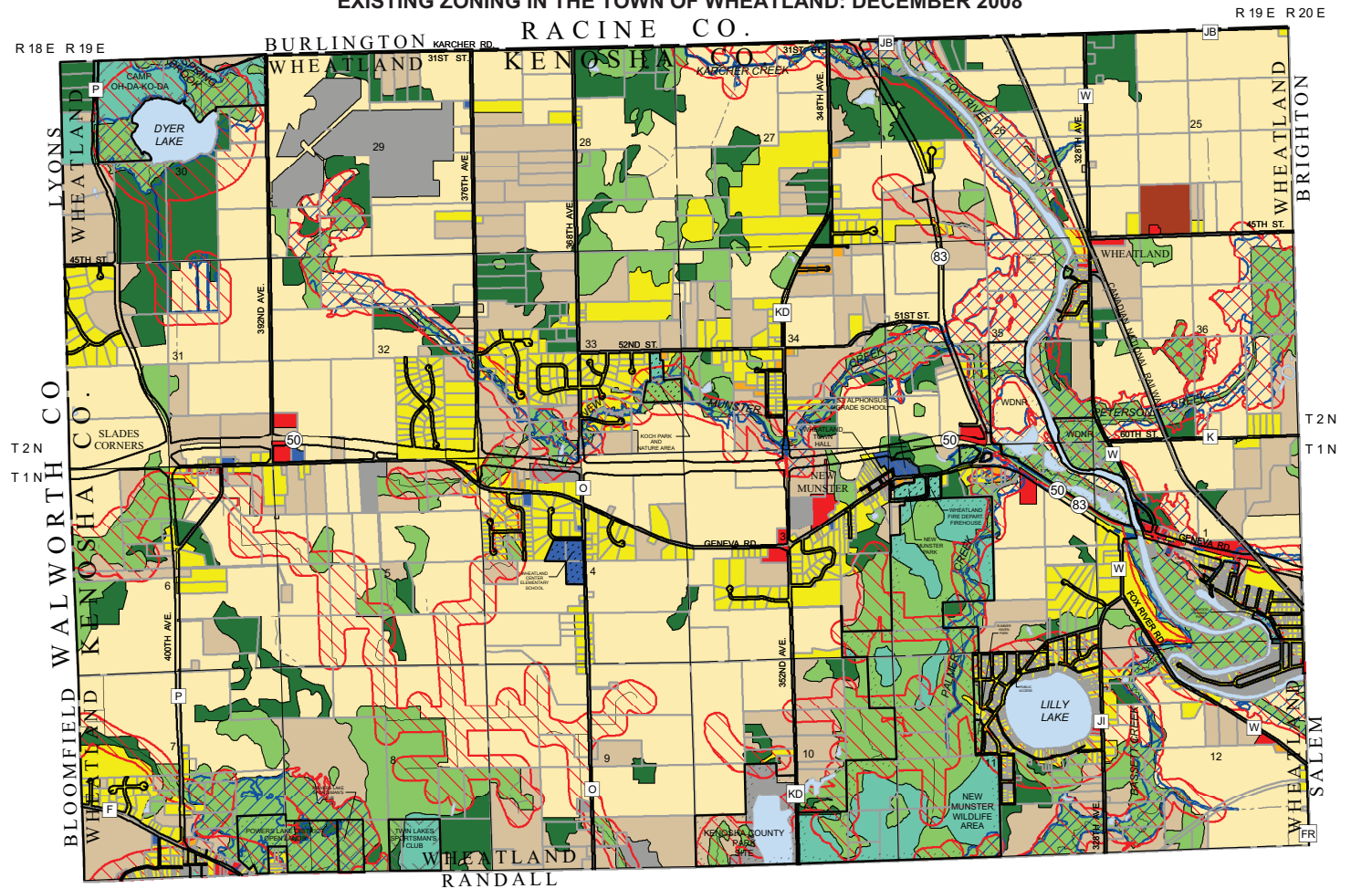
Under Section 59.692 of the *Statutes* and Chapter NR 115 of the *Wisconsin Administrative Code*, counties are responsible for regulating shoreland areas within unincorporated (town) areas. Shorelands are defined as lands lying within 1,000 feet of the ordinary high-water mark (OHWM) of navigable lakes, 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.

⁵Documented in *SEWRPC Community Assistance Planning Report No. 278*, Kenosha County Hazard Mitigation Plan, June 2005.

Map 4

EXISTING ZONING IN THE TOWN OF WHEATLAND: DECEMBER 2008



Agricultural

- A-1 Agricultural Preservation District
- A-2 General Agricultural District
- A-3 Agricultural Related Manufacturing, Warehousing and Marketing District (None)
- A-4 Agricultural Land Holding District (None)

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 (None)
- R-6 Urban Single - Family Residential District (None)
- R-7 Suburban Two - Family and Three - Family Residential District
- R-8 Urban Two - Family Residential District (None)
- R-9 Multi - Family Residential District (None)
- R-10 Multi - Family Residential District (None)
- R-11 Multi - Family Residential District (None)
- R-12 Mobile Home Park - Subdivision

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 (None)

Conservancy

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

Institutional

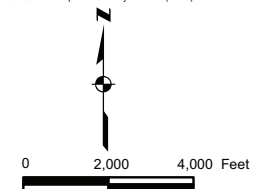
- I-1 Institutional District

Park/Recreational

- PR-1 Park - Recreational District

Overlay Districts

- Shoreland Overlay District
- FPO Floodplain Overlay District
- FWO Camp Lake/Center Lake Floodway Overlay District (None)
- FFO Camp Lake/Center Lake Floodplain Fringe Overlay District (None)
- HO Historical Overlay District (None)
- AEO Adult Entertainment Overlay District (None)
- PUD Planned Unit Development Overlay District (None)
- AO Airport Overlay District (None)
- RC Rural Cluster Development Overlay District (None)



Source: Kenosha County and SEWRPC.

Table 1

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 |

Table 1 (continued)

| District | Typical Principal Uses | Typical Conditional Uses | Minimum Lot Area | Minimum / Maximum Floor Area (square feet) |
|--|---|--|---|--|
| 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 |
| 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 bedroom |
| 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 | 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) | - - |

Table 1 (continued)

| District | Typical Principal Uses | Typical Conditional Uses | Minimum Lot Area | Minimum / Maximum Floor Area (square feet) |
|---|--|--|---|---|
| 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 | -- |
| 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 | -- |
| I-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 managements, 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 |

Table 1 (continued)

| District | Typical Principal Uses | Typical Conditional Uses | Minimum Lot Area | Minimum / Maximum Floor Area (square feet) |
|--|--|---|---|--|
| 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 |
| 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 filling 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.

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.

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.

County Subdivision Control Ordinance

The Kenosha County Subdivision Control Ordinance regulates land divisions in towns resulting in parcels of five acres or less. In addition, the Kenosha County shoreland and floodplain zoning ordinance includes land division regulations for areas located in the shoreland area. As required by Chapter NR 115 of the *Wisconsin Administrative Code*, the ordinance regulates land divisions creating three or more lots of five acres or less within a five-year period.

Erosion Control and Stormwater Management

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 disturbing activities. Kenosha County is developing a County erosion control and stormwater management ordinance, which will regulate land-disturbing activities in the Town of Wheatland upon its adoption by the County Board. Accepted erosion control practices are set forth in the Wisconsin Storm Water Management and Post-Construction Technical Standards.⁶

Chapter NR 151 of the *Wisconsin Administrative Code* requires that all construction sites that have one acre or more of land disturbance 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 forthcoming County ordinance will address these requirements.

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.

⁶*Developed 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.*

PART 3: TOWN LAND USE-RELATED PLANS AND ORDINANCES

Town of Wheatland Land Use Plan

The Town of Wheatland did not have a Land Use or Master Plan prior to this plan. This comprehensive plan will be the first land use plan adopted by the Town and will allow the Town to meet the State comprehensive planning requirements in Section 66.1001 of the *Wisconsin Statutes*.

Lake Use Ordinance

The Town of Wheatland has adopted an ordinance to help manage uses on Lilly Lake. The ordinance, which is set forth in Chapter 13 of the Town Code, “*Boat Operation and Use of Lilly Lake*,” regulates recreational boating activities and swimming on the Lake.

Zoning and Subdivision Regulations

Zoning in the Town of Wheatland is regulated by the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. The Kenosha County Subdivision Control Ordinance regulates land divisions in the Town resulting in parcels of five acres or less.

The Town Board has adopted limited land use regulations that supplement the County zoning and subdivision ordinances. Town regulations require Town Board review and approval of requests to keep livestock in residential zoning districts, or to keep more than three cats or dogs on a residentially-zoned parcel. The Town also requires residential parcels to be at least 1.5 acres in size if a mound system will be used for onsite sewage treatment, excluding road rights-of-way and land located in a wetland or the 100-year floodplain.

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,⁷ 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.

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 Wheatland has not adopted an official map. Official maps are typically adopted by cities and villages and towns with urban development.

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

⁷Waterways may be placed on the map only if included within a comprehensive surface water drainage plan.

regional water supply plan is underway. Plans developed at the County level include a farmland preservation plan, County park and open space plan, land and water resources management plan, jurisdictional highway system plan, and hazard mitigation plan.

This comprehensive plan will be the first land use plan adopted by the Town. Zoning in the Town of Wheatland is regulated by the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. The Kenosha County Subdivision Control Ordinance regulates land divisions in the Town resulting in parcels of five acres or less. The Town has adopted regulations limiting the number of animals allowed on residentially-zoned parcels and establishing a minimum lot size for the use of mound systems. The Town regulations supplement the County zoning and subdivision ordinances.

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 Wheatland 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 and household 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). Employment projections are also presented in 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.

Table 2

POPULATION TRENDS IN KENOSHA COUNTY COMMUNITIES: 1980-2005

| Community | Year | | | | Change 1990-2000 | |
|-------------------------------------|---------|---------|---------|-------------------|------------------|---------|
| | 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 |

^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 2. 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 Wheatland from 1850 to 2009 is shown on Table 3. From 1850 to 1890 the Town's population declined from 1,193 residents to 752 residents. Between 1890 and 1940 the population remained relatively stable, with minor fluctuations each decade. The Town's population increased in each of the decades from 1940 to 2000, including increases of 512 residents, or 52 percent, between 1950 and 1960 and 861 residents, or 42 percent, from 1970 to 1980. By 2000 the population had grown to 3,292 residents. The 2005 DOA population estimate for the Town was 3,410, an increase of 118 residents from the 2000 population. The 2009 population estimate was 3,447 persons, an increase of about 5 percent from the year 2000 population.

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 Wheatland and in Kenosha County in 2000 is set forth in Table 4. In the Town of Wheatland in 2000, children less than five years old numbered 181, or about 6 percent of the Town population, while children between the ages five and 19 numbered 800, or 24 percent of the population. Adults ages 20 through 64 numbered 2,003, or about 61 percent of the Town population, and persons age 65 and older numbered 308, or about 9 percent of the population. The population distribution by age group in the Town was a higher percentage than that in the County for the five to 19 and 20 to 64 age groups, but a lower percentage of the population for the under five and 65 and older age groups. The median age in the Town of Wheatland in 2000 was 37 years, compared to a median age of 35 years in the County.

Racial Composition

Racial composition in the Town of Wheatland and in Kenosha County is set forth in Table 5. The Town has a relatively homogeneous population. More than 98 percent of the population, or 3,230 of the total 3,292 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.

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.

Table 3

HISTORICAL POPULATION LEVELS IN THE TOWN OF WHEATLAND: 1850-2009

| Year ^a | Population | Change From Preceding Census | |
|-------------------|------------|------------------------------|---------|
| | | Number | Percent |
| 1850 | 1,193 | -- | -- |
| 1860 | 1,095 | -98 | -8.2 |
| 1870 | 843 | -252 | -23.0 |
| 1880 | 835 | -8 | -0.9 |
| 1890 | 752 | -83 | -9.9 |
| 1900 | 832 | 80 | 10.6 |
| 1910 | 861 | 29 | 3.5 |
| 1920 | 800 | -61 | -7.1 |
| 1930 | 799 | -1 | -0.1 |
| 1940 | 877 | 78 | 9.8 |
| 1950 | 991 | 114 | 13.0 |
| 1960 | 1,503 | 512 | 51.7 |
| 1970 | 2,047 | 544 | 36.2 |
| 1980 | 2,908 | 861 | 42.1 |
| 1990 | 3,263 | 355 | 12.2 |
| 2000 | 3,292 | 29 | 0.9 |
| 2009 | 3,447 | 155 | 4.7 |

^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 4

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

| Age Group | Town of Wheatland | | Kenosha County | |
|---------------------|-------------------|---------|----------------|---------|
| | Number | Percent | Number | Percent |
| Under 5 | 181 | 5.5 | 10,367 | 6.9 |
| 5 through 19 | 800 | 24.3 | 34,572 | 23.1 |
| 20 through 64 | 2,003 | 60.8 | 87,469 | 58.5 |
| 65 and Older | 308 | 9.4 | 17,169 | 11.5 |
| Total | 3,292 | 100.0 | 149,577 | 100.0 |
| Median Age | 37.1 | -- | 34.8 | -- |

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

Table 5

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

| Race ^a | Town of Wheatland | | Kenosha County | |
|--|-------------------|---------|----------------|----------------|
| | Number | Percent | Number | Percent |
| White Alone | 3,230 | 98.1 | 132,193 | 88.4 |
| Black or African American Alone | 16 | 0.5 | 7,600 | 5.1 |
| American Indian and Alaska Native Alone | 7 | 0.2 | 564 | 0.4 |
| Asian Alone | 8 | 0.2 | 1,381 | 0.9 |
| Native Hawaiian and Other Pacific Islander Alone | - - | - - | 57 | - ^b |
| Some Other Race Alone | 9 | 0.3 | 4,924 | 3.3 |
| Two Or More Races | 22 | 0.7 | 2,858 | 1.9 |
| Total | 3,292 | 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 6. In 2000, about 82 percent of Town of Wheatland residents, at least 25 years of age, had attained a high school or higher level of education. This level is slightly lower 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 about 42 percent of Town of Wheatland 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 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 7. 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 1,209 households in the Town of Wheatland, with an average household size of 2.72 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 Wheatland, rather than in areas with a mix of single-family and multi-family housing.

As further shown in Table 7, 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.

Table 6

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

| Community | Less Than 9 th Grade | | 9 th to 12 th Grade No Diploma | | High School Graduate | |
|-----------------------|------------------------------------|---------------------|---|---------------------|----------------------|---------------------|
| | 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 |

| Community | Some College or Associates Degree | | Bachelor or Graduate Degree | | Total Persons Age 25 and Older | |
|-----------------------|--------------------------------------|---------------------|--------------------------------|---------------------|-----------------------------------|---------------------|
| | 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 |

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

Table 7

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

| Community | 1980 | | | 1990 | | | 2000 | | | 2005 |
|-----------------------|----------------------|------------------------------|------------------------|----------------------|------------------------------|------------------------|----------------------|------------------------------|------------------------|-----------------------------------|
| | Number of Households | Percent of County Households | Average Household Size | Number of Households | Percent of County Households | Average Household Size | Number of Households | Percent of County Households | Average Household Size | Number of Households ^a |
| City | | | | | | | | | | |
| Kenosha..... | 27,964 | 64.9 | 2.69 | 29,919 | 63.6 | 2.61 | 34,411 | 61.4 | 2.54 | 36,537 |
| Villages | | | | | | | | | | |
| Paddock Lake | 718 | 1.7 | 3.07 | 890 | 1.9 | 2.99 | 1,056 | 1.9 | 2.84 | 1,137 |
| Pleasant Prairie..... | 4,041 | 9.4 | 3.11 | 4,207 | 9.0 | 2.83 | 5,819 | 10.4 | 2.73 | 6,284 |
| Silver Lake | 569 | 1.3 | 2.81 | 663 | 1.4 | 2.72 | 876 | 1.6 | 2.67 | 953 |
| Twin Lakes..... | 1,228 | 2.8 | 2.77 | 1,462 | 3.1 | 2.68 | 1,973 | 3.5 | 2.58 | 2,162 |
| Towns | | | | | | | | | | |
| Brighton..... | 359 | 0.8 | 3.29 | 423 | 0.9 | 2.99 | 504 | 0.9 | 2.88 | 539 |
| Bristol..... | 1,189 | 2.8 | 3.03 | 1,394 | 3.0 | 2.85 | 1,715 | 3.1 | 2.65 | 1,832 |
| Paris..... | 467 | 1.1 | 3.45 | 492 | 1.0 | 3.01 | 535 | 1.0 | 2.75 | 548 |
| Randall..... | 700 | 1.6 | 3.08 | 815 | 1.7 | 2.94 | 1,031 | 1.8 | 2.84 | 1,157 |
| Salem..... | 2,148 | 5.0 | 2.91 | 2,629 | 5.6 | 2.71 | 3,529 | 6.3 | 2.79 | 3,987 |
| Somers..... | 2,741 | 6.4 | 2.81 | 3,023 | 6.4 | 2.60 | 3,399 | 6.1 | 2.45 | 3,568 |
| Wheatland..... | 940 | 2.2 | 3.09 | 1,112 | 2.4 | 2.93 | 1,209 | 2.2 | 2.72 | 1,252 |
| Kenosha County | 43,064 | 100.0 | 2.80 | 47,029 | 100.0 | 2.67 | 56,057 | 100.0 | 2.60 | 59,956 |

^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 8. The 1999 annual median income of all households in the County was \$46,970. The annual median household income in the Town of Wheatland in 1999 was \$52,386, which was \$5,416, or about 12 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 90 households in the Town of Wheatland living below the poverty level in 1999, or about 7.4 percent of all Town households.

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.

Table 8

ANNUAL HOUSEHOLD INCOME IN KENOSHA COUNTY COMMUNITIES: 1999

| Community | Household Income Less than \$15,000 | | Household Income \$15,000 to \$24,999 | | Household Income \$25,000 to \$34,999 | | Household Income \$35,000 to \$49,999 | | Household Income \$50,000 to \$74,999 | |
|------------------------|-------------------------------------|------------------|---------------------------------------|------------------|---------------------------------------|------------------|---------------------------------------|------------------|---------------------------------------|------------------|
| | Households | Percent of Total | Households | Percent of Total | Households | Percent of Total | Households | Percent of Total | Households | Percent of 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 | 80 | 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 |

| Community | Household Income \$75,000 to \$99,999 | | Household Income \$100,000 to \$149,000 | | Household Income \$150,000 to \$199,999 | | Household Income \$200,000 Or More | | Median Household Income |
|------------------------|---------------------------------------|------------------|---|------------------|---|------------------|------------------------------------|------------------|-------------------------|
| | Households | Percent of Total | Households | Percent of Total | Households | Percent of Total | Households | Percent of Total | |
| 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.

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 9 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 Wheatland and in the County overall in 2000. About 31 percent of all households in the Town were in the two-person household category, followed respectively by one-person households at about 20.7 percent and by three-person households at about 19.7 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).

Table 9
HOUSEHOLD SIZE BY CATEGORY IN KENOSHA COUNTY COMMUNITIES: 2000

| Community | 1-person Households | | 2-person Households | | 3-person Households | | 4-person Households | |
|-----------------------|---------------------|---------|---------------------|---------|---------------------|---------|---------------------|---------|
| | 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 |

| Community | 5-person Households | | 6-person Households | | 7-or-more-person Households | | Total | |
|-----------------------|---------------------|---------|---------------------|---------|-----------------------------|---------|--------|---------|
| | 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.

Employment

Employment and Occupational Characteristics

There were 1,799 Town of Wheatland residents age 16 and older in the labor force in 2000. Of that number, 1,700 or about 95 percent, were employed and 90, about 5 percent, were unemployed at the time the Census was taken. About 71 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 Wheatland employed residents are set forth in Table 10. The occupational breakdown by percentage of employed Town residents is similar to that of the County. The largest percentage, about 25 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 23 percent of Town residents, and the highest category in the County. About 21 percent of Town residents were employed in production, transportation, and material moving occupations, which ranked third among both Town and County residents. Service occupations and construction, extraction, and maintenance occupations employed about 16 and 15 percent of Town residents, respectively.

Table 10

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

| Occupation | Town of Wheatland | | Kenosha County | |
|---|-------------------|------------------|----------------|------------------|
| | Number | Percent of Total | Number | Percent of Total |
| Management, Professional, and Related Occupations | | | | |
| Farmers and Farm Managers | 30 | 1.8 | 258 | 0.4 |
| Other Management, Business, and Financial Operations | 173 | 10.2 | 8,155 | 11.1 |
| Professional and Related | 193 | 11.3 | 12,647 | 17.3 |
| Subtotal | 396 | 23.3 | 21,060 | 28.8 |
| Service Occupations | | | | |
| Healthcare Support | 45 | 2.6 | 1,397 | 1.9 |
| Protective Service | 20 | 1.2 | 1,500 | 2.1 |
| Food Preparation and Serving Related | 74 | 4.4 | 3,776 | 5.2 |
| Building and Grounds Cleaning and Maintenance | 83 | 4.9 | 2,008 | 2.7 |
| Personal Care and Service | 41 | 2.4 | 1,860 | 2.5 |
| Subtotal | 263 | 15.5 | 10,541 | 14.4 |
| Sales and Office Occupations | | | | |
| Sales and Related | 181 | 10.7 | 8,204 | 11.2 |
| Office and Administrative Support | 237 | 13.9 | 11,593 | 15.8 |
| Subtotal | 418 | 24.6 | 19,797 | 27.0 |
| Farming, ^a Fishing, and Forestry Occupations | 0 | 0.0 | 142 | 0.2 |
| Construction, Extraction, and Maintenance Occupations | | | | |
| Construction and Extraction | 171 | 10.0 | 4,149 | 5.7 |
| Installation, Maintenance, and Repair | 88 | 5.2 | 2,960 | 4.0 |
| Subtotal | 259 | 15.2 | 7,109 | 9.7 |
| Production, Transportation, and Material Moving Occupations | | | | |
| Production | 289 | 17.0 | 9,936 | 13.6 |
| Transportation and Material Moving | 75 | 4.4 | 4,651 | 6.3 |
| Subtotal | 364 | 21.4 | 14,587 | 19.9 |
| Total | 1,700 | 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.

Place of Work

As shown by Table 11, approximately 40 percent of Town of Wheatland workers were employed in Kenosha County in 2000. A higher percentage of Town of Wheatland workers commuted to Racine County than workers in Kenosha County as a whole (about 16 percent compared to 9 percent), which can be explained in part by the Town's location directly adjacent to Racine County. A lower percentage of Town of Wheatland workers commuted to Lake County, Illinois than workers in the County as a whole (about 17 percent compared to over 21 percent). Additionally, over 7 percent of Town workers commuted to Walworth County, higher than that of workers in Kenosha County as a whole (less than 1 percent).

Total Employment Levels³

The previous two sections provided information on the employment characteristics of Town of Wheatland 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 610 jobs were located within the Town of Wheatland in 2000.

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.

Table 11

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

| Place of Work | Town of Wheatland | | Kenosha County | |
|-----------------------------------|-------------------|------------------|----------------|------------------|
| | Number | Percent of Total | Number | Percent of Total |
| Kenosha County | | | | |
| City of Kenosha..... | 150 | 8.9 | 27,436 | 38.1 |
| Village of Paddock Lake | 35 | 2.1 | 592 | 0.8 |
| Village of Pleasant Prairie..... | 53 | 3.1 | 5,462 | 7.6 |
| Village of Twin Lakes | 82 | 4.8 | 766 | 1.1 |
| Town of Bristol | 37 | 2.2 | 1,748 | 2.4 |
| Town of Salem | 59 | 3.5 | 1,319 | 1.8 |
| Town of Wheatland | 190 | 11.2 | 1,634 | 2.3 |
| Remainder of Kenosha County | 72 | 4.3 | 1,532 | 2.1 |
| Subtotal | 678 | 40.1 | 40,489 | 56.2 |
| Milwaukee County..... | 43 | 2.5 | 2,268 | 3.1 |
| Racine County | 271 | 16.0 | 6,542 | 9.1 |
| Walworth County..... | 125 | 7.4 | 614 | 0.9 |
| Waukesha County..... | 49 | 2.9 | 734 | 1.0 |
| Cook County, IL | 78 | 4.6 | 2,942 | 4.1 |
| Lake County, IL..... | 281 | 16.6 | 15,342 | 21.3 |
| McHenry County, IL | 80 | 4.7 | 1,660 | 2.3 |
| Worked Elsewhere..... | 84 | 5.0 | 1,462 | 2.0 |
| Total | 1,689 | 100.0 | 72,053 | 100.0 |

^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 12. 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 the 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.

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. Population, household, and employment projections for the year 2035 are included in Chapter IV. The following findings are of particular significance to the preparation of the Kenosha County multi-jurisdictional comprehensive plan and to the Town of Wheatland comprehensive plan:

- The Town of Wheatland's population decreased in each of the decades between 1850 and 1890 when the population stood at 752 residents. Between 1890 and 1940 the Town's population remained relatively stable, with minor fluctuations between each decade. The Town's population increased in each of the decades from 1940 to 2000, including increases of 512 residents, or 52 percent, between 1950 and 1960 and 861 residents, or 42 percent, from 1970 to 1980. The Town had 3,292 residents in 2000, according to the U.S. Census. The Wisconsin Department of Administration (DOA) estimated the Town's population to be 3,447 persons in 2009, an increase of about 5 percent from the year 2000.
- In the Town of Wheatland in 2000, children less than five years old numbered 181, or about 6 percent of the Town population, while children between the ages of five and 19 numbered 800, or about 24 percent of the population. Adults in the age group 20 through 64 numbered 2,003, or about 61 percent of the Town population, and persons age 65 and older numbered 308, or about 9 percent of the population.
- About 50 percent of County residents, and about 42 percent of Town of Wheatland residents, have attended some college or attained an associate, bachelor, or graduate degree.
- There were 1,209 households in the Town of Wheatland, with an average household size of 2.72 persons, in 2000.
- The 1999 median annual household income for Town of Wheatland households was \$52,386, about 12 percent higher than that of Kenosha County households as a whole.
- In 2000, about 71 percent of Town of Wheatland residents 16 years of age and older were in the labor force. Of Town residents age 16 and older in the labor force, about 95 percent were employed. The largest percentage, about 25 percent, was employed in sales and office occupations.
- In 2000, just over 40 percent of Town of Wheatland workers were employed in Kenosha County. Lake County, Illinois ranked second as the place of work destination of Town of Wheatland workers at nearly 17 percent. Racine County and Walworth County ranked third and fourth as the place of work destinations for Town workers at about 16 percent and about 7 percent, respectively.

Figure 1

STANDARD INDUSTRIAL CLASSIFICATION (SIC) CODE STRUCTURE

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 |

Mining

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

Construction

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

Manufacturing

| | |
|----------|--|
| Group 20 | Food and Kindred Products |
| Group 21 | Tobacco Products |
| Group 22 | Textile Mill Products |
| Group 23 | Apparel and Other Textile Products |
| Group 24 | Lumber and Wood Products |
| 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 37 | Transportation Equipment |
| Group 38 | Instruments and Related Products |
| Group 39 | Miscellaneous Manufacturing Industries |

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 |

Wholesale Trade

| | |
|----------|----------------------------------|
| Group 50 | Wholesale Trade-Durable Goods |
| Group 51 | Wholesale Trade-Nondurable Goods |

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 |

Finance, Insurance and Real Estate

| | |
|----------|--|
| 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 |

Services

| | |
|----------|---|
| Group 70 | Hotels and Other Lodging Places |
| Group 72 | Personal Services |
| 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) |

Public Administration

| | |
|----------|---|
| 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 |
|----------|---------------------------------|

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

Table 12

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

| General Industry Group | SIC Code ^a | Kenosha County | | | | | | | | | | | |
|--|-----------------------|----------------|---------------------|--------|---------------------|--------|---------------------|--------|---------------------|-------------------------------------|---------------|---------------|---------------|
| | | Employment | | | | | | | | Percent Change in Number of Jobs | | | |
| | | 1970 | | 1980 | | 1990 | | 2000 | | 1970- 1980 | 1980- 1990 | 1990- 2000 | 1970- 2000 |
| | | Jobs | Percent of Total | Jobs | Percent of Total | Jobs | Percent of Total | Jobs | Percent of Total | | | | |
| 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 | N/A | 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 |

| General Industry Group | SIC Code ^a | Southeastern Wisconsin Region | | | | | | | | | | | |
|--|-----------------------|-------------------------------|---------------------|---------|---------------------|-----------|---------------------|-----------|---------------------|-------------------------------------|---------------|---------------|---------------|
| | | Employment | | | | | | | | Percent Change in Number of Jobs | | | |
| | | 1970 | | 1980 | | 1990 | | 2000 | | 1970- 1980 | 1980- 1990 | 1990- 2000 | 1970- 2000 |
| | | Jobs | Percent of Total | Jobs | Percent of Total | Jobs | Percent of Total | Jobs | Percent of Total | | | | |
| 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 | N/A | 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.

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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 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 2 of this chapter.

PART 1: GOALS AND OBJECTIVES

The overall comprehensive plan goals and objectives, listed in order of plan elements in the following chapters, were based on the overall goals and objectives developed for the Kenosha County Multi-Jurisdictional Comprehensive Plan, but were modified by the Town of Wheatland Plan Commission and Town Board to reflect the desires of the Town.

Goals:

- Preserve the rural character of the Town of Wheatland.
- Identify and encourage desirable and sustainable agri-businesses and job development.

Objectives:

- Encourage continued agricultural activity in the Town.
- Encourage safe agricultural practices to minimize impact on natural resources.
- Encourage the preservation of rural (agrarian) character and vistas.
- Capitalize on agri-tourism amenities.

Goal:

- Preserve and enhance natural resources and park and open space sites.

Objectives:

- Encourage the preservation of natural features, wildlife habitat, and open space as part of future development proposals in the Town.
- Develop methods for the protection, sound use, and enhancement of the natural resource base, including wetlands, wildlife habitats, lakes, woodlands, open spaces, groundwater resources, and floodplains.
- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.

Goal:

- Preserve and enhance the historic and cultural resources and character of the Town.

Objectives:

- Encourage preservation of historic and cultural structures and archaeological sites.
- Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses.
- Encourage an attractive and healthful physical and social environment with opportunities for high-quality education, cultural activities, and outdoor recreation.

Goals:

- Encourage a balanced and sustainable spatial distribution among various types of land uses to meet the social, physical, and economic needs of Town residents.
- Accommodate the projected growth in population, households, and employment in the Town.
- Encourage sustainable development of land for business and residential use.

Objectives:

- Encourage the allocation of land uses to avoid or minimize threats to health, safety, and welfare.
- Encourage land uses that promote efficient development patterns and relatively low costs to all levels of government.
- Encourage development and redevelopment of land with access to existing infrastructure and public services.
- Encourage infill development.

Goals:

- In cooperation with neighboring communities, support a range of housing types to serve the varied and special needs of area residents.
- Maintain the rural character of the Town.
- Accommodate new residential development at appropriate densities.
- Support fair housing practices.
- Provide safe and decent housing for all Town residents.

Objectives:

- Promote affordable housing choices for people who work in the Town.
- Promote affordable housing choices for the Town's aging, disabled, and young family populations.
- Promote universal design (designed for all physical abilities) in housing and subdivision construction to accommodate all population groups.
- Provide well-constructed and maintained housing with adequate services.

Goal:

- Improve transportation infrastructure and land use design to support a range of transportation choices for all citizens.

Objectives:

- 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.
- 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.

Goal:

- Maintain and enhance the existing level of public services in the Town.

Objectives:

- 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.

Goal:

- Support and encourage sustainable energy options in public and private development.

Objectives:

- Encourage use of alternative energy sources.

- Encourage “green” development concepts.¹
- Encourage development patterns and preservation of existing developments that are energy efficient.

Goals:

- Identify and encourage desirable, diverse, and sustainable businesses and job development.
- 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).

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.

Goal:

- Ensure that the Town Comprehensive Plan is a “living document.”

Objectives:

- Routinely consult the comprehensive plan when carrying out Town government functions and when developing the annual budget.
- Review progress made towards achievement of comprehensive plan goals annually, and update the plan as needed.

¹“Green” development concepts integrate techniques that help conserve natural resources, such as arranging land uses and site features (i.e. lots, buildings, and infrastructure) to include or be close to services, employment centers, and alternative transportation systems (i.e. mass transit, sidewalks, and bike paths); protecting existing natural features; providing opportunities to practicably harness renewable energy sources, where possible (i.e. south-oriented buildings capturing passive solar radiation); utilizing sun, wind, and/or earth for natural lighting, ventilation, heating, cooling, and other purposes (i.e. solar panels, wind turbines, and geothermal systems); installing eco-friendly stormwater quality and quantity control mechanisms such as bioswales, bioinfiltration trenches or basins, rain gardens and barrels or cisterns, rooftop and wall or “vertical” gardens, porous and permeable pavements with restricted salt and pollutants in such areas when possible, and landscaping for cooling, wind protection, and xeriscaping (landscaping that conserves water by using drought-tolerant plants and ornate hardscapes or mulch versus traditional mowed turf/grass); incorporating local, reused, recycled, recyclable, or eco-friendly (i.e. bamboo flooring) construction materials and energy efficient appliances; and including other energy and water conservation and efficiency measures into site and building designs.

- Review and update the comprehensive plan report at least every 10 years, following the release of U.S. Census data and regional plan updates.

PART 2: 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 3,594 Town residents in 2035, while a continuation of recent trends would result in about 4,385 Town residents in 2035. Under the regional land use plan projection, the Town's population would increase by about 302 residents, or by approximately 9 percent, from the 3,292 residents in the Town in 2000. Under the "recent trends" projection, the Town's population would increase by about 1,093 residents, or by approximately 33 percent, from the 2000 population level.

The Plan Commission and Town Board considered the SEWRPC-prepared projections, along with local knowledge and expectations regarding projected future growth and development and past growth trends based upon subdivision plats approved, past building permits issued, and alternative computer projection models, and determined that the Town would base its future land use plan and other comprehensive planning elements on a 2035 population projection of 4,998 persons, which is greater than the SEWRPC-prepared regional land use plan and SEWRPC-prepared "recent trends" projections. Under the Town-prepared projection, the Town's population would increase by about 1,706 residents, or by approximately 52 percent, from the 2000 population level. A comparison of the three projections, in relation to changes in the Town's population from 1950 to 2005, is shown in Figure 2.

Household Projection

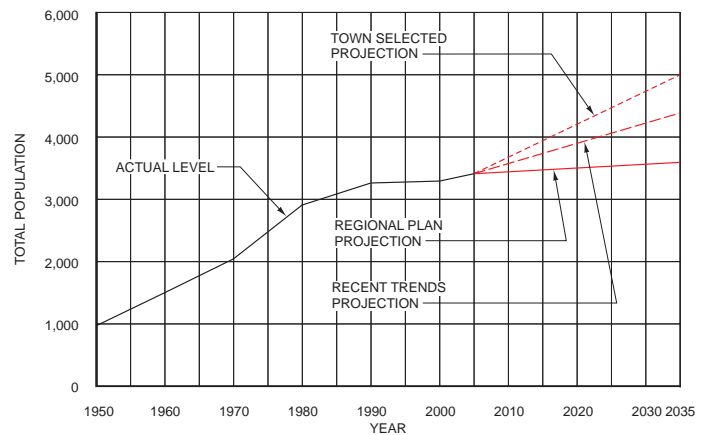
The selected population projection would result in approximately 1,990 households in the Town in 2035, based on an anticipated average household size of 2.51 persons per household. The average household size was developed by the Town, and compares to a projected average household size of 2.59 persons developed as part of the regional land use plan for 2035. The projected 1,990 households in 2035 is an increase of 781 households, or about 65 percent, over the 1,209 households in the Town in the year 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

Figure 2

HISTORICAL AND ALTERNATIVE FUTURE POPULATION LEVELS IN THE TOWN OF WHEATLAND: 1950-2035



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

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 610 jobs in the Town in 2035, which is the same as the number of jobs in the year 2000. A continuation of recent trends would result in 799 jobs in the Town in 2035. The Town selected the recent trends projection of 799 jobs, which would result in an increase of 189 jobs, or about 31 percent, from the year 2000 level. 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 following comprehensive planning goals related to the agricultural, natural, and cultural resources element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process: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.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Preservation of cultural, historic, and archaeological sites.

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

- Building of community identity by revitalizing main streets and enforcing design standards.
- Planning and development of land uses that create or preserve varied and unique urban and rural communities.

This chapter provides inventory information on soils, existing farmland, farming operations, topography and geology, nonmetallic mining resources, water resources, woodland resources, natural areas and critical species habitats, environmental corridors, park and open space sites, and cultural (historical and archaeological) resources. This chapter consists of four parts: Part 1, Inventory of Soils and Agricultural Resources; Part 2, Inventory of Natural Resources; Part 3, Inventory of Cultural Resources; and Part 4, Agricultural, Natural, and Cultural Resources Goals, Objectives, Policies, and Programs.

The conservation and wise use of agricultural and natural resources and the preservation of cultural resources are fundamental to achieving strong and stable physical and economic development as well as maintaining community identity. This comprehensive plan recognizes that agricultural, natural, and cultural resources are limited and may be very difficult or impossible to replace if damaged or destroyed. Information on the characteristics and location of agricultural, natural, and cultural resources in the Town of Wheatland will assist in properly locating future land uses to help avoid serious environmental problems and to protect existing natural resources.

The base years for the various inventory data presented in this chapter range from 1982 to 2007. Much of the inventory data have been collected through regional land use and natural area planning activities conducted by the Southeastern Wisconsin Regional Planning Commission (SEWRPC). Additional inventory data have been collected from and by Kenosha County; the Town of Wheatland; and State and Federal agencies, including the Wisconsin Department of Natural Resources (DNR), the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP), the State Historical Society of Wisconsin, and the U.S. Department of Agriculture (USDA).

PART 1: INVENTORY OF SOILS AND AGRICULTURAL RESOURCES

Soil Survey

The USDA Soil Conservation Service, now the Natural Resources Conservation Service (NRCS), issued a soil survey for Kenosha County in 1970.² 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.

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. The following soil associations are found in the Town of Wheatland:

The *Casco-Rodman association* consists of well-drained and excessively-drained soils that have a clay-loam or gravelly-loam subsoil, shallow over sand and gravel, on stream terraces and moraine ridges. This association is found in several locations along the northern and southern margins of the Town, and encompasses about 4 percent of the Town.

²Documented in the USDA Soil Conservation Service, Soil Survey of Kenosha and Racine Counties, Wisconsin, 1971.

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, encompassing about 59 percent of the Town, is the predominant soil association present in the Town of Wheatland.

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 along the Fox River and Peterson Creek in the eastern portion of the Town. This association encompasses about 23 percent of the Town.

The ***Houghton-Palms association*** consists of very poorly-drained organic soils occurring in basins and depressions. This association encompasses about 9 percent of the Town and is located in limited areas in the northern and southern portions 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 northeastern 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 5 depicts severe structural soils and severe wet soils in the Town of Wheatland, as identified by the NRCS and Kenosha County. About 6,173 acres, or approximately 40 percent of the Town, is covered by severe structural soils and about 4,731 acres, or approximately 25 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 which the soils respond to treatment. Generally, lands with Class I and II soils are considered “National Prime Farmlands.” Almost 53 percent of the Town is covered by prime farmland soils. Lands with Class III soils are considered “Farmlands of Statewide Significance,” which cover about 26 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.

Table 13**AGRICULTURAL SOIL CAPABILITY IN THE
TOWN OF WHEATLAND AND KENOSHA COUNTY**

| Agricultural Soil Capability Class | Town of Wheatland | | Kenosha County | |
|--|--------------------|--------------------------|----------------|--------------------------|
| | Acres ^a | Percent of Total Area | Acres | Percent of Total Area |
| Class I Soils..... | 311 | 2.0 | 1,130 | 0.6 |
| Class II Soils..... | 7,816 | 50.7 | 126,556 | 71.1 |
| Class III Soils..... | 3,965 | 25.7 | 29,281 | 16.4 |
| Class IV, V, VI, VII, and VIII Soils and Unclassified Areas..... | 2,992 | 19.4 | 16,154 | 9.1 |
| Surface Water | 333 | 2.2 | 5,028 | 2.8 |
| Total Area | 15,417 | 100.0 | 178,149 | 100.0 |

^aTotal acreage was based on 2005 civil divisions.

Source: USDA-Natural Resources Conservation Service and SEWRPC.

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 Plan³ 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 Wheatland are set forth in Table 13.

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 6. Acres within each range in the Town are listed in Table 14.

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.⁴ 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 9,398 acres, or about 61 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 15 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.

³Documented in SEWRPC Community Assistance Planning Report No. 45, A Farmland Preservation Plan for Kenosha County, Wisconsin, June 1981.

⁴See Chapter VI for more information about the SEWRPC 2000 land use inventory.

Table 14

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

| Land Evaluation (LE) Rating | Town of Wheatland | | Kenosha County | |
|------------------------------------|--------------------|--------------------------|----------------|--------------------------|
| | Acres ^a | Percent of Total Area | Acres | Percent of Total Area |
| 95 to 100 | 278 | 1.8 | 939 | 0.5 |
| 90 to 94.9 | 96 | 0.6 | 540 | 0.3 |
| 85 to 89.9 | 984 | 6.4 | 54,517 | 30.6 |
| 80 to 84.9 | 5,227 | 33.9 | 46,913 | 26.3 |
| 70 to 79.9 | 1,561 | 10.1 | 28,852 | 16.2 |
| 60 to 69.9 | 2,633 | 17.1 | 13,972 | 7.9 |
| Less than 60 or Not Rated | 4,639 | 30.1 | 32,416 | 18.2 |
| Total Area | 15,418 | 100.0 | 178,149 | 100.0 |

^aTotal acreage was based on 2006 civil divisions.

Source: USDA-Natural Resources Conservation Service (NRCS) and SEWRPC.

Table 15

**AGRICULTURAL LANDS IN THE TOWN
OF WHEATLAND AND KENOSHA COUNTY: 2000**

| Agricultural Lands Category | Town of Wheatland | | Kenosha County | |
|---|-------------------|--------------------------|----------------|--------------------------|
| | Acres | Percent of Total Area | Acres | Percent of Total Area |
| Cultivated Lands..... | 7,837 | 83.4 | 82,202 | 86.8 |
| Pasture Land and Unused Agricultural Land | 1,315 | 14.0 | 9,981 | 10.5 |
| Orchards, Nurseries, and Specialty Crops.. | 89 | 0.9 | 956 | 1.0 |
| Farm Buildings | 158 | 1.7 | 1,576 | 1.7 |
| Total | 9,399 | 100.0 | 94,715 | 100.0 |

Source: SEWRPC.

Table 16

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

| Sector | Kenosha County | | State of Wisconsin | |
|-------------------------|---------------------------------|---|---------------------------------|---|
| | 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.

As shown on Table 15, cultivated lands were the predominant type of agricultural use in the Town, accounting for about 83 percent of agricultural land in the Town in 2000.

Farm Production and Revenue

Farm production and revenue inventory data^{5,6} 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 16. 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.

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 17 sets forth total value of sales⁷ 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

⁵Data 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 Wheatland.

⁶The 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.

⁷The total value of sales is equal to the gross market value before taxes and production expenses for all agricultural products sold.

\$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.

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 on the remaining 41 percent of farms.

Number and Size of Farms

Table 18 sets forth the number of farms by size category⁸ 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.

Table 17

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

| Value of Sales | Kenosha County | | State of Wisconsin | |
|----------------------------|----------------|---------|--------------------|---------|
| | 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.

Table 18

FARM SIZE IN KENOSHA COUNTY AND WISCONSIN: 2002

| Size (acres) | Kenosha County | | State of Wisconsin | |
|---------------------------|----------------|---------|--------------------|---------|
| | 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 |

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

PART 2: 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, including the Town of Wheatland. On the western side of the Fox River, gentle slopes give way to steeper hills which are

⁸Data included in this section includes lands owned by the farmer, not lands the farmer may rent.

comprised of sand and gravel outwash 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.

Topographical features, particularly slopes, have a direct bearing on the potential for soil erosion and the sedimentation of surface waters. Slope steepness affects the velocity and, accordingly, the erosive potential of runoff. As a result, steep slopes place moderate to severe limitations on urban development and agricultural activities, especially in areas with highly erodible soil types. Approximately 514 acres, or about 3 percent of the Town, have slopes of 20 percent or greater; while about 1,036 acres, or about 7 percent of the Town, have slopes 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.

Nonmetallic Mineral Resources⁹

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.

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 Wheatland have been identified by the Wisconsin Geological and Natural History Survey (WGNHS) using a variety of sources, including geologic studies,¹⁰ 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 7,274 acres, or 47 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 1,847 acres, or 12 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

⁹*There are no known marketable metallic mining resources in Kenosha County.*

¹⁰*Bedrock geology from Preliminary Bedrock Maps of Kenosha County (WOFR 2004-13) by R.M. Peters, WGNHS.*

Table 19
NONMETALLIC MINING SITES IN
THE TOWN OF WHEATLAND: 2006

| Location | Owner of Mining Site | Site Area (acres) |
|-----------------------|-------------------------------|----------------------|
| T1N, R19E, Section 9 | Powers Lake Construction..... | 31 |
| T2N, R19E, Section 29 | Meyer Materials Company..... | 54 |
| Total – Two Sites | - - | 85 |

Source: Kenosha County and SEWRPC.

the Town. These areas are scattered throughout the Town, generally in association with wetlands, which limits access to the peat due to regulatory constraints.

The location of potential commercially workable sources of stone suitable for crushed or building stone in the Town of Wheatland 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 two active nonmetallic mining sites located in the Town in 2006. Table 19 lists the location of the site, mine operator or current owner, and the acreage of the site area. The site owned and operated by the Meyer Materials Company was the largest extractive operation in Kenosha County in 2006, encompassing 54 acres. Both mines in the Town are used for sand and/or gravel extraction. Both sites have received nonmetallic mining reclamation permits in accordance with the Kenosha County Non-Metallic Mining Reclamation Ordinance, adopted in April 2002. Chapter NR 135 of the *Wisconsin Administrative Code* requires each county to adopt and administer a nonmetallic mining reclamation ordinance. Cities, towns, and villages may also adopt a reclamation ordinance if they are willing to take responsibility for reviewing reclamation plans and issuing and enforcing permits for mines in their community.

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 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 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.

homogeneous deposits that are commercially more attractive. Overall, the potential for sand and gravel production within the Town is considered to be relatively high. 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 4,159 acres, or 27 percent of the Town. Areas categorized as "peat and organic sediment" may contain economic deposits of peat, and account for 1,854 acres, or 12 percent of

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 comprehensive plan and offered an opportunity to submit comments.

Water Resources

Surface water resources, consisting of lakes and streams and their associated wetlands, floodplains, and shorelands, form important elements of the natural resource base of the Town. Their contribution to economic development, recreational activity, and scenic beauty is immeasurable. In 2000, there were 333 acres of surface water, 1,879 acres of floodplains, and 2,275 acres of wetlands in the Town.

Both surface water and groundwater are interrelated components of a single hydrologic system. The groundwater resources are hydraulically connected to the surface water resources inasmuch as the former provide the base flow of streams and contribute to inland lake levels. The Town relies on groundwater resources for domestic and industrial water.

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 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 Lakes¹¹ 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.

The Town of Wheatland is located entirely west of the subcontinental divide within the Fox River watershed within the Mississippi River drainage basin.

Lakes and Streams

Major streams are defined as those which maintain, at a minimum, a small continuous flow throughout the year except under unusual drought conditions. Intermittent streams are defined as watercourses which do not maintain a continuous flow throughout the year. As noted above, the Town of Wheatland lies entirely within the Fox River watershed. Major streams in the Town include the Fox River, Bassett Creek, Karcher Creek, New Munster Creek, Palmer Creek, and Peterson Creek.

¹¹*Includes the States of Illinois, Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin.*

Of the streams within the Town for which data were available in 1982¹², all were reported to be of fair quality, based upon calculated biotic indices^{13,14} and/or the best professional judgment of DNR staff conducting the assessments. It is likely that the water quality conditions of the perennial streams have not significantly changed since 1982.

Major lakes are defined as those lakes which have a surface area of 50 or more acres. Dyer Lake, with a surface area of 63 acres, and Lilly Lake, with a surface area of 84 acres, are major lakes located in the Town of Wheatland. Powers Lake is located just south of the Wheatland town line.

Trophic status is an indicator of overall water quality (measurements of potential and actual biological activity) as determined by SEWRPC based upon water chemistry data reported by DNR, and/or the U.S. Geological Survey. Lakes with high concentrations of nutrients and algae, generally accompanied by low transparencies, are eutrophic (“poor” water quality) or highly productive, because the algae grow and reproduce at a high rate. Lakes with low concentrations, most often accompanied by high transparencies, are oligotrophic (“good” water quality) or low in productivity. Lakes with intermediate concentrations, or between eutrophic and oligotrophic, are mesotrophic, or in the middle. Before humans, mesotrophic status is the likely historical natural state of these lakes. Meso-eutrophic lakes are those leaning towards or approaching a eutrophic state. Eutrophic status supports rough fish (ie carps and bullheads); mesotrophic status supports the largest range of game fish (ie bass and walleyes), and oligotrophic status supports few aquatic plants and productive fisheries, but are excellent for swimming and boating. As of 1993, Dyer Lake was classified as eutrophic and Lilly Lake was classified as meso-eutrophic, in the regional water quality management plan update.¹⁵ It is likely that the trophic status of the lakes have not changed since 1993.

A Lake Protection and Rehabilitation District has been formed under Chapter 33 of the *Wisconsin Statutes* for Lilly Lake, located in the southeastern portion of the Town. Lake districts are a special-purpose unit of government formed to maintain, protect, and improve the quality of a lake and its watershed. The Lilly Lake Protection and Rehabilitation District, in collaboration with the State and the Town of Wheatland, has implemented several lake and land management practices within the Lake and tributary drainage area. These measures have included water quality monitoring, weed control, boating and other lake use regulations, and increasing public awareness of certain lake problems such as the spread of invasive species. In 2008, the District contracted for a plant survey and weed management plan with a goal of stopping the spread of invasive species. A comprehensive lake management plan has not been completed for Lilly Lake.

A Lake Protection and Rehabilitation District has also been formed for Powers Lake, which is located just across the town line in the Town of Randall. A lake management plan for Powers Lake¹⁶ has been completed. Additional information regarding adopted lake management plans is provided in Chapter II.

¹²*Does not include data for Karcher Creek. Data analysis and recommendations relating to the proposed relocation of Karcher Creek for the STH 83 roadway improvement project was conducted from 2003 through 2007, as documented in a SEWRPC Staff Memorandum dated April 12, 2007. Based on findings in the plan, SEWRPC staff considered the water quality of Karcher Creek to be “Good.”*

¹³*Wisconsin Department of Natural Resources Technical Bulletin No. 132, Using a Biotic Index to Evaluate Water Quality in Streams, 1982.*

¹⁴*U.S. Department of Agriculture, Forest Service General Technical Report No. NC-149, Using The Index of Biotic Integrity (IBI) to Measure Environmental Quality in Warmwater Streams of Wisconsin, April 1992.*

¹⁵*SEWRPC Memorandum Report No. 93, A Regional Water Quality Management Plan for Southeastern Wisconsin: An Update and Status Report, March 1995.*

¹⁶*Documented in SEWRPC Community Assistance Planning Report No. 196, A Management Plan for Powers Lake, November 1991.*

Lakes and streams are readily susceptible to degradation through improper land use development and management. Water quality can be degraded by excessive pollutant loads, including nutrient loads, which enter from malfunctioning and improperly located onsite waste treatment systems, from sanitary sewer overflows, from construction and other urban runoff, and from careless agricultural practices. The water quality of lakes and streams may also be adversely affected by the excessive development of riparian areas and by the filling of peripheral wetlands, which remove valuable nutrient and sediment traps while adding nutrient and sediment sources. It is important that existing and future development in riparian areas be managed carefully to avoid further water quality degradation and to enhance the recreational and aesthetic values of surface water resources. The majority of the streams and lakes within the Town are fully or partially meeting recommended water use objectives in accordance with the Land and Water Resource Management Plan for Kenosha County. However, in 2006, the DNR identified portions of the Fox River as being impaired or threatened by impairment. The DNR has also developed state of the basin reports which can be found on their website at <http://www.dnr.state.wi.us/org/gmu/gmu.html>. These reports provide more information about the surface water resources and watersheds in Kenosha County.

Wetlands

Wetlands are generally defined as areas that have a predominance of hydric soils and that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of hydrophytic (water loving) vegetation.¹⁷ Wetlands generally occur in depressions and near the bottom of slopes, particularly along lakeshores and stream banks, and on large land areas that are poorly drained. Wetlands may, however, under certain conditions, occur on slopes and even on hilltops. Wetlands perform an important set of natural functions which include support of a wide variety of desirable, and sometimes unique, forms of plant and animal life; water quality protection; stabilization of lake levels and streamflows; reduction in stormwater runoff by providing areas for floodwater impoundment and storage; and protection of shorelines from erosion.

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 maps, and includes wetlands of ¼ 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 Natural Resources Conservation Service (NRCS) as “land that is partially altered but because of wetness, cannot be farmed every year.”¹⁸ 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 consult with the NRCS before making any drainage improvements.

¹⁷The definition of “wetlands” used by SEWRPC is the same as that of the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency (EPA). Under this definition, wetlands are areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and that under normal circumstance do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. This definition differs somewhat from the definition used by the DNR. Under the DNR definition, wetlands are areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which has soils indicative of wet conditions. As a practical matter, application of either the DNR definition or the EPA-Army Corps of Engineers-SEWRPC definition has been found to produce relatively consistent wetland identification and delineations in the majority of the situations in southeastern Wisconsin.

¹⁸Definition 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.

Wetlands identified by the 2005 Wisconsin Wetlands Inventory are shown on Map 10 in Chapter VI. There are 2,552 acres of wetlands in their natural state and 213 acres of farmed wetlands in the Town.

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.

Floodplains

The floodplains of a river are the wide, gently sloping areas usually lying on both sides of a river or stream channel. The occasional flow of a river onto its floodplain is a normal phenomenon and, in the absence of flood control works, can be expected to occur periodically. For planning and regulatory purposes, floodplains are defined as those areas subject to inundation by the 100-year recurrence interval flood event. This event has a 1 percent chance of being equaled or exceeded in any given year. Floodplains are generally not well suited for urban development because of the flood hazard, the presence of high water tables, and/or the presence of wet soils.

Floodplains in Kenosha County were identified as part of the Flood Insurance Study (FIS) and the accompanying Flood Insurance Rate Maps (FIRMS)¹⁹ 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 1996.²⁰ Flood elevations and floodplain limits were identified through detailed studies along the Des Plaines River, Fox River, Pike River, Root River, and selected tributaries as part of the FIS. The FIS depicts “approximate” floodplains along streams and lakes where no detailed engineering studies were conducted. Floodplains within the Town of Wheatland encompass 1,879 acres, or about 12 percent of the Town.

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 released in July 2007. Release of the final maps is pending. The County will be required to update their floodplain zoning maps and ordinance to reflect the new floodplain mapping and to be consistent with the State model floodplain ordinance.

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 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, 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.

¹⁹*Flood Insurance Studies and the accompanying Flood Insurance Rate Maps usually generate the following flood hazard information: Base Flood Elevations (100-year flood elevations) presented as water-surface elevations; water-surface elevations for the 10-year, 50-year, 100-year, and 500-year floods; boundaries of the regulatory 100-year floodway; and boundaries of the 100- and 500-year floodplains.*

²⁰*The 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.*

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 program²¹ 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 half of the County 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 County. The western region of Kenosha County has a large portion that ranges from zero to 25 feet to groundwater. 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 County.

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

²¹*Documented 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.*

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 SEWRPC²² 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 7) were not classified. Areas shown as “undetermined” are largely made up of wetlands or areas of existing development. 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 7, and the acreage within each category is listed on Table 20. About 13 percent of the Town is rated “very high” for recharge potential, and about 44 percent is rated “high” for recharge potential. Most of the high and very high recharge potential areas correspond with 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.

Forest Resources

Woodlands

With sound management, woodlands can serve a variety of beneficial functions. In addition to contributing to clean air and water and regulating surface water runoff, woodlands help maintain a diversity of plant and animal life. The destruction of woodlands, particularly on hillsides, can contribute to excessive stormwater runoff, siltation of lakes and streams, and loss of wildlife habitat. Woodlands are defined as upland areas of one acre or more in area, having 17 or more trees per acre, each deciduous tree measuring at least four inches in diameter 4.5 feet above the ground, and having canopy coverage of 50 percent or greater. Coniferous tree plantations and reforestation projects are also classified as woodlands. Woodlands encompassed 1,008 acres, or about 7 percent of the Town,²³ in 2000.

Wisconsin Managed Forest Land Program

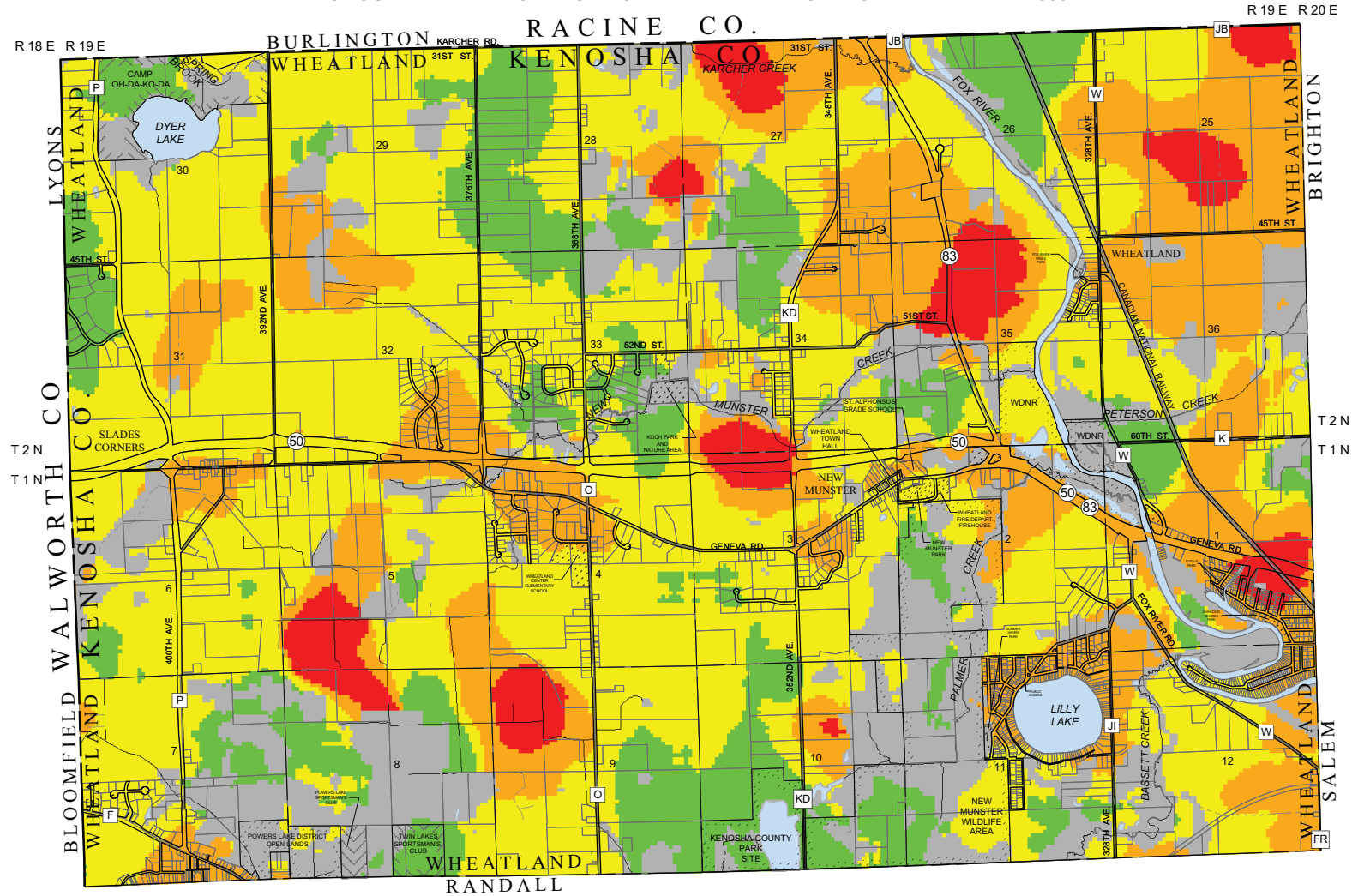
The Managed Forest Land (MFL) is an incentive program intended to encourage sustainable forestry on private woodlands in Wisconsin. The MFL offers private owners of woodlands a reduced property tax rate as an

²²*Documented in SEWRPC Technical Report No. 37, Groundwater Resources of Southeastern Wisconsin, June 2002.*

²³*This 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 as discussed in the following section.*

Map 7

GROUNDWATER RECHARGE POTENTIAL IN THE TOWN OF WHEATLAND: 2009



- VERY HIGH
- HIGH
- MODERATE
- LOW
- UNDETERMINED
- SURFACE WATER

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

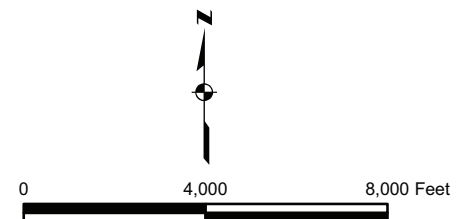


Table 20**CLASSIFICATION OF POTENTIAL WATER RECHARGE AREAS IN THE TOWN OF WHEATLAND: 2009**

| Water Recharge Classification | Area Within Each Classification | |
|---------------------------------|---------------------------------|----------------------|
| | Acres | Percent ^a |
| Very High | 1,945 | 12.6 |
| High..... | 6,823 | 44.3 |
| Moderate..... | 3,254 | 21.1 |
| Low | 660 | 4.3 |
| Undetermined ^b | 2,735 | 17.7 |
| Total | 15,417 | 100.0 |

^aPercent of Town within each classification.

^bAreas for which the recharge potential is undetermined are primarily wetlands or areas developed with urban uses.

Source: Wisconsin Geological and Natural History Survey and SEWRPC.

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, 93 acres of woodlands in the Town were enrolled in the program, but all of the woodlands were closed to the public.

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 four natural areas, encompassing about 604 acres, have been identified in the Town of Wheatland. One site, New Munster Shrub-Carr and Tamarack Relict, classified as NA-2 is located in the Town and encompasses about 384 acres. The remaining three sites are classified as NA-3 and encompass about 220 acres. These sites include Powers Lake Tamarack Relict, Dyer Lake Sedge Meadow, and Peterson Creek Sedge Meadow. These four natural areas are more fully described in Table 21 and are shown on Map 8. The regional natural areas plan²⁴ recommends the preservation of all natural areas owned or located in the Town through protective acquisition.

²⁴Documented in SEWRPC Planning Report No. 42, A Regional Natural Areas and Critical Species Habitat Protection and Management Plan for Southeastern Wisconsin, September 1997.

Table 21

NATURAL AREAS IN THE TOWN OF WHEATLAND: 2006^a

| No. on Map 8 | Area Name | Classification Code ^b | Location | Ownership | Size (acres) | Description and Comments |
|--------------|--|----------------------------------|---|---|-----------------|---|
| 1 | New Munster Shrub-Carr and Tamarack Relict | NA-2 (SNA, RSH) | T1N, R19E, Sections 2, 3, 10, 11; Town of Wheatland | Department of Natural Resources and private | 384 | Wetland complex of shrub-carr, sedge meadow, relict tamaracks, and stream, with an upland dry-mesic wooded island. Site is recovering from past disturbance. Some northern relicts, such as winterberry, yellow birch, and starflower are present. Many species of nesting birds use the area |
| 2 | Powers Lake Tamarack Relict | NA-3 | T1N, R19E, Sections 8 and 9; Town of Wheatland | Twin Lakes Sportsmen's Club and other private | 152 | A large but disturbed wetland complex of marsh, sedge meadow, shrub-carr, and relict tamaracks. Agricultural use on the periphery has adversely affected the area |
| 3 | Dyer Lake Sedge Meadow | NA-3 | T2N, R19E, Section 30; Town of Wheatland | Kenosha Boy Scouts and other private | 40 | Good-quality wetland complex on west side of Dyer Lake. Consists of sedge meadow, shrub-carr, and deep and shallow marsh. The site is somewhat alkaline. Good native species diversity |
| 4 | Peterson Creek Sedge Meadow | NA-3 | T2N, R19E, Section 36; Town of Wheatland T2N, R20E, Section 31; Town of Brighton | Private | 28 ^c | This moderate- to good-quality wetland complex bordering Peterson Creek consists of sedge meadow and cattail marsh. The highest-quality area lies southeast of the creek, where calciphilic species are present |
| - - | Total – 4 sites | - - | - - | - - | 604 | - - |

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

^bNA-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 69 acres, with 28 acres located in the Town and the remaining 41 acres located in the Town of Brighton.

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.

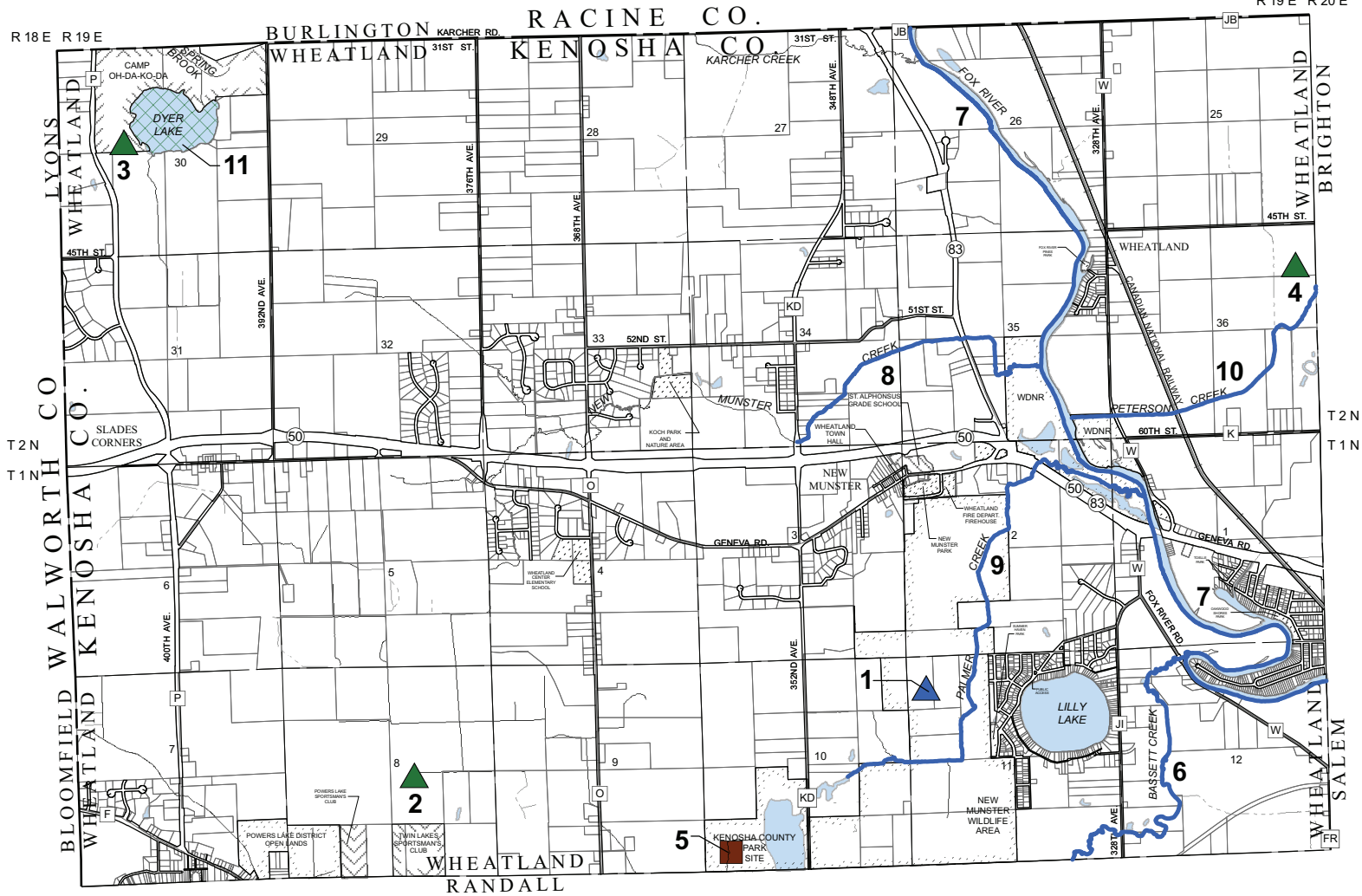
The natural areas plan recommends that the DNR acquire those portions of the New Munster Shrub-Carr and Tamarack Relict natural area which are not currently owned by the DNR and that a nonprofit conservation organization acquire those portions of the Dyer Lake Sedge Meadow natural area not owned by the Kenosha Boy Scouts. The plan also recommends that the Powers Lake Management District acquire the Powers Lake Tamarack Relict natural area and that a nonprofit conservation organization acquire the Peterson Creek Sedge Meadow natural area.

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. One site, an unnamed wetland, located partially within the Town of Wheatland, has been identified as a critical species habitat site supporting an endangered bird species (Forster’s tern) and a threatened bird species (Great egret), and is described in Table 22 and shown on Map 8. The site includes 11 acres in the Town and is owned by Kenosha County as part of a County park site. There are also six aquatic sites supporting threatened or rare fish, herptile, or mussel species in the Town, which contain about 13.9 stream-miles among various rivers and streams and the 64-acre Dyer Lake. Critical species aquatic sites in the Town include the Fox River, Basset Creek, New Munster Creek, Palmer Creek, and Peterson Creek. Aquatic habitat sites are more fully described in Table 22 and are shown on Map 8. Aquatic critical species habitat sites are protected under DNR regulations and County shoreland regulations.

Map 8

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



Source: Wisconsin Department of Natural Resources and SEWRPC.

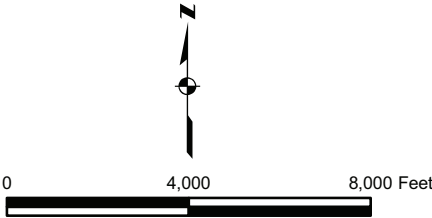


Table 22

**CRITICAL SPECIES HABITAT SITES LOCATED OUTSIDE NATURAL AREAS
AND AQUATIC HABITAT AREAS IN THE TOWN OF WHEATLAND: 2006^a**

| Critical Species Habitat Sites | | | | | |
|--------------------------------|--|---|-------------------|----------------|--|
| Number on Map 8 | Site Name and Classification Code ^b | Location | Site Area (acres) | Ownership | Species of Concern ^c |
| 5 | Unnamed Wetland (CSH-B) | T1N, R19E, Sections 10 and 15; Towns of Randall and Wheatland | 11 ^d | Kenosha County | Forster's tern (E) and Great egret (T) |

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

^bCSH-B identifies a critical bird species habitat site.

^c"T" refers to species designated as threatened, "E" refers to species designated as endangered.

^dThe site totals 35 acres, with 11 acres located in the Town and the remaining 24 acres located in the Town of Randall.

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.

| Aquatic Habitat Sites | | | | |
|-----------------------|---|------------------------|-------------------|---|
| Number on Map 8 | River, Stream, or Lake | Size ^b | Rank ^c | Description ^d and Comments |
| 6 | Bassett Creek | 2.1 miles ^e | AQ-3 (RSH) | Records of critical fish species; good water quality |
| 7 | Fox River downstream from CTH JB to Wisconsin-Illinois state line | 5.5 miles ^e | AQ-3 (RSH) | Good mussel species assemblage and population of the river redhorse, a threatened fish species |
| 8 | New Munster Creek downstream from CTH KD | 1.7 miles | AQ-3 | Good water quality |
| 9 | Palmer Creek | 3.1 miles | AQ-3 | Class III trout stream |
| 10 | Peterson Creek | 1.5 miles ^e | AQ-3 (RSH) | Critical fish species present |
| - - | Subtotal (5 river and stream reaches) | 13.9 miles | - - | - - |
| 11 | Dyer Lake | 64 acres | AQ-2 (RSH) | A shallow drainage lake with critical fish species present; adjacent wetlands are good habitat for waterfowl and other wildlife |

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

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

^cAQ-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.

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

^eStream is located partially within the Town of Wheatland. Number refers to 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 borer²⁵ (a type of beetle) poses a threat to ash tree populations in the State. Figures 3 and 4 list the invasive plant and animal species found in the State.²⁶

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

One of the most important tasks completed under the regional planning program for Southeastern Wisconsin has been the identification and delineation of those areas in which concentrations of the best remaining elements of the natural resource base occur. It has been recognized that preservation of these areas is essential to both the maintenance of the overall environmental quality of the Region and to the continued provision of the amenities required to maintain a high quality of life for residents.

Seven elements of the natural resource base are considered essential to the maintenance of the ecological balance and the overall quality of life in the Region, and served as the basis for identifying the environmental corridor network. These seven elements are: 1) lakes, rivers, and streams and associated shorelands and floodplains; 2) wetlands; 3) woodlands; 4) prairies; 5) wildlife habitat areas; 6) wet, poorly-drained, and organic soils; and 7) rugged terrain and high relief topography. In addition, there are certain other features which, although not a part of the natural resource base, are closely related to the natural resource base and were used to identify areas with recreational, aesthetic, ecological, and natural value. These features include existing park and open space sites, potential park and open space sites, historic sites, scenic areas and vistas, and natural areas.

The mapping of these 12 natural resource and resource-related elements results in a concentration of such elements in an essentially linear pattern of relatively narrow, elongated areas that have been termed "environmental corridors" by SEWRPC. Primary environmental corridors include a wide variety of the most important natural resources and are at least 400 acres in size, two miles long, and 200 feet wide. Secondary environmental corridors serve to link primary environmental corridors, or encompass areas containing concentrations of natural resources between 100 and 400 acres in size. Where secondary environmental corridors serve to link primary corridors, no minimum area or length criteria apply. Secondary environmental corridors that do not connect primary corridors must be at least 100 acres in size and one mile long. An isolated concentration of natural resource features at least five acres in size and 200 feet wide, but not large enough to meet the size or length criteria for primary or secondary environmental corridors, is referred to as an isolated natural resource area.

²⁵The emerald ash borer was found in Kenosha County in 2009.

²⁶Several of the plants and animals listed in Figures 3 and 4 may not be found in Kenosha County due to the statewide scope of the DNR invasive species listing.

Figure 3

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
- European Barberry
- European Frog-Bit
- European Highbush Cranberry
- European Marsh Thistle
- European Mountain-Ash
- 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
- Poison Hemlock
- Poison Ivy
- Porcelain Berry
- Plumeless Thistle
- Prickly Ash
- Purple Loosestrife
- Quackgrass
- Quaking Aspen
- Queen Anne's-Lace
- Queen-of-the-Meadow
- Red Clover
- Red Osier Dogwood
- Reed Canary Grass
- Round-Leaved Bittersweet
- Russian Knapweed
- Russian Olive
- Scotch Pine
- Siberian Elm
- Siberian Pea Shrub
- Silky Bush-Clover
- Smooth Brome
- Smooth Sumac
- Spotted Knapweed
- Spreading Hedge Parsley
- St. John's-Wort
- Star-of-Bethlehem
- Staghorn Sumac
- Tall Fescue
- Tall Goldenrod
- Tartarian Honeysuckle
- Tree-of-Heaven
- Viola
- Virginia Waterleaf
- Watercress
- Water Chestnut
- Wayfaring Tree
- White Clover
- White Sweet-Clover
- White Mulberry
- White Snakeroot
- Wild Parsnip
- White Poplar
- Willows
- Wineberry
- Wintercreeper
- Wood Nettle
- Yellow Sweet-Clover
- Yellow Hawkweed
- Yellow Water Flag

Source: Wisconsin Department of Natural Resources and SEWRPC.

Figure 4

INVASIVE ANIMAL SPECIES IN WISCONSIN: 2007

- | | | |
|---------------------------|---------------------------|-------------------|
| • Asian Lady Beetle | • Forest Tent Caterpillar | • Round Goby |
| • Asian Longhorned Beetle | • Giant Snakehead | • Ruffe |
| • Beech Bark Disease | • Gypsy Moth | • Rusty Crayfish |
| • Bighead Carp | • Hemlock Woolly Adelgid | • Sea Lamprey |
| • Common Carp | • Mute Swan | • Silver Carp |
| • Emerald Ash Borer | • Oak Wilt | • Spiny Waterflea |
| • Feral Pig | • Quagga Mussels | • White Perch |
| • Fishhook Waterflea | • Rainbow Smelt | • Zebra Mussel |

Source: Wisconsin Department of Natural Resources and SEWRPC.

The preservation of environmental corridors and isolated natural resource areas in essentially natural, open uses can help reduce flood flows, reduce noise pollution, and maintain air and water quality. Corridor preservation is important to the movement of wildlife and for the movement and dispersal of seeds for a variety of plant species. In addition, because of the many interacting relationships between living organisms and their environment, the destruction and deterioration of any one element of the natural resource base may lead to a chain reaction of deterioration and destruction. For example, the destruction of woodland cover may result in soil erosion and stream siltation, more rapid stormwater runoff and attendant increased flood flows and stages, as well as destruction of wildlife habitat. Although the effects of any single environmental change may not be overwhelming, the combined effects will eventually create serious environmental and developmental problems. These problems include flooding, water pollution, deterioration and destruction of wildlife habitat, reduction in groundwater recharge, as well as a decline in the scenic beauty of the County. The importance of maintaining the integrity of the remaining environmental corridors and isolated natural resource areas thus becomes apparent.

Primary and secondary environmental corridors and isolated natural resource areas are shown on Map 11 in Chapter VI. Primary environmental corridors in the Town of Wheatland are located primarily along the Fox River, Bassett Creek, New Munster Creek, Palmer Creek, Peterson Creek, and Dyer Lake; and within an extensive area of wetlands in the southwest portion of the Town. In 2000, 3,451 acres, comprising about 22 percent of the Town, were located within primary environmental corridors. Secondary environmental corridors, located along reaches of New Munster Creek and smaller streams; and within an extensive area of wetlands in the western portion of the Town, encompassed 760 acres, or about 5 percent of the Town. Isolated natural resource areas within the Town, generally consisting of smaller wooded areas and smaller wetlands, accounted for 210 acres, or about 1 percent of the Town.

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 Wheatland. The inventory identified all park and open space sites owned by a public agency, including Federal, State, County, local units of government, and school and lake 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.

Information on park and open space sites in the Town of Wheatland in 2009 is provided in Table 23 and Map 9. There were 14 publicly-owned park and open space sites in the Town, encompassing 1,100 acres, and five privately owned park and open space sites in the Town, encompassing 215 acres, in 2009.

County and State-Owned Park and Open Space Sites

Kenosha County

A County park and open space plan²⁷ 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. To date, 234 acres have been acquired by the County for the park, which is proposed to eventually include about 550 acres. About 115 acres of the park are located in Wheatland, and the remaining 119 acres are in the Town of Randall. The site was formerly used as a gravel pit, and is currently undeveloped. The site encompasses woodlands and wetlands, and a 40-acre spring-fed lake. Proposed facility development includes a swimming beach, beach house, picnicking facilities, a non-motorized boat launch, and hiking trails.

Kenosha County has also acquired 30 acres, comprised of multiple small parcels, in the eastern portion of the Town as part of the Fox River Flood Mitigation project. In 2006, these two County-owned sites encompassed a total of 145 acres of park and open space in the Town.

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 of Salem.

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. Public access has been provided at Lilly Lake.

Map 3 in Chapter II shows the outdoor recreation element of the County park and open space plan.

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. The DNR owns two sites in the Town of Wheatland, a 174-acre site located along the Fox River in the eastern portion of the Town; and a 655-acre portion of the 1,054-acre New Munster Wildlife Area located in the southeastern portion of the Town. The remaining 399 acres of the site are located in the Town of Randall. In 2006, these two State-owned sites encompassed a total of 829 acres of park and open space in the Town.

The New Munster Wildlife Area open space site lies within a larger project boundary established by the DNR for the wildlife area. About 882 acres of the total 1,435 New Munster Wildlife Area project boundary lie within the Town of Wheatland. The remaining 553 acres lie within the Town of Randall. Lands within the project boundary have been identified by the Wisconsin Natural Resources Board as appropriate additions to the wildlife area 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. The project boundaries within the Town are shown on Map 9.

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 nonprofit 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 Wheatland. The following paragraph describes conservation easements held by conservation organizations.

²⁷Documented 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.

Table 23**PUBLIC AND PRIVATE PARK, RECREATION, AND OPEN SPACE SITES IN THE TOWN OF WHEATLAND: 2009**

| Number on Map 9 | Public Sites | Size ^a (acres) |
|-----------------|--|---------------------------|
| | Town of Wheatland Sites | |
| 1 | Fox River Flood Mitigation Open Space Lands ^b | 2 |
| 2 | Fox River Pines Park | 1 |
| 3 | Koch Park and Nature Area | 19 |
| 4 | New Munster Park | 13 |
| 5 | Oakwood Shores Park | 3 |
| 6 | Summer Haven Park | 3 |
| 7 | Toelle Park | 1 |
| 8 | Town-Owned Land (Lilly Lake Public Access) | 1 |
| -- | Subtotal – Eight Sites | 43 |
| | Lake District Site | |
| 9 | District of Powers Lake Open Space Site ^c | 74 |
| | School District Site | |
| 10 | Wheatland Center Elementary School | 9 |
| | Kenosha County Sites | |
| 11 | Kenosha County Park Site (Undeveloped) | 115 ^d |
| 12 | Fox River Flood Mitigation Open Space Lands | 30 ^e |
| -- | Subtotal – Two Sites | 145 |
| | Wisconsin DNR Sites | |
| 13 | DNR Mitigation Site ^f | 174 |
| 14 | New Munster Wildlife Area | 655 ^g |
| -- | Subtotal – Two Sites | 829 |
| -- | Subtotal – Public Sites (14) | 1,100 |
| | Private Sites | Size (acres) |
| 15 | Boy Scouts of America Camp OH-DA-KO-DA | 150 ^h |
| 16 | Pit Stop Tavern | 1 |
| 17 | Powers Lake Sportsman's Club | 20 ⁱ |
| 18 | St. Alphonsus Grade School | 4 |
| 19 | Twin Lakes Sportsman's Club | 40 |
| -- | Subtotal – Five Sites | 215 |
| | Total – 19 Sites | 1,315 |

^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.

^bConsists of five separate parcels.

^cIncludes two separate, but adjacent parcels.

^dA 120-acre portion of the site is located in the Town of Randall. The site totals 235 acres.

^eThe site totals 83 acres consisting of multiple properties. The remaining 50 acres are located in the Town of Salem and the Village of Silver Lake.

^fConsists of three separate parcels.

^gA 399-acre portion of the site is located in the Town of Randall. The site totals 1,054 acres.

^hA 19-acre portion of the site is located in the Town of Burlington, Racine County. The site totals 169 acres.

ⁱA 16-acre portion of the site is located in the Town of Randall. The site totals 36 acres

Source: SEWRPC Park and Open Space Site Inventory.

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 was a conservation easement on one site in the Town of Wheatland; a 22-acre portion of a DNR-held conservation easement in Section 30. The remaining 109 acres of the easement site are located in the Town of Lyons in Walworth County.

Local Government and Wheatland***School District Park and Open Space Sites***

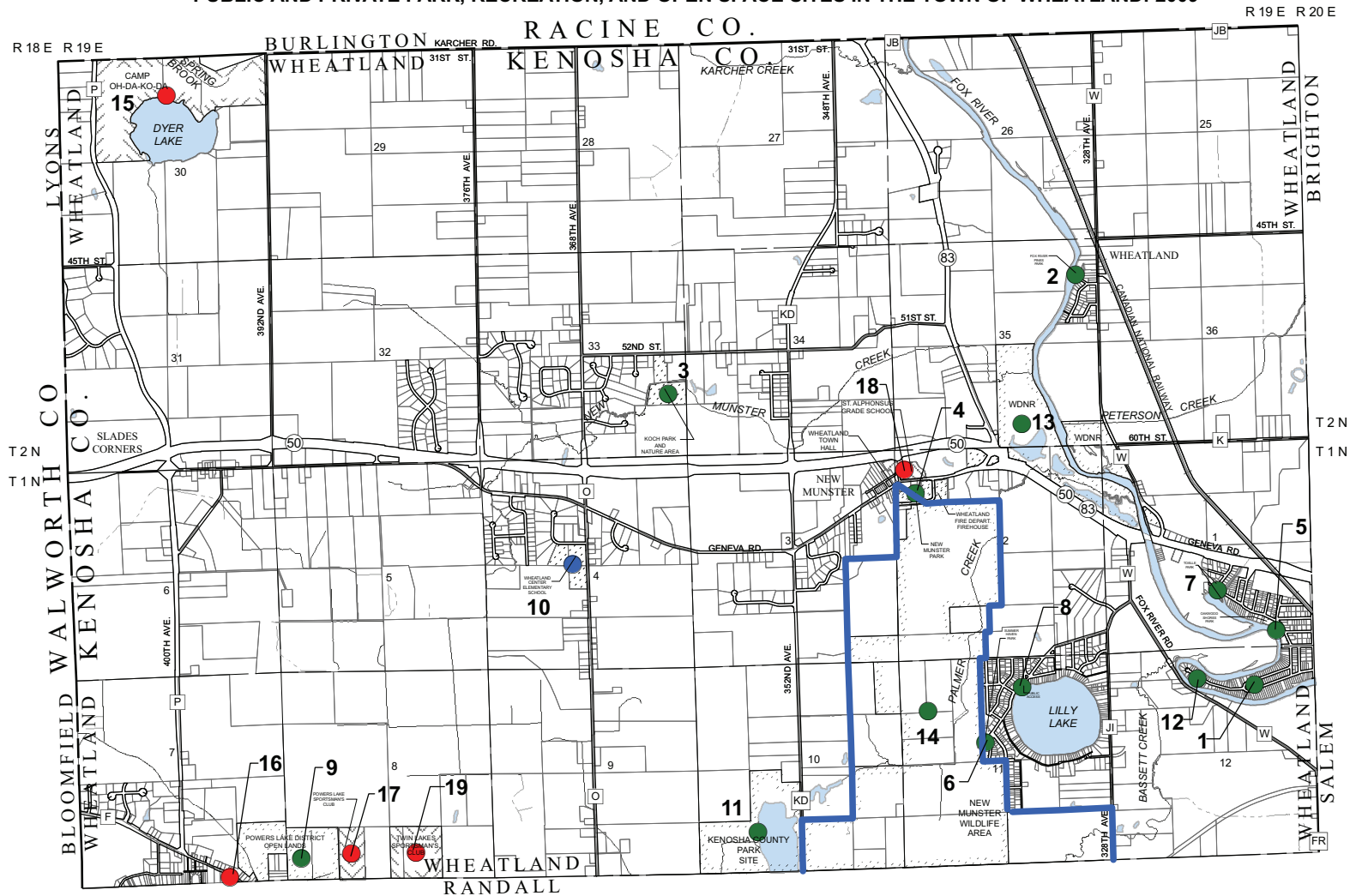
The Town of Wheatland owns eight sites providing 43 acres of park and open space, including the 19-acre Koch Park and Nature Area and the 13-acre New Munster Park. The Powers Lake Management District owns a 74-acre open space site located in the southwestern portion of the Town. Wheatland Center Elementary School is also located in the Town and provides nine acres of recreational land.

Commercial and Organizational Park and Open Space Sites

There are five private park and open space sites located in the Town, also set forth in Table 23. Together, these five sites provide a total of 215 acres of park and open space, the majority of which is accounted for by the 150-acre portion of the Boy Scouts of America Camp OH-DA-KO-DA located in the Town.

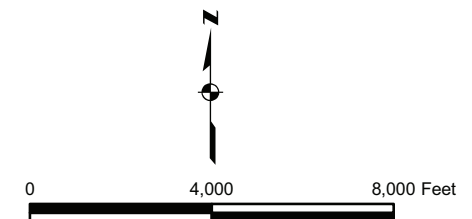
Map 9

PUBLIC AND PRIVATE PARK, RECREATION, AND OPEN SPACE SITES IN THE TOWN OF WHEATLAND: 2009



- PUBLICLY-OWNED SITE
- PUBLIC SCHOOL SITE
- PRIVATELY-OWNED SITE
- 20 REFERENCE NUMBER (SEE TABLE 23)
- NEW MUNSTER WILDLIFE AREA PROJECT BOUNDARY

Source: Town of Wheatland and SEWRPC.



PART 3: 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

In 2006, there was one historic site, Wehmhoff Mound located in Section 26 in the northeastern portion of the Town, located in the Town of Wheatland that was listed on the National Register of Historic 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.

The 25 historic places and districts in Kenosha County listed on the National and/or State registers of historic places are only a small fraction of the buildings, structures, and districts listed in the Wisconsin Architecture and History Inventory. The Wisconsin Architecture and History Inventory is a database administered by the State Historical Society of Wisconsin of sites that have architectural or historical characteristics that may make them eligible for listing on the National and State registers of historic places. The inventory can be accessed through the State of Wisconsin Historical Society website at www.wisconsinhistory.org/ahi.

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 Wheatland.

County and local governments may designate landmarks once a landmarks commission or historic preservation commission has been established by ordinance and certified by the State Historical Society. Landmark commissions and historic preservation commissions are typically seven to nine member boards that review applications for local landmark status and may also review proposed alterations to historic properties or properties located in historic districts. Landmark and historic preservation commissions may also designate local historic districts; however, designation of districts typically requires approval from the local governing body. Properties identified as local landmarks must be protected in accordance with the requirements of the historic preservation ordinance. Generally, such ordinances require review by the local landmarks or historic preservation commission before a historic property can be altered or demolished.

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.

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 unincorporated hamlet of Trevor, 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 Civic Center.

PART 4: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- Preserve the rural character of the Town of Wheatland.
- Identify and encourage desirable and sustainable agri-business and job development.
- Preserve and enhance natural resources and park and open space sites.
- Preserve and enhance the historic and cultural resources and character of the Town.

Objectives:

- Encourage continued agricultural activity in the Town.
- Encourage safe agricultural practices to minimize impact on natural resources.
- Encourage the preservation of rural (agrarian) character and vistas.
- Capitalize on agri-tourism amenities.
- Encourage the preservation of natural features, wildlife habitat, and open space as part of future development proposals in the Town.
- Develop methods for the protection, sound use, and enhancement of the natural resource base, including wetlands, wildlife habitats, lakes, woodlands, open spaces, groundwater resources, and floodplains.
- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Encourage preservation of historic and cultural structures and archaeological sites.
- Encourage development and redevelopment that is sensitive to the preservation of significant natural, historic, and cultural features, and is compatible with such uses.
- Encourage an attractive and healthful physical and social environment with opportunities for high-quality education, cultural activities, and outdoor recreation.

Policies:

- Protect farmland identified for agricultural use on the Town land use plan map (Map 14 in Chapter VI).
- Encourage wise soil management practices to protect farmland for continued agricultural use.
- Encourage the use of Best Management Practices (BMPs) by farmers.
- Implement strategies regarding the preservation and protection of farmland and other working lands recommended in the County Land and Water Resource Management Plan.
- Use the guidelines set forth in Table 24 to discourage incompatible land uses in primary and secondary environmental corridors and isolated natural resource areas (shown on Map 11 in Chapter VI).
- Wetland and floodplain areas should not be altered in any way, including, but not limited to, filling or draining, unless such alteration would result in the enhancement of the natural resource being disturbed.
- Encourage the protection of high-quality agricultural lands and natural resource areas through public and nonprofit conservation organization (NCO) fee simple purchase and purchase of conservation easements.
- Encourage recreational use of surface water resources located in the Town by residents and tourists.
- Support the development of land use patterns that protect groundwater recharge capabilities in the Town.
- Encourage eligible Town residents to utilize the DNR's Managed Forest Land program.
- Support implementation of the Kenosha County Park and Open Space Plan.
- Nonmetallic mining sites will comply with existing ordinances and carry out reclamation plans.
- Support the efforts of cultural organizations to organize and promote cultural venues and events in the Town and County.

Programs:

- Identify areas most suitable for long term agricultural use and direct future growth away from such areas where possible.
- Support the Wisconsin Farmland Preservation Program, which provides income tax credits to eligible farmland owners.
- 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 County Farmland Preservation Plan.
- Encourage the implementation of the Purchase of Agricultural Conservation Easements (PACE) program, which provides State funding for the purchase of such easements from willing landowners in order to preserve agricultural capacity and conserve unique agricultural resources.
- Continue to support the Kenosha County Planning and Development Department in its efforts to protect land and water resources, including farmland, and to implement recommendations set forth in the County Land and Water Resource Management Plan.
- Work with Kenosha County to explore adoption of a Livestock Facility Siting Ordinance under Section 93.90 of the *Wisconsin Statutes*.

- Work with Kenosha County to protect lowland portions of environmental corridors and other lowland areas, including wetlands and stream corridors, through enforcement of C-1 district regulations set forth in the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance.
- Work with Kenosha County to protect upland portions of environmental corridors and other upland areas, including woodlands, through enforcement of C-2 district regulations set forth in the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance.
- Work with the Kenosha/Racine Land Trust and other NCOs to protect primary environmental corridors, natural areas, and critical species habitat sites through fee simple acquisitions and conservation easements.
- Work to protect environmental corridors and natural areas through the County plat review process.
- Continue to work with Kenosha County to administer floodplain and shoreland regulations included in the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance.
- Continue to work with Kenosha County to implement County ordinance requirements related to land suitability to avoid inappropriate development on severe structural or severe wet soils.
- Continue to work with Kenosha County to implement the recommendations set forth in the Kenosha County Hazard Mitigation Plan as funding becomes available, including acquisition of properties in floodplain areas.
- Continuation of agricultural uses, preservation of natural resources, or residential development at an average density of at least five acres per home are preferred in areas identified as having very high or high groundwater recharge potential, in order to preserve groundwater recharge capabilities. If urban-density development is allowed, land development and stormwater management practices such as the use of permeable pavement, set-aside open space, landscaping with drought-tolerant plants (i.e. native plants) and landscape mulch versus turf/grass, rain gardens, and bioswales should be integrated into the site design and development to help preserve groundwater recharge capability. The use of conservation subdivision design that results in less street and driveway pavement and provides more open space than a conventional subdivision design is also encouraged.
- Work with Kenosha County and aggregate producers to identify suitable areas with commercially viable sources of sand and gravel.
- Consider preparing and adopting a Town park and open space plan to identify future Town park sites and facilities.
- Continue to maintain Town parks.
- Cooperate with the State Historical Society of Wisconsin and the Western Kenosha County Historical Society as those agencies conduct historical surveys to identify historically significant structures and districts in the Town and methods to protect them.

SUMMARY

This chapter provides inventory information on existing agricultural, natural, and cultural resources in the Town of Wheatland. Information regarding soil types, existing farmland, farming operations, nonmetallic mining resources, topography and geology, water resources, forest resources, natural areas and critical species habitat sites, environmental corridors, park and open space sites, historical resources, and archaeological resources is included in this chapter. The planning recommendations set forth in Part 4 of this chapter are directly related to the inventory information. Inventory findings include:

- There are five soil associations in the Town of Wheatland: the Casco-Rodman association, Fox-Casco association, Hebron-Montgomery-Aztalan association, Houghton-Palms association, and the Miami association.

Table 24

GUIDELINES FOR DEVELOPMENT CONSIDERED COMPATIBLE WITH ENVIRONMENTAL CORRIDORS AND ISOLATED NATURAL RESOURCE AREAS

| Component Natural Resource and Related Features within Environmental Corridors ^a | Permitted Development | | | | | | | | | | | | | | | | |
|---|---|--------------------------------------|---|--|--|--------------|-----------------------------|------------------|-------------|----------------|-----------------|------------|---------------------|---------|----------------|---|---|
| | Transportation and Utility Facilities (see General Development Guidelines below) | | | | Recreational Facilities (see General Development Guidelines below) | | | | | | | | | | | Rural Density Residential Development (see General Development Guidelines below) | Other Development (See General Development Guidelines below) |
| | Streets and Highways | Utility Lines and Related Facilities | Engineered Stormwater Management Facilities | Engineered Flood Control Facilities ^b | Trails ^c | Picnic Areas | Family Camping ^d | Swimming Beaches | Boat Access | Ski Hills | Golf | Playfields | Hard-Surface Courts | Parking | Buildings | | |
| Lakes, Rivers, and Streams | -- ^e | -- ^{f,g} | -- | -- ^h | -- ⁱ | -- | -- | X | X | -- | -- | -- | -- | -- | -- | -- | -- |
| Shorelandj | X | X | X | X | X | X | -- | X | X | -- | X | -- | -- | X | X | -- | -- |
| Floodplain ^k | -- ^j | X | X | X | X | X | -- | X | X | -- | X | X | -- | X | X | -- | -- |
| Wetland ^m | -- ^j | X | -- | -- | X ⁿ | -- | -- | -- | X | -- | -- ^o | -- | -- | -- | -- | -- | -- |
| Wet Soils | X | X | X | X | X | -- | -- | X | X | -- | X | -- | -- | X | -- | -- | -- |
| Woodland | X | X | X ^p | -- | X | X | X | -- | X | X | X | X | X | X | X ^q | X | X |
| Wildlife Habitat | X | X | X | -- | X | X | X | -- | X | X | X | X | X | X | X | X | X |
| Steep Slope | X | X | -- | -- | -- ^f | -- | -- | -- | -- | X ^s | X | -- | -- | -- | -- | -- | -- |
| Prairie | -- | -- ^g | -- | -- | -- ^f | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- |
| Park | X | X | X | X | X | X | X | X | X | X | X | X | X | X | X | -- | -- |
| Historic Site | -- | -- ^g | -- | -- | -- ^f | -- | -- | -- | -- | -- | -- | -- | -- | X | -- | -- | -- |
| Scenic Viewpoint | X | X | -- | -- | X | X | X | -- | X | X | X | -- | -- | X | X | X | X |
| Natural Area or Critical Species Habitat Site | -- | -- | -- | -- | -- ^q | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- | -- |

NOTE: An "X" indicates that facility development is permitted within the specified natural resource feature. In those portions of the environmental corridors having more than one of the listed natural resource features, the natural resource feature with the most restrictive development limitation should take precedence.

APPLICABILITY

These guidelines indicate the types of development that can be accommodated within primary and secondary environmental corridors and isolated natural resource areas while maintaining the basic integrity of those areas. Throughout this table, the term "environmental corridors" refers to primary and secondary environmental corridors and isolated natural resource areas.

Under the regional plan:

- As regionally significant resource areas, primary environmental corridors should be preserved in essentially natural, open use—in accordance with the guidelines in this table.
- Secondary environmental corridors and isolated natural resource areas warrant consideration for preservation in essentially natural open use, as determined in county and local plans and in a manner consistent with State and Federal regulations. County and local units of government may choose to apply the guidelines in this table to secondary environmental corridors and isolated natural resource areas.

GENERAL DEVELOPMENT GUIDELINES

- Transportation and Utility Facilities:** All transportation and utility facilities proposed to be located within the important natural resources should be evaluated on a case-by-case basis to consider alternative locations for such facilities. If it is determined that such facilities should be located within natural resources, development activities should be sensitive to, and minimize disturbance of, these resources, and, to the extent possible following construction, such resources should be restored to preconstruction conditions.

The above table presents development guidelines for major transportation and utility facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- Recreational Facilities:** In general, no more than 20 percent of the total environmental corridor area should be developed for recreational facilities. Furthermore, no more than 20 percent of the environmental corridor area consisting of upland wildlife habitat and woodlands should be developed for recreational facilities. It is recognized, however, that in certain cases these percentages may be exceeded in efforts to accommodate needed public recreational and game and fish management facilities within appropriate natural settings. In all cases however, the proposed recreational development should not threaten the integrity of the remaining corridor lands nor destroy particularly significant resource elements in that corridor. Each such proposal should be reviewed on a site-by-site basis.

The above table presents development guidelines for major recreational facilities. These guidelines may be extended to other similar facilities not specifically listed in the table.

- Rural Density Residential Development:** Rural density residential development may be accommodated in upland environmental corridors, provided that buildings are kept off steep slopes. The maximum number of housing units accommodated at a proposed development site within the environmental corridor should be limited to the number determined by dividing the total corridor acreage within the site, less the acreage covered by surface water and wetlands, by five. The permitted housing units may be in single-family or multi-family structures. When rural residential development is accommodated, conservation subdivision designs are strongly encouraged.

Table 24 (continued)

- **Other Development:** In lieu of recreational or rural density residential development, up to 10 percent of the upland corridor area in a parcel may be disturbed in order to accommodate urban residential, commercial, or other urban development under the following conditions: 1) the area to be disturbed is compact rather than scattered in nature; 2) the disturbance area is located on the edge of a corridor or on marginal resources within a corridor; 3) the development does not threaten the integrity of the remaining corridor; 4) the development does not result in significant adverse water quality impacts; and 5) development of the remaining corridor lands is prohibited by a conservation easement or deed restriction. Each such proposal must be reviewed on a site-by-site basis.

Under this arrangement, while the developed area would no longer be part of the environmental corridor, the entirety of the remaining corridor would be permanently preserved from disturbance. From a resource protection point of view, preserving a minimum of 90 percent of the environmental corridor in this manner may be preferable to accommodating scattered homesites and attendant access roads at an overall density of one dwelling unit per five acres throughout the upland corridor areas.

- **Pre-Existing Lots:** Single-family development on existing lots of record should be permitted as provided for under county or local zoning at the time of adoption of the land use plan.
- All permitted development presumes that sound land and water management practices are utilized.

FOOTNOTES

^aThe natural resource and related features are defined as follows:

Lakes, Rivers, and Streams: Includes all lakes greater than five acres in area and all perennial and intermittent streams as shown on U.S. Geological Survey quadrangle maps.

Shoreland: Includes a band 50 feet in depth along both sides of intermittent streams; a band 75 feet in depth along both sides of perennial streams; a band 75 feet in depth around lakes; and a band 200 feet in depth along the Lake Michigan shoreline.

Floodplain: Includes areas, excluding stream channels and lake beds, subject to inundation by the 100-year recurrence interval flood event.

Wetlands: Includes areas that are inundated or saturated by surface water or groundwater at a frequency, and with a duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wet Soils: Includes areas covered by wet, poorly drained, and organic soils.

Woodlands: Includes areas one acre or more in size having 17 or more deciduous trees per acre with at least a 50 percent canopy cover as well as coniferous tree plantations and reforestation projects; excludes lowland woodlands, such as tamarack swamps, which are classified as wetlands.

Wildlife Habitat: Includes areas devoted to natural open uses of a size and with a vegetative cover capable of supporting a balanced diversity of wildlife.

Steep Slope: Includes areas with land slopes of 12 percent or greater.

Prairies: Includes open, generally treeless areas which are dominated by native grasses; also includes savannas.

Park: Includes public and nonpublic park and open space sites.

Historic Site: Includes sites listed on the National Register of Historic Places. Most historic sites located within environmental corridors are archaeological features such as American Indian settlements and effigy mounds and cultural features such as small, old cemeteries. On a limited basis, small historic buildings may also be encompassed within delineated corridors.

Scenic Viewpoint: Includes vantage points from which a diversity of natural features such as surface waters, wetlands, woodlands, and agricultural lands can be observed.

Natural Area and Critical Species Habitat Sites: Includes natural areas and critical species habitat sites as identified in the regional natural areas and critical species habitat protection and management plan.

^bIncludes such improvements as stream channel modifications and such facilities as dams.

^cIncludes trails for such activities as hiking, bicycling, cross-country skiing, nature study, and horseback riding, and excludes all motorized trail activities. It should be recognized that trails for motorized activities such as snowmobiling that are located outside the environmental corridors may of necessity have to cross environmental corridor lands. Proposals for such crossings should be evaluated on a case-by-case basis, and if it is determined that they are necessary, such trail crossings should be designed to ensure minimum disturbance of the natural resources.

^dIncludes areas intended to accommodate camping in tents, trailers, or recreational vehicles which remain at the site for short periods of time, typically ranging from an overnight stay to a two-week stay.

^eCertain transportation facilities such as bridges may be constructed over such resources.

^fUtility facilities such as sanitary sewers may be located in or under such resources.

^gElectric power transmission lines and similar lines may be suspended over such resources.

^hCertain flood control facilities such as dams and channel modifications may need to be provided in such resources to reduce or eliminate flood damage to existing development.

ⁱBridges for trail facilities may be constructed over such resources.

^jConsistent with Chapter NR 115 of the Wisconsin Administrative Code.

^kConsistent with Chapter NR 116 of the Wisconsin Administrative Code.

^lStreets and highways may cross such resources. Where this occurs, there should be no net loss of flood storage capacity or wetlands. Guidelines for mitigation of impacts on wetlands by Wisconsin Department of Transportation facility projects are set forth in Chapter Trans 400 of the Wisconsin Administrative Code.

^mAny development affecting wetlands must adhere to the water quality standards for wetlands established under Chapter NR 103 of the Wisconsin Administrative Code.

ⁿOnly an appropriately designed boardwalk/trail should be permitted.

^oWetlands may be incorporated as part of a golf course, provided there is no disturbance of the wetlands.

^pGenerally excludes detention, retention, and infiltration basins. Such facilities should be permitted only if no reasonable alternative is available.

^qOnly if no alternative is available.

^rOnly appropriately designed and located hiking and cross-country ski trails should be permitted.

^sOnly an appropriately designed, vegetated, and maintained ski hill should be permitted.

Source: SEWRPC 2035 Regional Land Use Plan.

About 6,173 acres, or approximately 40 percent of the Town of Wheatland, is covered by severe structural soils and about 4,731 acres, or approximately 25 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” and lands with Class III soils are considered “Farmlands of Statewide Significance.” The soils in Classes IV through VIII have progressively greater natural limitations. Almost 53 percent of the Town is covered by prime farmland soils and lands with Class III soils cover about 26 percent of the Town. 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.
- Lands used for agriculture were identified in the SEWRPC 2000 land use inventory and include all croplands, pasture lands, orchards, nurseries, and non-residential farm buildings. In 2000, agricultural lands occupied 9,398 acres, or about 61 percent of the Town’s area. Cultivated lands were the predominant type of agricultural use in the Town in 2000, accounting for about 83 percent of all agricultural land.
- Kenosha County farms produce a varied array of agricultural products including many varieties of crops and livestock. Grain crops were the predominant source of agricultural revenue in the County in 2002, accounting for 32 percent of the agricultural revenue.
- There were 466 farms in Kenosha County in 2002. The average farm size in the County was 190 acres in 2002, while the median farm size was 75 acres. This compares to 204 acres and 140 acres, respectively, for farms in the State.
- About 514 acres, or about 3 percent of the Town, have slopes of 20 percent or greater while about 1,036 acres, or about 7 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 7,274 acres, or 47 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 1,847 acres, or 12 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 relatively high.
- There were two active nonmetallic mining sites located in the Town in 2006. Both of these sites were used for sand and/or gravel extraction. 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 Wheatland is located entirely west of the subcontinental divide within the Fox River watershed 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 333 acres of surface water, approximately 1,879 acres of floodplains, and approximately 2,275 acres of wetlands in the Town. Both surface water and groundwater are interrelated components of a single hydrologic system.
 - Major streams in the Town include the Fox River, Bassett Creek, Karcher Creek, New Munster Creek, Palmer Creek, and Peterson Creek. There are two major lakes in the Town, Dyer Lake and Lilly 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 13 percent of the Town is rated as having “very high” recharge potential, and about 44 percent is rated as having “high” recharge potential.
 - There were 1,008 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 93 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 four natural areas, encompassing about 604 acres, located in the Town. The regional natural areas plan recommends that a nonprofit conservation organization acquire two of the natural areas and that the DNR and the Powers Lake Management District both acquire one natural area 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. One site, an unnamed wetland, located partially within the Town of Wheatland, has been identified as a critical species habitat site supporting an endangered bird species (Forster’s tern) and a threatened bird species (Great egret). Six aquatic sites, containing about 13.9 miles of rivers and streams and about 64 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, Bassett Creek, New Munster Creek, Palmer Creek, Peterson Creek, and Dyer Lake; and within an extensive area of wetlands in the southwest portion of the Town. In 2000, 3,451 acres, comprising about 22 percent of the Town, were located within primary environmental corridors. Secondary environmental corridors totaled 760 acres, or about 5 percent of the Town. Isolated natural resource areas within the Town totaled 210 acres, or about 1 percent of the Town.
 - A 115-acre portion of a currently undeveloped major County park is located in the southern portion of the Town of Wheatland. The remaining 119 acres of the 234-acre County park site are located in the Town of Randall. Kenosha County has also acquired 30 acres on multiple parcels in the eastern portion of the Town as part of the Fox River Flood Mitigation project.
- In 2006, there were two DNR owned park and open space sites encompassing 829 acres in the Town: a 174-acre site located along the Fox River in the eastern portion of the Town and a 655-acre portion of the

1,054-acre New Munster Wildlife Area located in the southeastern portion of the Town. The New Munster Wildlife Area open space site lies within a larger project boundary established by the DNR for the wildlife area. About 882 acres of the total 1,435 New Munster Wildlife Area project boundary lie within the Town of Wheatland.

- 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 Wheatland.
- As of 2006, there was a conservation easement on one site in the Town of Wheatland; a 22-acre portion of a DNR-held conservation easement in Section 30. The remaining 109 acres of the easement site are located in the Town of Lyons in Walworth County.
- In 2006, the Town owned eight park and open space sites totaling about 43 acres. There were 14 publicly-owned sites providing 1,100 acres of park and open space in the Town. In addition, five sites owned by private and commercial organizations provided an additional 215 acres of park and open space. Together, the 19 sites provided a total of 1,315 acres of park and open space in the Town.
- In 2006, there was one historic site, Wehmhoff Mound, located in the Town of Wheatland that was listed on the National Register of Historic Places.
- 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. One site located in the Town of Wheatland, the Wehmhoff Mound, is listed on the National Register of Historic Places.
- 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.
- Goals, objectives, policies, and programs intended to protect agricultural, natural, and cultural resources in the Town are presented in Part 4 of this Chapter.

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.

In addition, the 14 State of Wisconsin comprehensive planning goals, which are related to each of the nine comprehensive plan elements, set forth in Section 16.965 of the *Statutes* must be addressed as part of the Town comprehensive planning process.¹ The Land Use Element relates to each of the other comprehensive plan elements, and therefore relates to all 14 State comprehensive planning goals. Goals that are most directly related to the Land Use Element include:

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.

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

- 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.
- Balancing property rights with community interests and goals.

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 1,738 acres, or about 11 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 13,679 acres, or about 89 percent of the Town. Agriculture was the single largest land use, encompassing 9,398 acres, or about 61 percent of the Town in 2000.

The number of acres in various land use categories in the Town of Wheatland in 1980, 1990, and 2000 is shown on Table 25. Table 25 also includes the acreage and percentage changes in each land use category between 1980, 1990, and 2000. Between 1980 and 2000, the amount of land used for urban uses, including residential, commercial, industrial, and transportation uses, increased by about 565 acres, from 1,173 acres to 1,738 acres, or about 48 percent. The amount of land used for residential and street right-of-way purposes increased by 317 acres and 201 acres, respectively, during this time period.

The percentage of land classified as “nonurban” decreased by about 4 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 688 acres, or by about 7 percent. The number of acres in the “open lands” category, that is, lands that are vacant and apparently unused, increased by 262 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 decreased by about 5 percent between 1980 and 2000.

Urban land uses in the Town are generally located in and near the hamlets of New Munster and Slades Corners. Hamlets are unincorporated areas with compact development, predominantly residential, but also typically including limited commercial and/or institutional uses such as churches, schools, fire stations, and small businesses. Most hamlets in Kenosha County were first settled in the 1800’s or early 1900’s. Urban uses are also located around Lilly Lake and Powers Lake; around the area of Geneva Road, CTH O, and STH 50; along the Fox River south of STH 50; and in the hamlet of Wheatland.

Land Price

Equalized value trends by real estate class in the Town in 2003 and 2007 are set forth in Table 26. All real estate classes except forest land experienced an increase in equalized value. 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” in 2003 being included in the new “Ag Forest” class in 2007. Residential properties experienced the greatest increase in

Table 25

LAND USE TRENDS IN THE TOWN OF WHEATLAND: 1980-2000

| Land Use Category | Area (Acres) | | | Change in Area | | | | | |
|---|--------------|--------|-------------------|----------------|----------------|-----------|----------------|-----------|----------------|
| | 1980 | 1990 | 2000 ^a | 1980-1990 | | 1990-2000 | | 1980-2000 | |
| | | | | Acres | Percent Change | Acres | Percent Change | Acres | Percent Change |
| Urban | | | | | | | | | |
| Residential | | | | | | | | | |
| Single-Family | 588 | 661 | 907 | 73 | 12.4 | 246 | 37.2 | 319 | 54.3 |
| Two-Family..... | 1 | 1 | 3 | 0 | 0.0 | 2 | 200.0 | 2 | 200.0 |
| Multi-Family..... | 4 | 4 | 2 | 0 | 0.0 | -2 | -50.0 | -2 | -50.0 |
| Mobile Homes | 29 | 27 | 27 | -2 | -6.9 | 0 | 0.0 | -2 | -6.9 |
| Subtotal | 622 | 693 | 939 | 71 | 11.4 | 246 | 35.5 | 317 | 51.0 |
| Commercial | 20 | 22 | 32 | 2 | 10.0 | 10 | 45.5 | 12 | 60.0 |
| Industrial..... | 9 | 13 | 29 | 4 | 44.4 | 16 | 123.1 | 20 | 222.2 |
| Transportation, Communications, and Utilities | | | | | | | | | |
| Arterial Street Rights- of-Way | 194 | 211 | 291 | 17 | 8.8 | 80 | 37.9 | 97 | 50.0 |
| Nonarterial Street Rights-of-Way | 201 | 207 | 305 | 6 | 3.0 | 98 | 47.3 | 104 | 51.7 |
| Railroad Rights-of-Way | 39 | 39 | 37 | 0 | 0.0 | -2 | -5.1 | -2 | -5.1 |
| Communications, Utilities, and Other Transportation..... | 3 | 10 | 8 | 7 | 233.3 | -2 | -20.0 | 5 | 166.7 |
| Subtotal | 437 | 467 | 641 | 30 | 6.9 | 174 | 37.3 | 204 | 46.7 |
| Governmental and Institutional..... | 28 | 26 | 25 | -2 | -7.1 | -1 | -3.8 | -3 | -10.7 |
| Recreational..... | 57 | 69 | 72 | 12 | 21.1 | 3 | 4.3 | 15 | 26.3 |
| Urban Subtotal | 1,173 | 1,290 | 1,738 | 117 | 10.0 | 448 | 34.7 | 565 | 48.2 |
| Nonurban | | | | | | | | | |
| Natural Resource Areas | | | | | | | | | |
| Woodlands | 1,176 | 1,079 | 1,007 | -97 | -8.2 | -72 | -6.7 | -169 | -14.4 |
| Wetlands | 2,325 | 2,270 | 2,275 | -55 | -2.4 | 5 | 0.2 | -50 | -2.2 |
| Surface Water | 297 | 322 | 333 | 25 | 8.4 | 11 | 3.4 | 36 | 12.1 |
| Subtotal | 3,798 | 3,671 | 3,615 | -127 | -3.3 | -56 | -1.5 | -183 | -4.8 |
| Agricultural | 10,085 | 9,882 | 9,398 | -204 | -2.0 | -484 | -4.9 | -688 | -6.8 |
| Extractive Sites | 83 | 166 | 126 | 83 | 100.0 | -40 | -24.1 | 43 | 51.8 |
| Landfills..... | 0 | 0 | 0 | 0 | - | 0 | - | 0 | - |
| Open Lands..... | 278 | 408 | 540 | 130 | 46.8 | 132 | 32.4 | 262 | 94.2 |
| Nonurban Subtotal | 14,245 | 14,127 | 13,679 | -118 | -0.8 | -448 | -3.2 | -566 | -4.0 |
| Total | 15,417 | 15,417 | 15,417 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |

^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. 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.

equalized value, with an increase of over 57 percent; and the equalized value of commercial and other lands increased by 47 percent each. The Town experienced an overall increase in equalized value of 56 percent between 2003 and 2007, compared to a 46 percent increase in Kenosha County over the same period.

Table 26

EQUALIZED VALUE BY REAL ESTATE CLASS IN THE TOWN OF WHEATLAND: 2003 AND 2007

| Real Estate Class | Statement of Equalized Values 2003 | | | |
|------------------------------|------------------------------------|---------------------|----------------------|----------------------|
| | Acres | Land | Improvements | Total |
| Residential..... | 1,761 | \$51,407,500 | \$144,944,800 | \$196,352,300 |
| Commercial | 169 | 3,711,200 | 9,786,100 | 13,497,300 |
| Manufacturing..... | 0 | N/A | N/A | N/A |
| Agricultural..... | 7,677 | 1,581,000 | N/A | 1,581,000 |
| Undeveloped | 2,760 | 1,826,000 | N/A | 1,826,000 |
| Ag Forest ^a | N/A | N/A | N/A | N/A |
| Forest ^a | 760 | 1,917,000 | N/A | 1,917,000 |
| Other..... | 129 | 1,737,500 | 4,718,600 | 6,456,100 |
| Total | 13,256 | \$62,180,200 | \$159,449,500 | \$221,629,700 |

| Real Estate Class | Statement of Equalized Values 2007 | | | | Change in Equalized Value 2003 and 2007 | |
|------------------------------|------------------------------------|---------------------|----------------------|----------------------|---|-------------|
| | Acres | Land | Improvements | Total | Number | Percent |
| Residential..... | 1,844 | \$77,489,300 | \$230,735,800 | \$308,225,100 | \$111,872,800 | 57.0 |
| Commercial | 158 | 4,947,700 | 14,930,300 | 19,878,000 | 6,380,700 | 47.3 |
| Manufacturing..... | 0 | N/A | N/A | N/A | N/A | N/A |
| Agricultural..... | 7,629 | 1,635,600 | N/A | 1,635,600 | 54,600 | 3.4 |
| Undeveloped | 2,863 | 1,896,100 | N/A | 1,896,100 | 70,100 | 3.8 |
| Ag Forest ^a | 498 | 1,888,200 | N/A | 1,888,200 | 1,888,200 | - - |
| Forest ^a | 76 | 1,775,000 | N/A | 1,775,000 | -142,000 | -7.4 |
| Other..... | 131 | 3,248,500 | 6,251,800 | 9,500,300 | 3,044,200 | 47.1 |
| Total | 13,199 | \$92,880,400 | \$251,917,900 | \$344,798,300 | \$123,168,600 | 55.6 |

^aIn 2005, the Department of Revenue added "Ag Forest" as a new Real Estate Class. As a result, most 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.

Existing Land Uses in 2007

The Town of Wheatland, through its comprehensive plan, must look ahead at least 20 years to ensure adequate supplies of land for urban and nonurban land uses. To ensure that future planning reflects land use development that has occurred to date, 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 Town officials. Major development in the Town between 2000 and 2007 included:

- Koch's Meadowbrooke Farms Addition No. 1, which is a single-family residential subdivision located at the southeast corner of 368th Avenue and 52nd Street with 21 lots on about 38 acres.
- Prairie View, which is a single-family residential subdivision located west of CTH P and north of Powers Lake on CTH F with 14 lots on about 23 acres.
- Koch's Meadowbrooke Farms Addition No. 2, which is a single-family residential subdivision located west of Koch's Meadowbrooke Farms Addition No. 1, which on 368th Avenue with 35 lots on about 38 acres.
- High Street Subdivision, which is a single-family residential subdivision located north of STH 50 on 376th Avenue with 20 lots on about 40 acres.

- Hillside Heights Estates, which is a single-family residential subdivision located west of STH 83 on CTH KD with 10 lots on about 19 acres.
- Acquisition of a 115-acre portion of a proposed Kenosha County park by the County, which is located along the Wheatland-Randall Town line on CTH KD. The site was formerly a gravel pit. The park has not yet been developed.

Together, the subdivisions listed above include 100 lots on about 158 acres. The average gross density of the subdivisions listed above is about 1.6 acres per home.

Map 10 shows generalized land use in the Town in 2007. Acres within each land use category are shown on Table 27. The number of acres in the single-family residential category was significantly higher in 2007 than in 2000, due in part to 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 the 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.

Urban Land Uses

Urban land uses include residential, commercial, industrial, governmental and institutional, recreational, and transportation, communication, and utility uses. Urban uses encompassed 2,424 acres, or about 16 percent of the Town, in 2007.

Residential

Residential land comprised the largest urban land use category in the Town in 2007. Residential uses encompassed 1,468 acres, or about 61 percent of all urban land and about 10 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. There is also a 29-acre mobile home park located in the northeast portion of the Town.

Commercial

In 2007, commercial land encompassed 44 acres, which is less than 1 percent of the Town. Commercial development was primarily located along STH 50 and in the hamlets of New Munster and Slades Corners. Small businesses are also located in the hamlet of Wheatland and near Powers Lake and on small parcels scattered throughout the Town.

Commercial uses include restaurant/taverns; a banquet hall; an auto supply store; a barbershop and a beautician salon; a resort/motel; service stations; construction contractor facilities; a landscaping business and a nursery; a surveying business, a kennel; marine sales, service, and storage; organic farming and sales; electrical contractors, and retail and wholesale stores.

Industrial

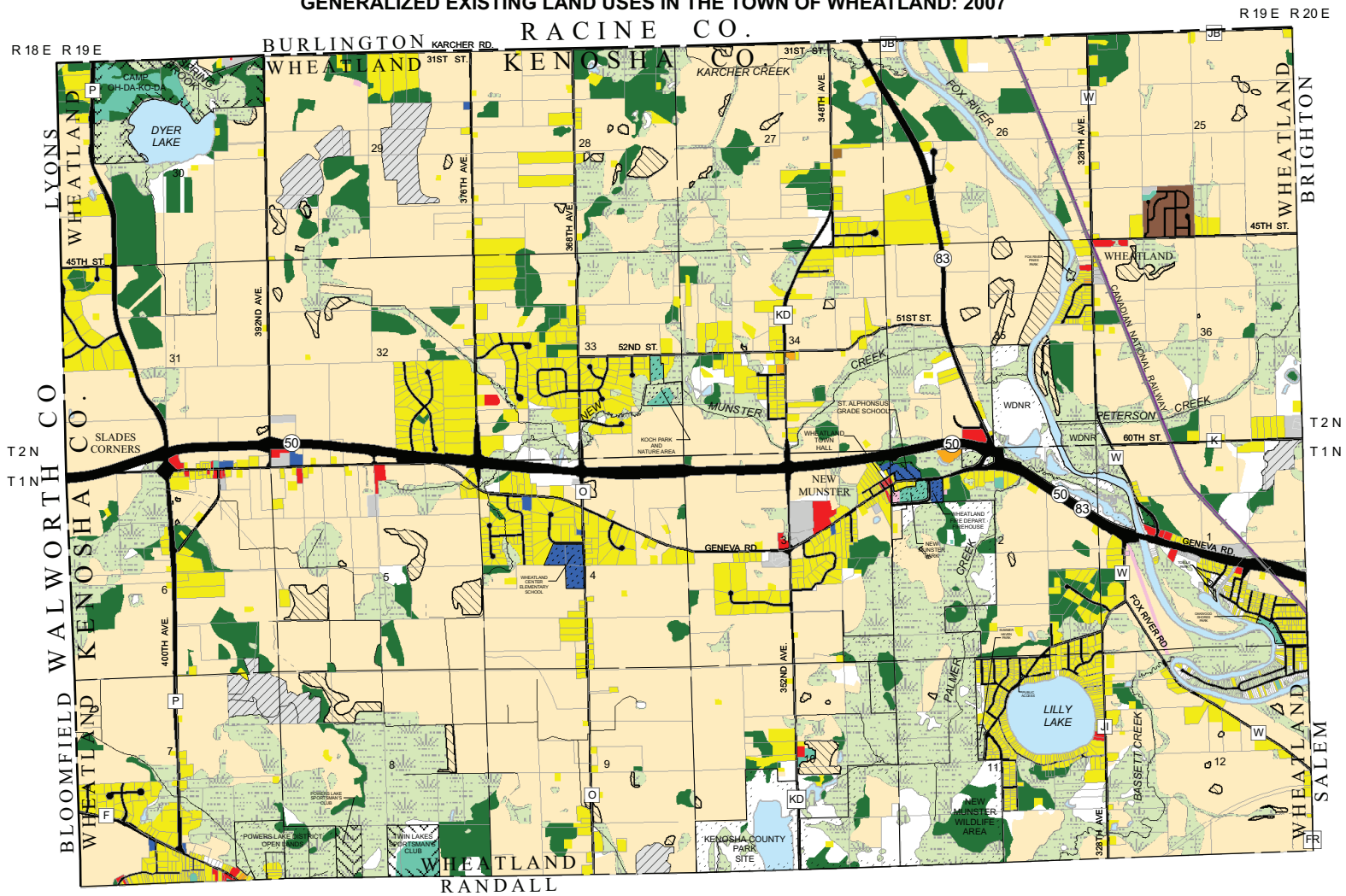
In 2007, industrial land encompassed 51 acres, or less than 1 percent of the Town. Industrial uses were mostly concentrated along STH 50 and near the hamlets of New Munster, Slades Corners, and Wheatland. Industrial uses included a ready-mix plant, cabinetry manufacturing, a well drilling business, self storage facilities, sanitation and septic service, and other manufacturing or wholesale storage facilities.

Transportation, Communication, and Utility

Transportation, communication, and utility uses encompassed 738 acres, or about 5 percent of the Town in 2007. Of this, 692 acres were located within street and highway rights-of-way and 37 acres were located within the Canadian National Railroad right-of-way in the Town. The Transportation Element chapter (Chapter VIII) provides additional information about transportation facilities.

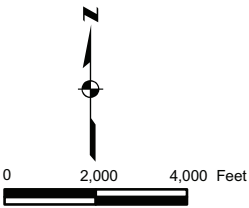
Map 10

GENERALIZED EXISTING LAND USES IN THE TOWN OF WHEATLAND: 2007



- | | |
|--|---------------------------------|
| SINGLE - FAMILY RESIDENTIAL | RECREATIONAL |
| TWO - FAMILY RESIDENTIAL | AGRICULTURAL |
| MULTI - FAMILY RESIDENTIAL | EXTRACTIVE |
| MOBILE HOME | OPEN LAND |
| COMMERCIAL | FARMED WETLAND (2005) |
| INDUSTRIAL | NONFARMED WETLAND (2005) |
| RAILWAY | WOODLAND |
| COMMUNICATION, UTILITY, AND OTHER TRANSPORTATION | SURFACE WATER |
| GOVERNMENTAL AND INSTITUTIONAL | STREET AND HIGHWAY RIGHT-OF-WAY |

Source: Town of Wheatland and SEWRPC.



Communication-related land uses included two cell tower sites (see Table 38 in Chapter IX). Other transportation-related uses include a public parking facility adjacent to the Town Hall and New Munster Park.

Governmental and Institutional

In 2007, land used for government and institutional uses encompassed about 38 acres, or about 2 percent of urban land and less than 1 percent of the Town. Governmental and institutional lands in the Town include the Town Hall, one public elementary school, a volunteer fire department (located in the hamlet of New Munster), a post office, a church/grade school, two churches, and six cemeteries. Information about these community facilities is presented in Chapter IX.

Recreational

In 2007, intensively used recreational land encompassed about 86 acres, or about 4 percent of all urban land and about 1 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 five intensively used recreational sites in the Town, consisting of the New Munster Park, Koch Park and Nature Area, Oakwood Shores Park, and portions of Camp OH-DA-KO-DA (Boy Scouts of America) and the Twin Lakes Sportsman's Club. Recreational facilities were also located at the Town-owned access site on Lilly Lake, Wheatland Center Elementary School, and St. John's Evangelical Church. There were 20 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, the Wisconsin Department of Natural Resources (DNR) has acquired the New Munster Wildlife Area in the Town for natural resource protection and limited recreational purposes. The New Munster Wildlife Area encompasses 655 acres in the Town. Lands in the Wildlife Area 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, nonfarmed wetlands, and woodlands; extractive sites; and unused land. As indicated in Table 27 and on Map 10, nonurban land uses encompassed 12,993 acres, or about 84 percent of the Town, in 2007. Significant portions of the Town were used for agricultural purposes (about 53 percent) or encompassed within nonfarmed wetlands (about 17 percent).

Table 27

LAND USES IN THE TOWN OF WHEATLAND: 2007

| Land Use Category ^a | Acres | Percent of Subtotal (Urban or Nonurban) | Percent of Total |
|--|---------------|---|------------------|
| Urban | | | |
| Residential | | | |
| Single-Family ^b | 1,460 | 60.2 | 9.5 |
| Two-Family | 7 | 0.3 | -- ^c |
| Multi-Family | 1 | -- ^c | -- ^c |
| Subtotal | 1,468 | 60.5 | 9.5 |
| Commercial | 44 | 1.8 | 0.3 |
| Industrial | 51 | 2.1 | 0.3 |
| Transportation, Communications, and Utilities | | | |
| Street and Highway Rights-of-Way | 692 | 28.6 | 4.5 |
| Railroad Rights-of-Way | 37 | 1.5 | 0.2 |
| Communications, Utilities, and Other Transportation ^d | 9 | 0.4 | 0.1 |
| Subtotal | 738 | 30.5 | 4.8 |
| Governmental and Institutional ^e | 38 | 1.5 | 0.2 |
| Recreational ^f | 86 | 3.6 | 0.6 |
| Urban Subtotal | 2,425 | 100.0 | 15.7 |
| Nonurban | | | |
| Natural Resource Areas | | | |
| Woodlands | 1,000 | 7.7 | 6.5 |
| Nonfarmed Wetlands | 2,552 | 19.7 | 16.6 |
| Surface Water | 329 | 2.5 | 2.1 |
| Subtotal | 3,881 | 29.9 | 25.2 |
| Agricultural | 8,187 | 63.0 | 53.1 |
| Farmed Wetlands | 213 | 1.6 | 1.4 |
| Extractive | 175 | 1.4 | 1.1 |
| Landfill | 0 | 0.0 | 0.0 |
| Open Lands ^g | 536 | 4.1 | 3.5 |
| Nonurban Subtotal | 12,992 | 100.0 | 84.3 |
| Total | 15,417 | -- | 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.

^cLess than 0.05 percent.

^d"Other Transportation" includes parking lots, airports, truck terminals, and transportation facilities not classified as street or railroad rights-of-way.

^eIncludes public and private schools, government offices, police and fire stations, libraries, cemeteries, religious institutions, and similar facilities.

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

^gIncludes lands in rural areas that are not being farmed and undeveloped portions of park and open space sites.

Source: SEWRPC.

Agricultural Lands

Agriculture was the predominant land use in the Town in 2007, and encompassed 8,188 acres. Agricultural lands include all croplands, pasture lands, and farm buildings and structures (farmhouses, barns, silos, etc.). A more detailed description of agricultural land in the Town is included in Chapter V.

Natural Resource Areas

In 2007, natural resource areas combined to encompass 3,881 acres, or about 25 percent 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, Lilly Lake, Dyer Lake, and the New Munster Wildlife Area. A complete inventory of natural resource areas is included in Chapter V.

Extractive Sites

There were four nonmetallic mining (extractive) sites in the Town in 2007, which encompassed 175 acres, or about 1 percent of the Town. Of the four sites, two sites have received nonmetallic mining reclamation permits in accordance with the Kenosha County Nonmetallic Mining Reclamation Ordinance. The active nonmetallic mining sites are operated by Powers Lake Construction and Meyer Material Construction. The third site has been reclaimed and the remaining site was a non-commercial extractive site that is no longer in use.

Open Lands

In 2007, open lands encompassed 536 acres, or about 4 percent of the Town. Open lands include lands in rural areas that are not being farmed, including DNR- and County-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 landfills in the Town. The DNR has identified two former solid and hazardous waste disposal sites, listed on Table 28, which together encompass about four acres, in its register of waste disposal sites. The solid and hazardous waste disposal sites are shown on Map 12, Natural Limitations for Building Site Development. 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.

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. 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. There are no active LUST or ERP sites located in the Town.

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***

Soils in Wisconsin have been rated by the Natural Resources Conservation Service (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 11 in Chapter V shows the results of the land evaluation.

- ***Environmentally Sensitive Lands***

Environmentally sensitive lands are shown on Map 11, and include primary environmental corridors, secondary environmental corridors, isolated natural resource areas, natural areas, critical species habitat sites, wetlands, 100-year floodplains, and surface waters. Recommendations for the protection and management of these resources are included in the Agricultural, Natural, and Cultural Resources Element (Chapter V). Both farmed and nonfarmed (natural) wetlands are shown on Map 11, and reflect the 2005 Wisconsin Wetlands Inventory and field stakings conducted through 2008. The boundaries of primary and secondary environmental corridors and isolated natural resource areas were adjusted to reflect the updated wetland boundaries.

- ***Natural Limitations to Building Site Development***

Several natural resource features that may limit development are shown on Map 12. These features include severe slopes, severe structural soils, wetlands, severe wet soils, 100-year floodplains, and surface water. Recommendations for the protection and management of these resources are included in the Agricultural, Natural, and Cultural Resources Element (Chapter V). The location of former solid waste disposal sites may also preclude certain types of development. The Town should consult with the DNR before permitting any development to occur on former waste disposal sites.

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.

Opportunities for Redevelopment and Smart Growth Areas

The greatest opportunities for redevelopment in Kenosha County exist where there is available land served by existing infrastructure, typically in the older and underutilized commercial buildings and parcels located in and adjacent to the traditional downtowns, and older shopping centers located in cities and villages. 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.
- 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.

The Town is not served by sanitary sewers and does not contain large areas of commercial or industrial lands because of its rural character. The Town land use plan map designates additional urban growth for all parcels contiguous to urban development of at least 20 acres in size throughout the Town and certain property adjacent to STH 50. Concentrations of urban development are located along STH 50; in and adjacent to the hamlets of New Munster, Slades Corners, and Wheatland; and near Lilly Lake and Powers Lake. These areas will serve as the Town’s “Smart Growth Areas,” as those terms are defined by Section 16.965 of the *Statutes*.

Table 28

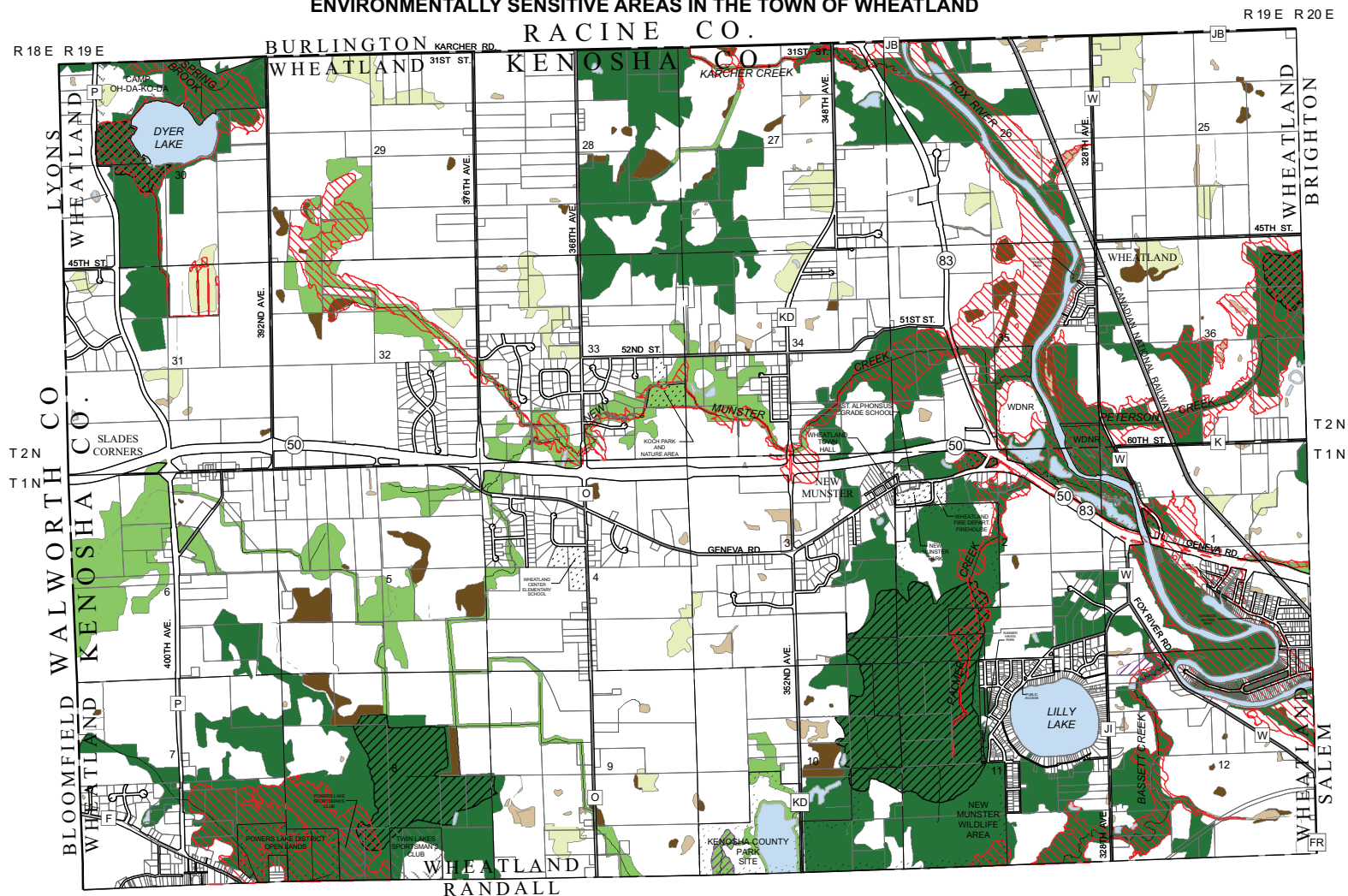
**SOLID AND HAZARDOUS WASTE
DISPOSAL SITES IDENTIFIED BY THE
DEPARTMENT OF NATURAL RESOURCES
IN THE TOWN OF WHEATLAND: 2008**

| Name | Site Location | Size (acres) |
|-----------------------------|-------------------------------------|--------------|
| Dan Peterson Property | 6120 368 th Avenue | 3.0 |
| Town of Wheatland | CTH KD and 352 nd Avenue | 0.8 |
| Total – Two Sites | -- | -- |

Source: Wisconsin Department of Natural Resources.

Map 11

ENVIRONMENTALLY SENSITIVE AREAS IN THE TOWN OF WHEATLAND

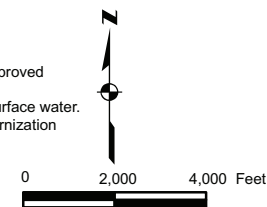


- PRIMARY ENVIRONMENTAL CORRIDOR
- SECONDARY ENVIRONMENTAL CORRIDOR
- ISOLATED NATURAL RESOURCE AREA
- NATURAL AREA
- CRITICAL SPECIES HABITAT SITE OUTSIDE NATURAL AREA

- FARMED WETLAND
- NONFARMED WETLAND OUTSIDE ENVIRONMENTAL CORRIDOR AND ISOLATED NATURAL RESOURCE AREA
- 100 - YEAR FLOODPLAIN
- SURFACE WATER

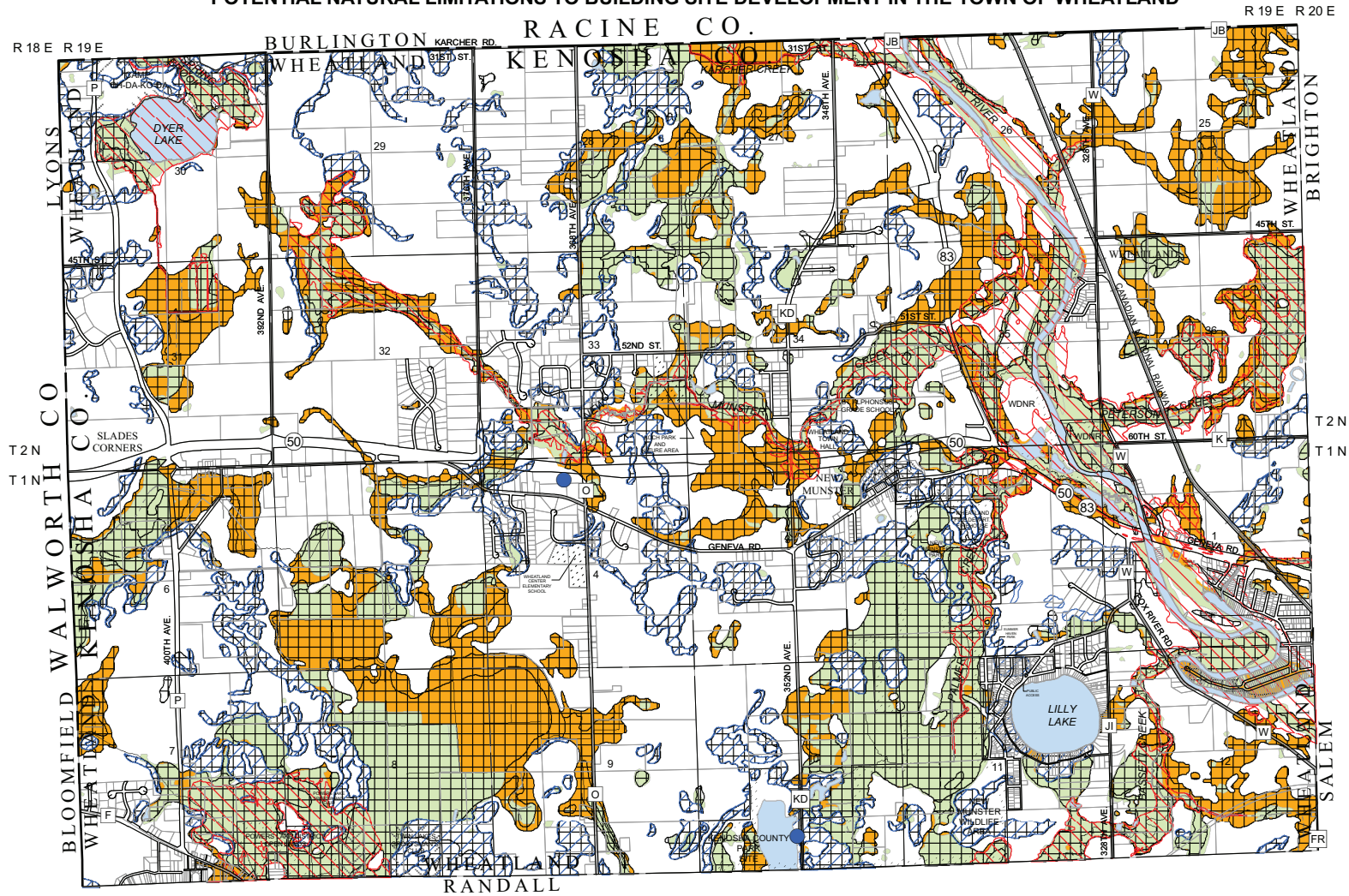
Note: Wetlands are from the 2005 Wisconsin Wetland Inventory, plus updates to reflect field stakings through December 2008 and approved by the Wisconsin Department of Natural Resources. Remaining data are current to 2009 with the exception of floodplains and surface water. Floodplain boundaries may be affected by the FEMA Map Modernization program, which is anticipated to be completed in late 2010.






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





Map 12

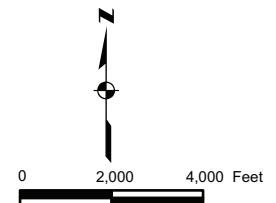
POTENTIAL NATURAL LIMITATIONS TO BUILDING SITE DEVELOPMENT IN THE TOWN OF WHEATLAND



-  SEVERE SLOPE (12 PERCENT OR GREATER)
-  SEVERE STRUCTURAL SOIL
-  FARMED AND NONFARMED WETLAND
-  SEVERE WET SOIL (HYDRIC SOIL) OUTSIDE WETLAND
-  100 - YEAR FLOODPLAIN

-  SURFACE WATER
-  SOLID AND HAZARDOUS WASTE DISPOSAL SITE

Note: Wetlands are from the 2005 Wisconsin Wetland Inventory, plus updates to reflect field stakings through December 2008 and approved by the Wisconsin Department of Natural Resources. Remaining data are current to 2009 with the exception of floodplains and surface water. Floodplain boundaries may be affected by the FEMA Map Modernization program, which is anticipated to be completed in late 2010.



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

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. 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.² 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.

Portions of the Town of Wheatland in the southeast and south-central areas are within the extraterritorial plat approval area of the Village of Silver Lake and Village of Twin Lakes, respectively. The Town of Wheatland is not included in the planning areas identified on the Village of Silver Lake 2035 land use plan map or in the adopted joint Town of Randall/Village of Twin Lakes comprehensive plan.

The Village of Twin Lakes is currently reviewing and updating the land use component of its comprehensive plan. The preliminary Village land use plan map includes the southern portion of the Town of Wheatland in its extraterritorial area. The preliminary Village land use plan designates land uses in the Town as agricultural, environmental preserve, rural residential, and lake community. Future land uses designated in the Village and Town of Wheatland plans are similar with respect to the types of land uses planned and appropriate single-family residential densities; however, the Town plan designates suburban-density residential development at a minimum density of 40,000 square feet per dwelling unit in areas along the Wheatland-Randall town line, south of Geneva Road, and southwest of the hamlet of New Munster; while the Village designates agricultural land uses in these areas with the opportunity for single-family development at a maximum density of one dwelling unit per acre, and preferably developed as a conservation subdivision.

PART 3: TOWN OF WHEATLAND LAND USE PLAN

Land Use Plan

The Town of Wheatland Land Use Plan consists of two maps, a Phase 1 and a Phase 2 map. The Phase 1 land use plan map, shown on Map 13, reflects land use plan categories based on zoning in the Town as of January 2009. The Phase 2 land use plan map for the years 2009 through 2035 is presented on Map 14. Table 29 sets forth the number of acres and percent of the Town in each land use category on the Phase 2 land use plan map. As summarized by Figure 5, suburban- and medium-density residential uses occupy the largest portion of the Town on the 2035 land use plan map, with about 33 percent of the Town area. Natural resource areas occupy about 29 percent of the Town, and farmland protection areas occupy about 23 percent of the Town.

Development Standards for Areas Inside the “Phase 2” Line:

- The Phase 2 land use plan map includes a “Phase 2 line” that indicates areas where the Town Plan Commission and Town Board will consider applications for zoning map amendments (rezonings) to allow urban development between 2009 and the year 2035, provided the proposed rezoning is contiguous to a parcel that has been developed for urban use. Urban uses include residential subdivisions with a net density of less than five acres per dwelling, which is typically the R-2 zoning district. “Contiguous” is defined as parcels having a common boundary and adjacent parcels that are only separated from each other by a common public street abutting both adjacent parcels.

²The 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. The City of Burlington in Racine County is currently a fourth class city, but their existing population exceeds the threshold of a third class city. Within the timeframe of this plan, the City may decide to become a third class city; consequently, areas in the northern portion of the Town would become part of the City's extraterritorial area. 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.

- The Phase 2 line includes all parcels contiguous to urban development of 20 acres or more in size that existed in 2008, and certain parcels adjacent to State Trunk Highway 50.
- Rezoning to the A-2 or R-1 zoning districts will be considered at any time anywhere within the Phase 2 line.
- Red triangles indicate general areas within the Phase 2 line that will be considered by the Town Plan Commission and Town Board for land use plan map amendments to business (office, retail, or service commercial uses) or manufacturing use districts and an associated rezoning to a business (B-1, B-2, B-3, B-4, or B-5) or manufacturing (M-1 or M-2) zoning district.

Development Standards for Areas Outside the “Phase 2” Line:

- Outside the Phase 2 line, the Plan Commission and Town Board will consider land use plan map amendments from the Farmland Protection or General Agricultural and Open Lands land use categories to the Rural Residential land use category if a parcel is contiguous to an existing parcel in the Rural Residential category, or contiguous to an existing parcel in an urban land use (development with a net density of less than five acres per dwelling). Contiguous parcels must be 20 acres or larger, or consist of a group of smaller parcels under separate ownership that combined occupy 20 acres or more. Contiguous developed parcels located in adjacent Towns will be considered when applying these criteria.
- An application for a land use plan map amendment and rezoning from the Farmland Protection land use category to the General Agricultural and Open Lands land use category will be considered for any parcel at any time.
- An application for a land use plan map amendment and rezoning to the M-3 zoning district to allow nonmetallic mineral extraction will be considered for parcels outside the Phase 2 line at any time.

Any parcel outside the Phase 2 line that is zoned or rezoned to the General Agricultural and Open Lands (A-2) or Rural-Density Residential (R-1) land use category may apply to the Kenosha County Board for a rezoning to add the Rural Cluster Development Overlay District (RC overlay) to the parcel if the minimum tract size and other requirements of the County zoning ordinance are met. The minimum tract size in the A-2 zone is 50 acres. The minimum tract size in the R-1 and C-2 districts is 25 acres. The RC overlay allows the development of cluster subdivisions (also known as conservation subdivisions) with a minimum lot size of 80,000 square feet and an average net density of one home per 10 acres in the A-2 district; and a minimum lot size of 40,000 square feet and an average net density of one home per five acres in the R-1 or C-2 districts. Up to 20 percent of wetlands and floodplain areas within the tract may be counted toward the density calculation in cluster subdivisions, thereby allowing more lots than could be created in a conventional subdivision. Figure 6 illustrates comparisons between conventional and cluster subdivisions.

Development within the Town may be limited or prohibited in some areas due to environmental constraints. Map 15 shows the Phase 2 land use plan map in relation to the natural limitations to building site development included on Map 12. Development on lands with such constraints is limited by the Kenosha County zoning ordinance and, in the case of wetlands and floodplains, by State and Federal regulations.

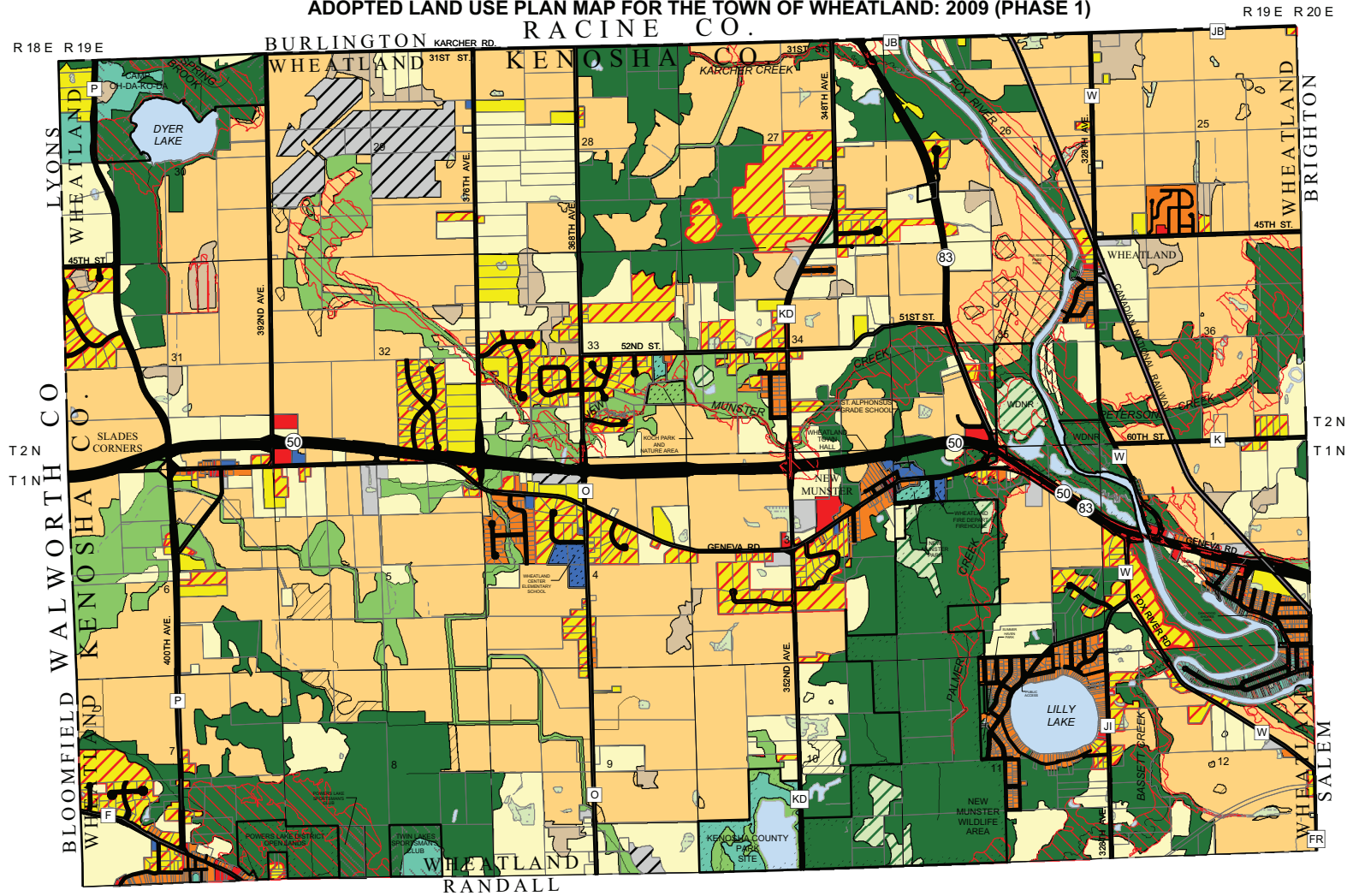
The land use categories shown on the Town land use plan map are the same as the land use categories used to prepare the land use plan map for Kenosha County in the multi-jurisdictional comprehensive plan report. The County map is shown on Map 16.

The Town land use plan categories are described in the following paragraphs:

Suburban-Density Residential

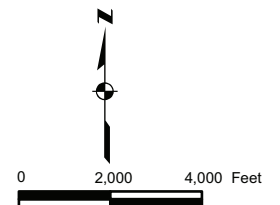
Suburban-density residential development is defined as single-family residential development at lot sizes or densities equating to 40,000 square feet to 4.9 acres per dwelling unit. Development at this density generally precludes the provision of centralized sanitary sewer service, public water supply service, and other urban

ADOPTED LAND USE PLAN MAP FOR THE TOWN OF WHEATLAND: 2009 (PHASE 1)



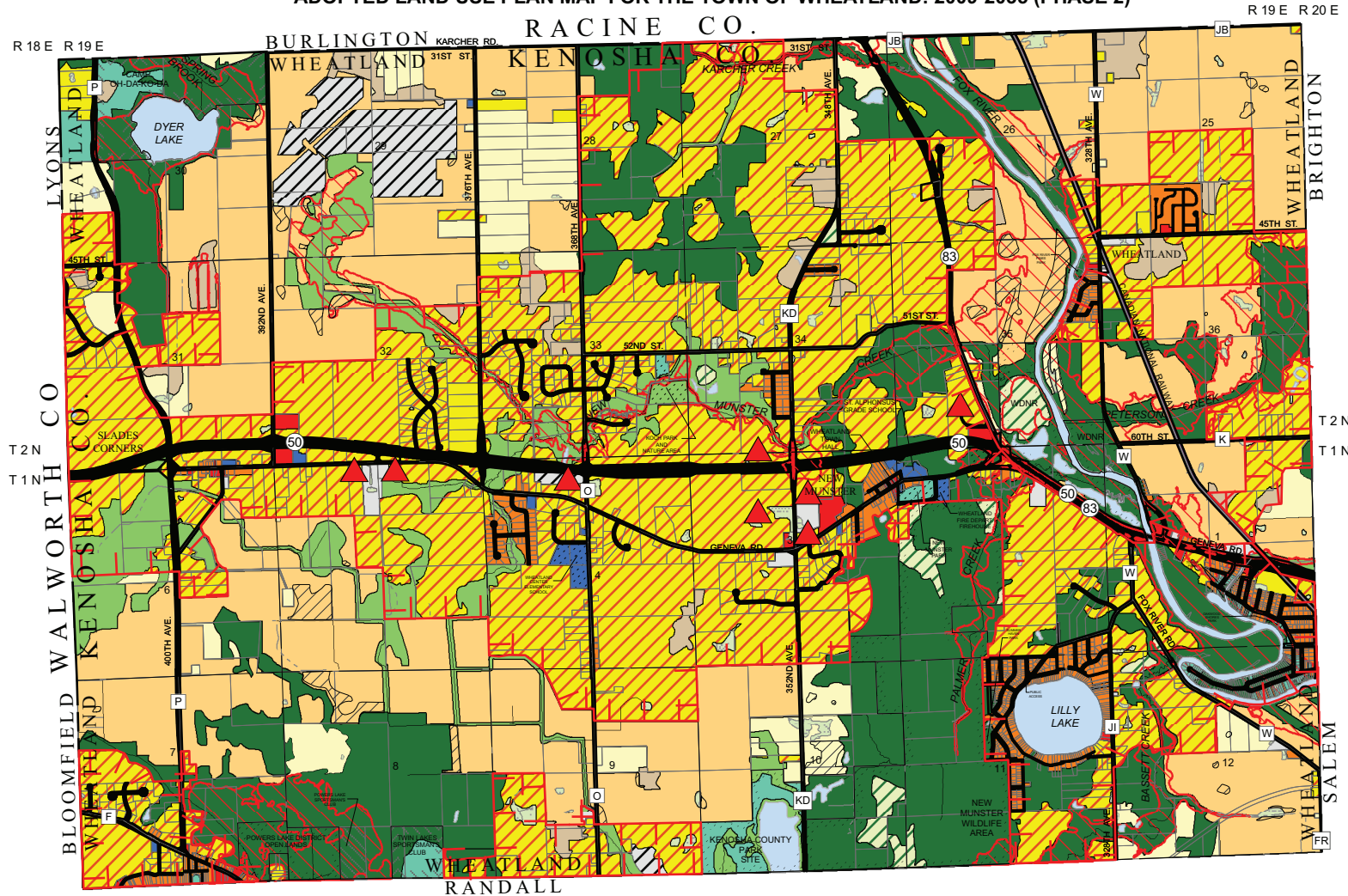
- | | | |
|------------------------------------|--|--|
| FARMLAND PROTECTION | PARK AND RECREATIONAL | NONFARMED WETLAND OUTSIDE ENVIRONMENTAL CORRIDOR, ISOLATED NATURAL RESOURCE AREA, AND OTHER CONSERVANCY LAND TO BE PRESERVED |
| GENERAL AGRICULTURAL AND OPEN LAND | OTHER TRANSPORTATION, COMMUNICATION, AND UTILITY | FARMED WETLAND (OVERLAY) |
| RURAL RESIDENTIAL | EXTRACTIVE | 100-YEAR FLOODPLAIN (OVERLAY) |
| SUBURBAN-DENSITY RESIDENTIAL | PRIMARY ENVIRONMENTAL CORRIDOR | STREET AND HIGHWAY RIGHT-OF-WAY |
| MEDIUM-DENSITY RESIDENTIAL | SECONDARY ENVIRONMENTAL CORRIDOR | |
| COMMERCIAL | ISOLATED NATURAL RESOURCE AREA | |
| INDUSTRIAL | OTHER CONSERVANCY LAND TO BE PRESERVED | |
| GOVERNMENTAL AND INSTITUTIONAL | SURFACE WATER | |

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



Map 14

ADOPTED LAND USE PLAN MAP FOR THE TOWN OF WHEATLAND: 2009-2035 (PHASE 2)



- | | | | |
|--|------------------------------------|--|--|
| | FARMLAND PROTECTION | | PARK AND RECREATIONAL |
| | GENERAL AGRICULTURAL AND OPEN LAND | | OTHER TRANSPORTATION, COMMUNICATION, AND UTILITY |
| | RURAL-DENSITY RESIDENTIAL | | EXTRACTIVE |
| | SUBURBAN-DENSITY RESIDENTIAL | | PRIMARY ENVIRONMENTAL CORRIDOR |
| | MEDIUM-DENSITY RESIDENTIAL | | SECONDARY ENVIRONMENTAL CORRIDOR |
| | COMMERCIAL | | ISOLATED NATURAL RESOURCE AREA |
| | INDUSTRIAL | | OTHER CONSERVANCY LAND TO BE PRESERVED |
| | GOVERNMENTAL AND INSTITUTIONAL | | SURFACE WATER |

- NONFARMED WETLAND OUTSIDE ENVIRONMENTAL CORRIDOR, ISOLATED NATURAL RESOURCE AREA, AND OTHER CONSERVANCY LAND TO BE PRESERVED
- FARMED WETLAND (OVERLAY)
- 100-YEAR FLOODPLAIN (OVERLAY)
- PHASE 2 (2009-2035)
- GENERAL LOCATION - POTENTIAL FUTURE COMMERCIAL OR INDUSTRIAL DEVELOPMENT
- STREET AND HIGHWAY RIGHT-OF-WAY

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

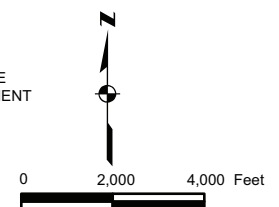


Table 29

PLANNED LAND USES IN THE TOWN OF WHEATLAND: 2035

| Land Use Category | Acres | Percent of Subtotal (Urban or Nonurban) | Percent of Total |
|--|--------|--|------------------|
| Urban | | | |
| Suburban-Density Residential ^a | 4,756 | 78.1 | 30.8 |
| Medium-Density Residential ^b | 323 | 5.3 | 2.1 |
| Subtotal | 5,079 | 83.4 | 32.9 |
| Commercial ^c | 46 | 0.8 | 0.3 |
| Industrial ^c | 52 | 0.9 | 0.4 |
| Governmental and Institutional | 38 | 0.6 | 0.3 |
| Park and Recreational ^d | 152 | 2.5 | 1.0 |
| Street and Highway Rights-of-Way ^e | 685 | 11.2 | 4.4 |
| Other Transportation, Communications, and Utilities | 37 | 0.6 | 0.2 |
| Urban Subtotal | 6,089 | 100.0 | 39.5 |
| Nonurban | | | |
| Farmland Protection | 3,604 | 38.6 | 23.4 |
| General Agricultural and Open Lands ^f | 603 | 6.5 | 3.9 |
| Rural-Density Residential ^g | 110 | 1.2 | 0.7 |
| Extractive | 221 | 2.4 | 1.4 |
| Primary Environmental Corridor ^h | 3,209 | 34.4 | 20.8 |
| Secondary Environmental Corridor ^h | 750 | 8.0 | 4.9 |
| Isolated Natural Resource Area ^h | 274 | 2.9 | 1.8 |
| Other Conservancy Lands to be Preserved ⁱ | 123 | 1.3 | 0.8 |
| Nonfarmed Wetlands ^j | 101 | 1.1 | 0.6 |
| Surface Water | 333 | 3.6 | 2.2 |
| Nonurban Subtotal | 9,328 | 100.0 | 60.5 |
| Total | 15,417 | - - | 100.0 |
| Overlay Category | Acres | Percent of Subtotal | Percent of Total |
| 100-Year Floodplain | 1,818 | - - | - - |
| Farmed Wetlands ^k | 143 | - - | - - |

^a Average density equating to one home per 40,000 square feet to 4.9 acres.

^b Average density equating to one dwelling unit per 6,000 to 39,999 square feet.

^c Does not include areas that may be developed for commercial or industrial uses along STH 50 and Geneva Road, which are designated by symbols on the Town land use plan map.

^d Includes only land which is intensively used for recreational purposes.

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

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

^g Average density equating to one home per 5.0 to 9.9 acres.

^h Does not include associated surface water areas.

ⁱ Includes certain areas located outside of environmental corridors and isolated natural resource areas, such as woodlands, natural areas, critical species habitat sites, State-owned wildlife areas, and certain nonfarmed wetlands.

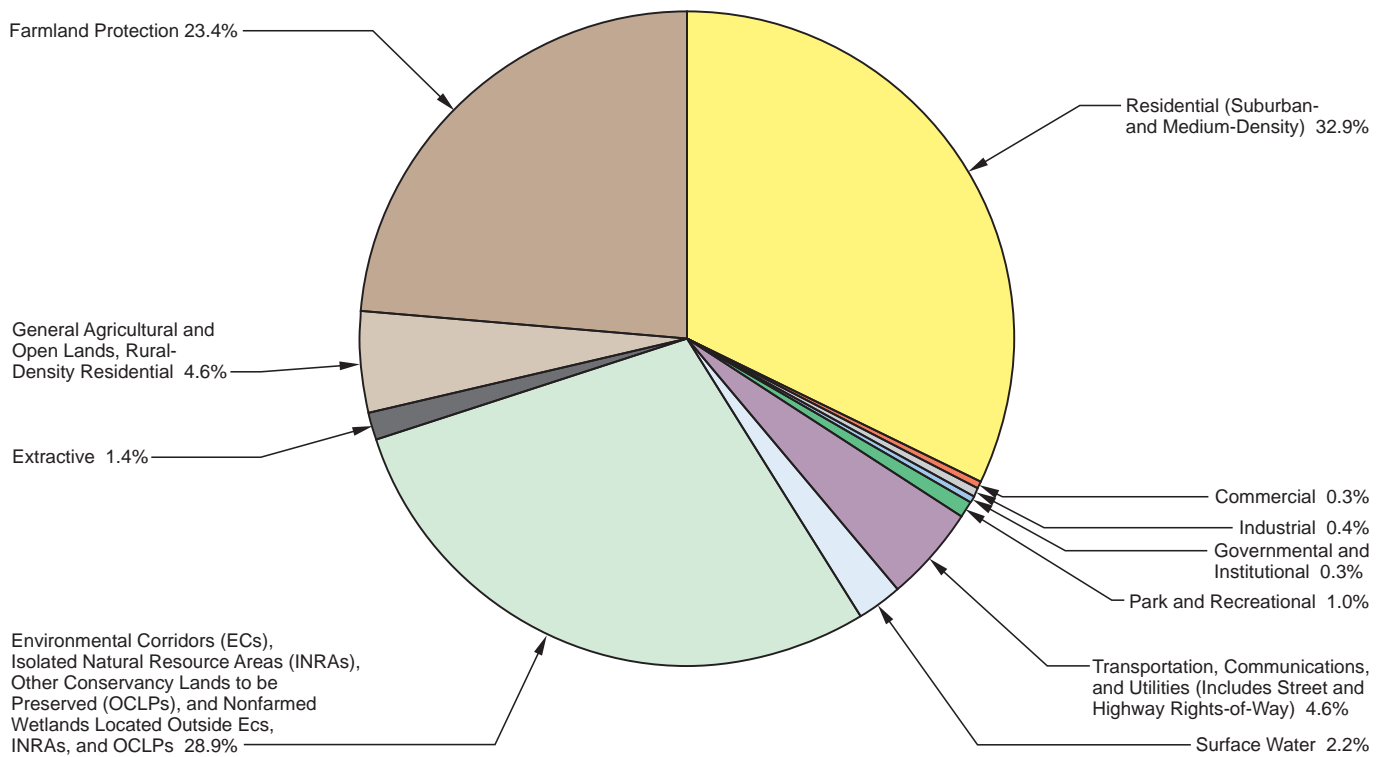
^j Includes those wetlands that are not being farmed and which contain wetland vegetation and supporting soils that are located outside environmental corridors, isolated natural resource areas, and other conservancy lands to be preserved. Also includes certain existing farmed wetlands located within parcels containing existing or planned urban development.

^k Includes those wetlands that do not contain wetland vegetation due to farming (cultivation, pasturing, and other agricultural activities) and are located outside environmental corridors, isolated natural resource areas, and other conservancy lands to be preserved, in areas not anticipated to be developed for urban use during the planning period. If natural vegetation develops on some of these wetlands with supporting soils when farming ceases, the re-vegetated areas may eventually be reclassified as part of an environmental corridor or isolated natural resource area, or as a nonfarmed wetland.

Source: SEWRPC.

Figure 5

PLANNED LAND USES IN THE TOWN OF WHEATLAND: 2035



Source: SEWRPC.

amenities. The use of conservation subdivision design or lot-averaging techniques can be utilized to help preserve rural character in areas where suburban-density residential development is allowed. Suburban-density residential development is shown on the land use plan map along STH 50; in the north-central and south-central portions of the Town; in and adjacent to the hamlets of New Munster, Slades Corners, and Wheatland; and near Lilly Lake and Powers Lake. Suburban-density residential development was designated on parcels adjacent to existing or platted residential development. Suburban-density residential uses occupy 4,756 acres, or about 31 percent of the Town, on the 2035 land use plan map.

It is anticipated that most development in this category would occur on lands zoned or to be rezoned to R-2, which requires a minimum lot size of 40,000 square feet for a single-family residence. However, any lot in the Town of Wheatland that requires the installation of a mound system to serve proposed development must be at least 1.5 acres in size, excluding road rights-of-way and wetland and floodplain areas.

Medium-Density Residential

The medium-density residential category includes existing residential subdivisions or development, including an existing mobile home park, with an average density of one home per 6,000 to 39,999 square feet of area, predominantly allowing for single-family and two-family homes. Medium-density residential uses are shown on the land use plan map in the hamlets of New Munster and Slades Corners, near the hamlet of Wheatland, adjacent to and near Lilly Lake and Powers Lake, along the Fox River south of STH 50/STH 83, and in scattered subdivisions throughout the Town. Medium-density residential uses occupy 323 acres, or about 2 percent of the Town, on the 2035 land use plan map.

Figure 6

COMPARISON OF CONVENTIONAL AND CONSERVATION SUBDIVISION DESIGNS

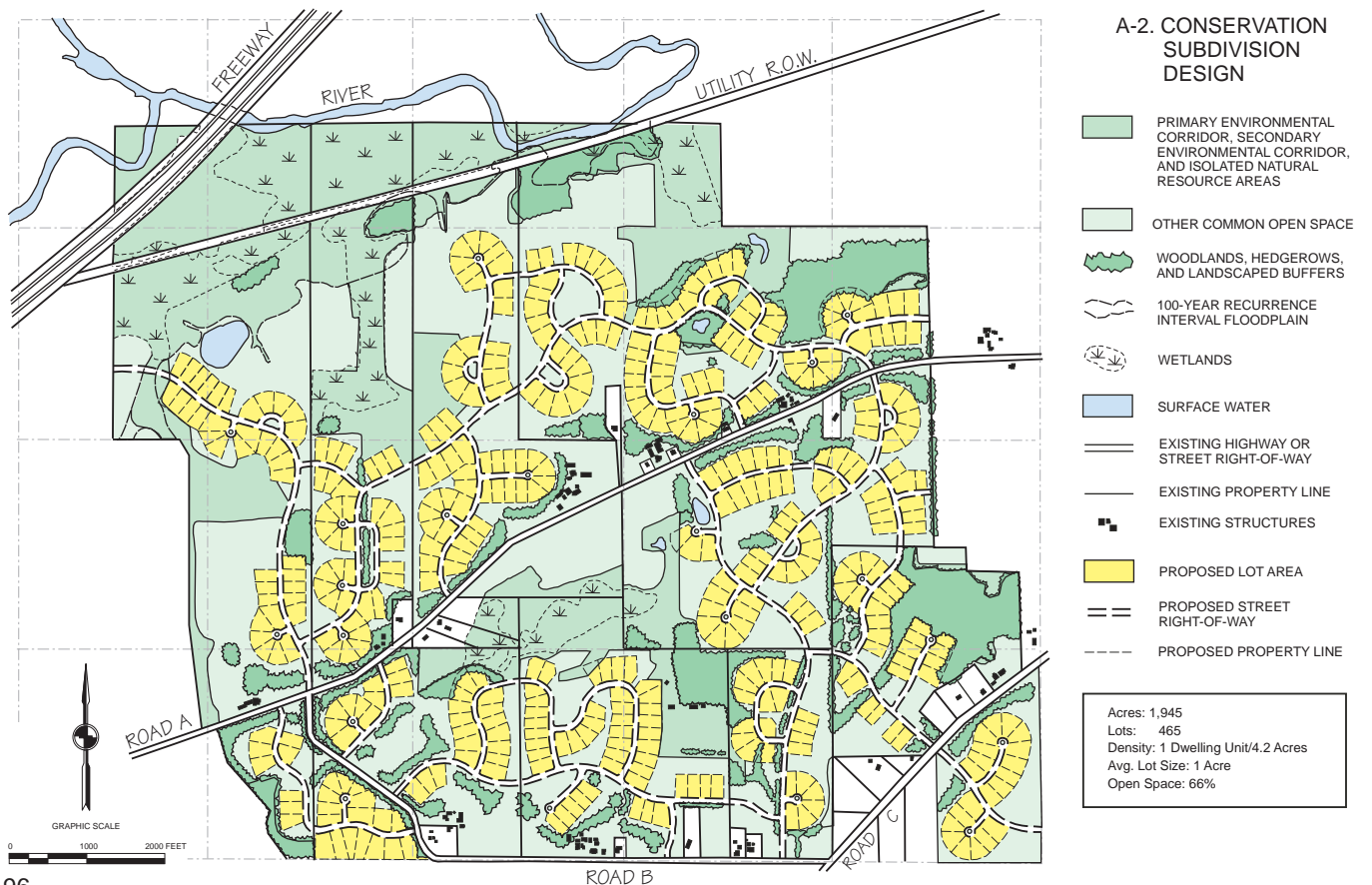
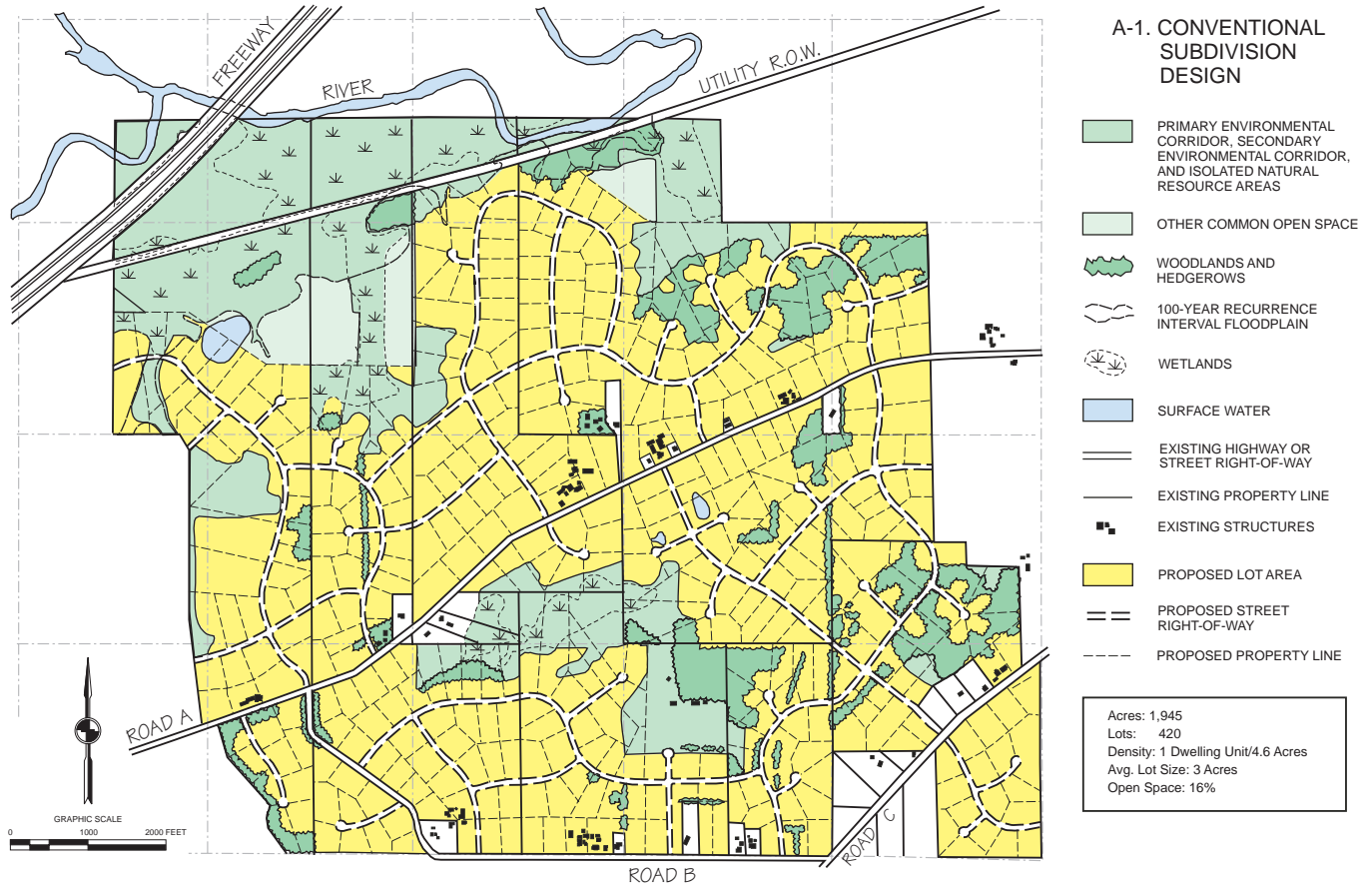
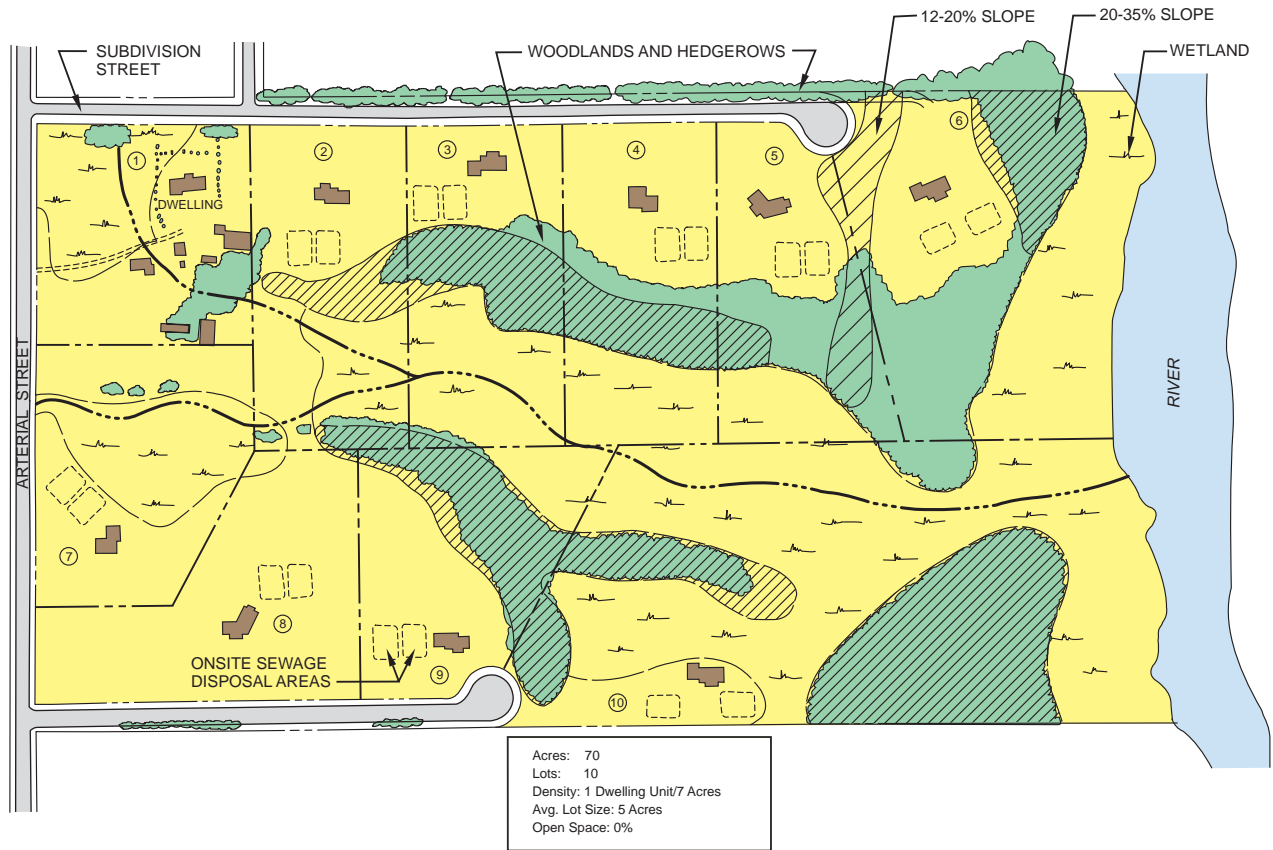


Figure 6 (continued)

B-1. CONVENTIONAL SUBDIVISION DESIGN



B-2. CONSERVATION SUBDIVISION DESIGN

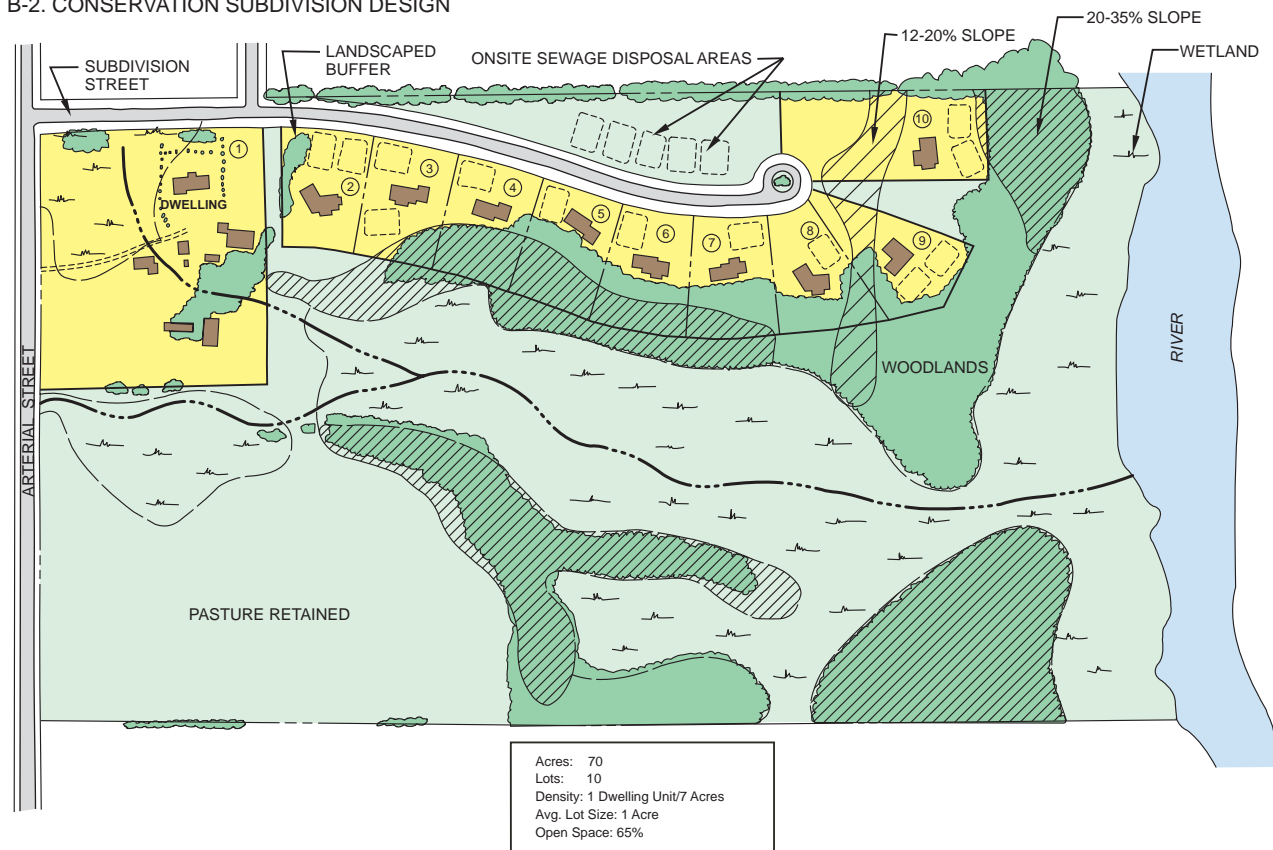
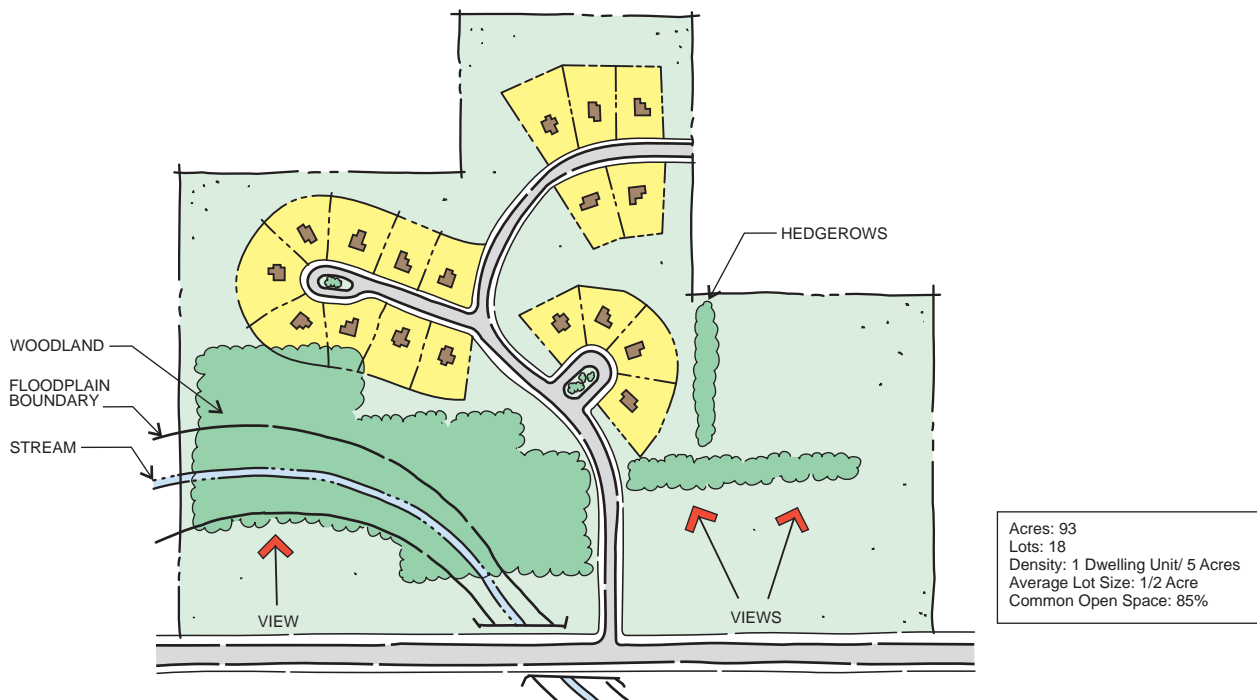


Figure 6 (continued)

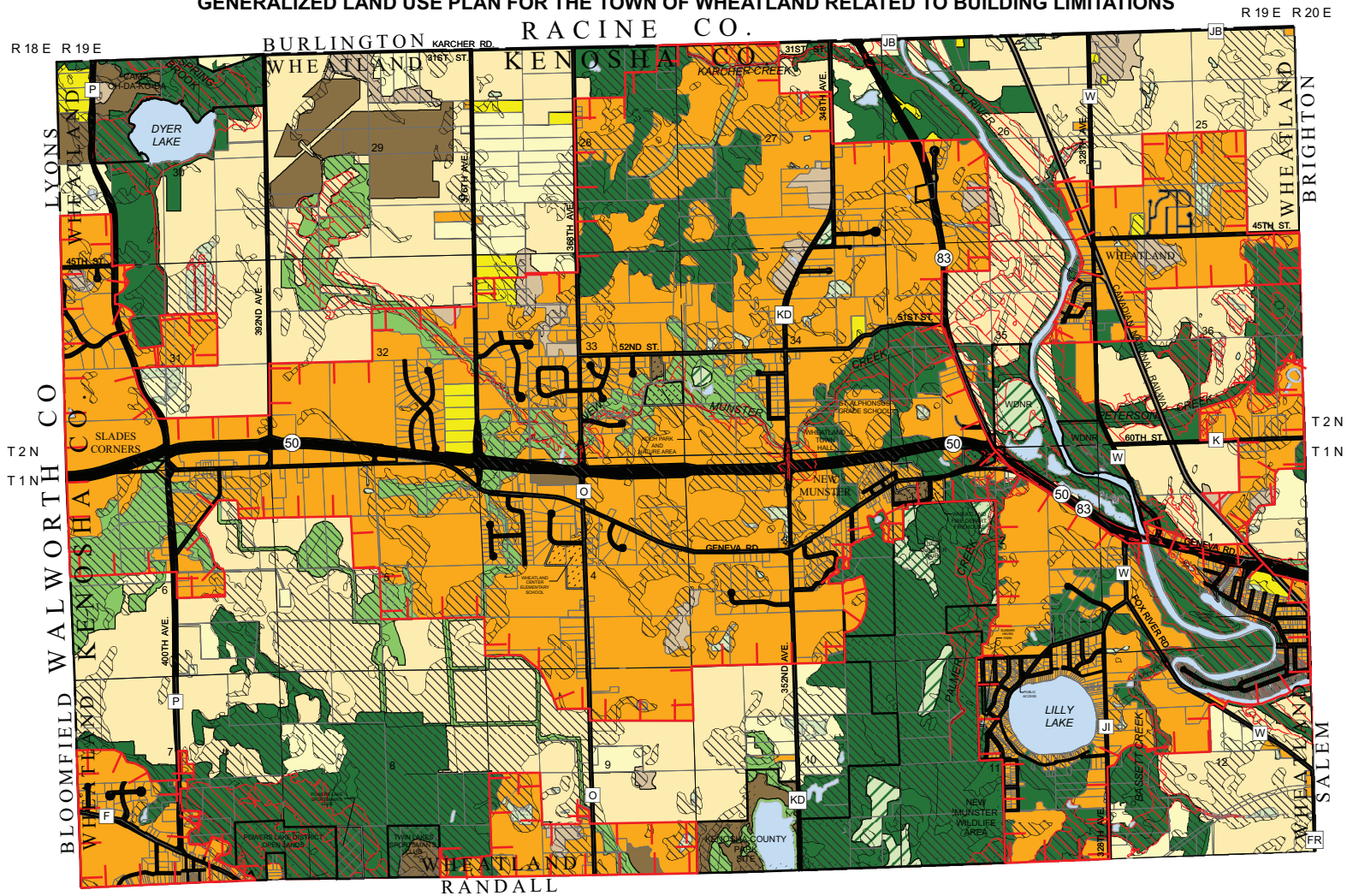
C-1. CONVENTIONAL SUBDIVISION DESIGN



C-2. CONSERVATION SUBDIVISION DESIGN

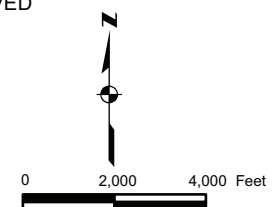


GENERALIZED LAND USE PLAN FOR THE TOWN OF WHEATLAND RELATED TO BUILDING LIMITATIONS



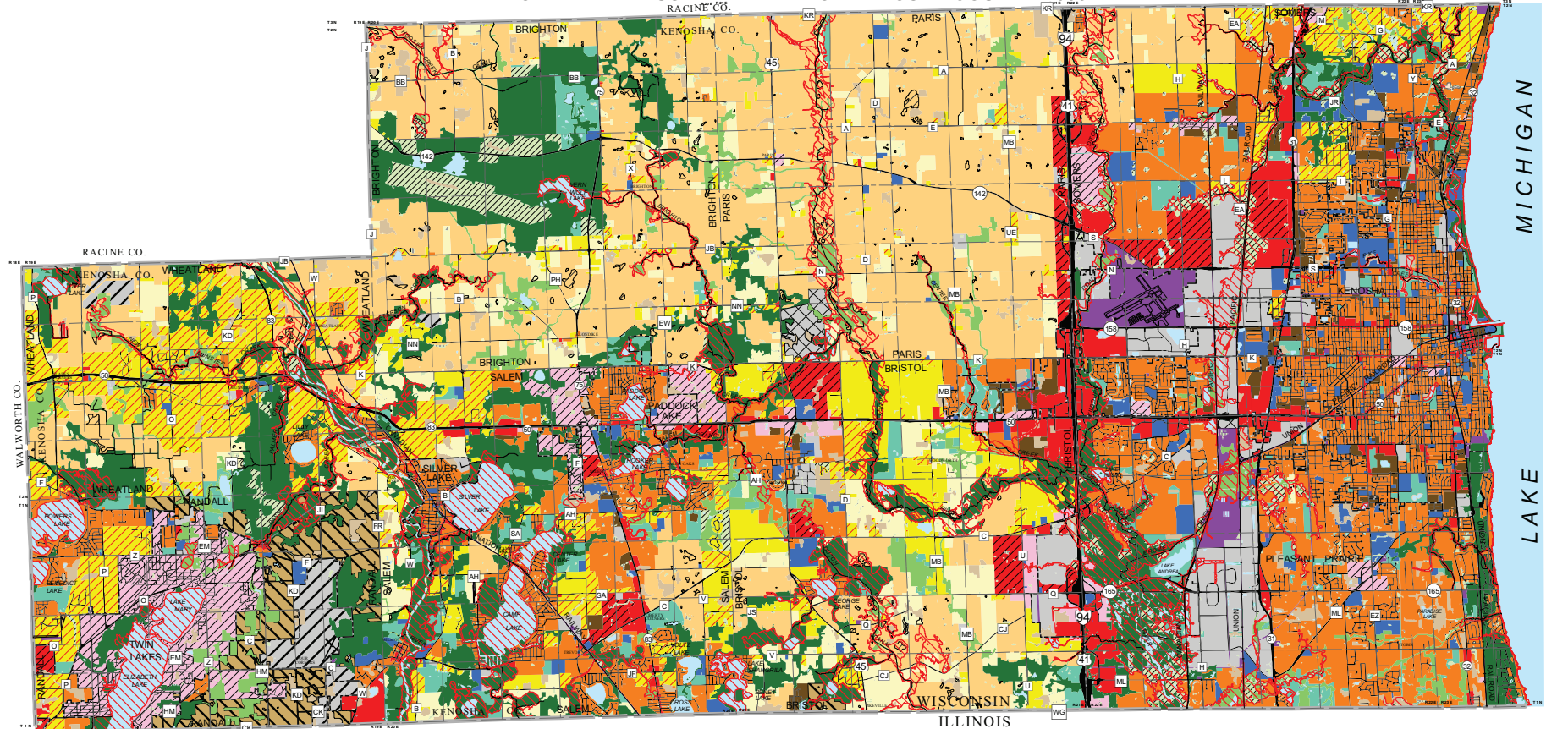
- | | |
|---|--|
| FARMLAND PROTECTION | PRIMARY ENVIRONMENTAL CORRIDOR |
| GENERAL AGRICULTURAL AND OPEN LANDS | SECONDARY ENVIRONMENTAL CORRIDOR |
| RURAL RESIDENTIAL | ISOLATED NATURAL RESOURCE AREA |
| EXISTING OR PLANNED URBAN DEVELOPMENT | OTHER CONSERVANCY LAND TO BE PRESERVED |
| PARK AND EXTRACTIVE AREAS | SURFACE WATER |
| NATURAL LIMITATIONS TO BUILDING SITE DEVELOPMENT (Includes slopes of 12 percent or greater, severe wet soils, severe structural soils, and farmed and nonfarmed wetlands from the 2005 Wisconsin Wetlands Inventory) | STREET AND HIGHWAY RIGHT-OF-WAY |
| | 100 - YEAR FLOODPLAIN (OVERLAY) |
| | PHASE 2 (2009-2035) |

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



Map 16

ADOPTED LAND USE PLAN MAP FOR KENOSHA COUNTY: 2035

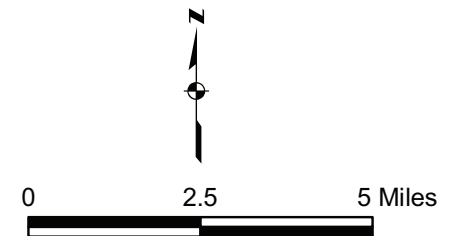


- FARMLAND PROTECTION
- GENERAL AGRICULTURAL AND OPEN LAND
- RURAL-DENSITY RESIDENTIAL
- AGRICULTURAL AND RURAL-DENSITY RESIDENTIAL
- SUBURBAN-DENSITY RESIDENTIAL
- MEDIUM-DENSITY RESIDENTIAL
- HIGH-DENSITY RESIDENTIAL
- MIXED USE
- COMMERCIAL
- OFFICE/PROFESSIONAL SERVICES
- INDUSTRIAL
- BUSINESS/INDUSTRIAL PARK

- GOVERNMENTAL AND INSTITUTIONAL
- PARK AND RECREATIONAL
- STREET AND HIGHWAY RIGHT-OF-WAY
- OTHER TRANSPORTATION, COMMUNICATION, AND UTILITY
- EXTRACTIVE
- LANDFILL
- 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

- SURFACE WATER
- FARMED WETLAND (OVERLAY)
- 100-YEAR FLOODPLAIN (OVERLAY)

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



Commercial

The land use plan map shows 46 acres of existing commercial use, or less than 1 percent of the Town. This category includes retail stores; services, such as barber or beautician shops, banks, and restaurants; and offices and professional services. The land use plan map also identifies generalized areas that have the potential for commercial use, which are indicated by red triangles. Potential commercial uses are to be developed within the Phase 2 line and would be considered by the Town Plan Commission and Town Board for land use plan map amendments to the commercial (office, retail, or service commercial uses) land use district and an associated rezoning to a business (B-1, B-2, B-3, B-4, or B-5) zoning district.

Existing commercial land uses are located in the hamlets of New Munster and Slades Corners and near Powers Lake, while potential commercial uses may be developed along STH 50 and in and near the hamlets of New Munster and Slades Corners in the vicinity of areas shown with a red triangle on the land use plan map.

Industrial

The land use plan map shows 52 acres of existing industrial use, or less than 1 percent of the Town. This category would accommodate manufacturing and other industrial uses, such as warehouses and outdoor storage of commercial vehicles and building materials. The land use plan map also identifies generalized areas that have the potential for industrial use, which are indicated by red triangles. Potential industrial uses are to be developed within the Phase 2 line and would be considered by the Town Plan Commission and Town Board for land use plan map amendments to the industrial land use district and associated rezoning to a manufacturing (M-1 or M-2) zoning district.

Existing industrial land uses are located in the hamlets of New Munster, Slades Corners, and Wheatland and along STH 50, while potential industrial uses may be developed along STH 50 and in and near the hamlets of New Munster and Slades Corners in the vicinity of areas shown with a red triangle on the land use plan map.

Governmental and Institutional Land Uses

Governmental and institutional uses on the land use plan map include the Wheatland Town Hall, the Wheatland Center Elementary School, the Wheatland volunteer fire station, three churches, and six cemeteries. The 38 acres in this category is the same as that which existed in 2007. Should residential development in the Town result in a need for additional space for government facilities, the land use plan map may be amended to designate a location for such facilities. Such facilities will be located within the Phase 2 line, unless impractical to do so due to engineering, financial, or other extenuating circumstances.

Park and Recreational

The park and recreational land use category includes lands developed with facilities for public and private outdoor recreation. Park and recreational uses on the land use plan map include Town-owned sites such as the New Munster Park, Kosh Park and Nature Area, Oakwood Shores Park, and beach on Lilly Lake. Other public park and open space sites include a 115-acre portion of a 234-acre undeveloped Kenosha County park site (the remaining 119 acres are located in the Town of Randall); the New Munster Wildlife Area, and lands located along the Fox River associated with the Fox River Flood Mitigation program. An inventory of park and open space sites is included in Chapter V. Park and recreational areas encompass 152 acres, or about 1 percent of the Town.

The Town will consider the preparation of a park and open space plan to identify neighborhood park sites to serve residential development in the Town.

Street and Highway Rights-of-Way

All existing street and highway rights-of-way (as of December 2008) are shown on Map 14 as a separate category. The Transportation Element (Chapter VIII) provides additional information regarding planned transportation facilities in the Town. There were 685 acres, or about 4 percent of the Town, within existing street and highway rights-of-way.

Communication, and Utility, and Other Transportation

Uses in this category include the right-of-way of the Canadian National Railroad, a parking lot adjacent to the Town Hall, and two cell towers. It is anticipated that the number of cell towers will increase somewhat over the planning period. Cell towers are regulated under the County zoning ordinance, and co-location of antennas is encouraged.

Farmland Protection

Areas designated for farmland protection on the land use plan map occupy 3,604 acres, or about 23 percent of the Town. This category allows for all agricultural uses and consists primarily of parcels 35 acres or greater in size that contain soils suitable for agricultural production. The plan encourages continuation of agricultural activity in these areas, including dairy farming, row crops, and niche agriculture, such as orchards and organic farming.

General Agricultural and Open Lands

General agricultural and open land uses occupy 603 acres, or about 4 percent of the Town, on the land use plan map. The general agricultural and open land use category would allow all agricultural uses, as well as residential development with an average density of one home for each 10.0 to 34.9 acres of land. The plan encourages continuation of agricultural-related activity in this area, including dairy farming, row crops, equestrian farms, pastures, agricultural-related warehousing and food processing, plant nurseries, and niche agriculture such as orchards, organic farming, and hobby farms. The use of conservation subdivision design or lot-averaging techniques is encouraged for residential uses developed within these areas.

Rural-Density Residential

The rural-density residential use category occupies 110 acres, or about 1 percent of the Town, on the 2035 land use plan map. This category includes single-family homes at lot sizes or densities equating to five acres to 9.9 acres per dwelling unit. The use of conservation subdivision design or lot-averaging techniques is encouraged to help preserve rural character in areas where rural-density residential development is allowed.

Extractive

Extractive land uses involve on-site extraction of surface or subsurface materials, primarily sand and gravel. There are two active extractive operations in the Town, which are designated on the land use plan map and encompass 221 acres, or about 1 percent of the Town. A nonmetallic mining permit has been issued for each site. The entire permit area for the sites, less existing secondary environmental corridors, has been designated as extractive on the land use plan map.

The County nonmetallic mining reclamation ordinance requires the preparation of a reclamation plan for re-use of all extractive sites when mining is completed. The extractive site in the northwest portion of the Town, owned by Meyers Materials Construction, has at least another 10 years of extractive use before being reclaimed and restored to agricultural uses. The extractive site in the south-central portion of the Town, owned by Powers Lake Construction, has at least a 20-year lifespan and is expected to be reclaimed for the storage of recycled construction material.

The Town Plan Commission and Town Board will consider an application for a plan amendment and rezoning to the M-3 zoning district to allow nonmetallic mineral extraction for any parcels located outside the Phase 2 line on the Town land use plan map.

Environmentally Significant Resource Areas

Environmentally significant resource areas shown on the land use plan map include wetlands, surface waters, primary and secondary environmental corridors, and isolated natural resource areas. These resources are described in the Agricultural, Natural, and Cultural Resources Element (Chapter V). To effectively guide development and redevelopment in the Town into a pattern that is efficient, stable, safe, healthful, and attractive, it is necessary to carefully consider the location of planned land uses in relation to these resources. Locating new development outside primary environmental corridors and other environmentally significant resource areas will serve to

maintain a high level of environmental quality in the Town, and will also avoid costly development problems such as flood damage, wet basements, and failing pavements. Properly relating new development to such environmentally significant areas will also help preserve the scenic beauty of the Town.

Where possible, this comprehensive plan recommends that new development be located entirely outside of primary and secondary environmental corridors, isolated natural resource areas, wetlands, and surface waters. While calling for preservation of primary and secondary environmental corridors and isolated natural resource areas, the plan recognizes that in some cases it may be necessary to allow very low density residential development on the upland portion of such lands (that is, outside surface water, wetlands, and floodplains). In addition to limited residential development, land uses such as transportation and utility facilities and certain recreational uses may also be accommodated within these environmentally significant areas without jeopardizing their overall integrity. Guidelines for the types of development that may be accommodated within various component natural resource features of environmental corridors and isolated natural resource areas are set forth in Table 24 in Chapter V. Even though these guidelines are not exhaustive, with good judgment they may be extended to, and be used for the evaluation of, proposals for similar types of development not specifically listed.

Primary Environmental Corridor

Environmental corridors contain almost all of the best remaining woodlands, wetlands, and wildlife habitat areas in the Town, as well as floodplains and steeply sloped areas where intensive urban development would be ill-advised. Primary environmental corridors encompass 3,209 acres, or about 21 percent of the Town.

Within the primary environmental corridors in the Town are four designated natural areas. These natural areas, listed on Table 21 in Chapter V, are identified in the regional natural areas and critical species habitat protection and management plan adopted by the Regional Planning Commission in September 1997. The regional natural areas plan recommends the preservation of all natural areas within the Town through protective acquisition. The plan recommends that the DNR acquire those portions of the New Munster Shrub-Carr and Tamarack Relict natural area which are not currently owned by the DNR as part of the New Munster Wildlife Area. The plan further recommends that the Powers Lake Management District acquire the Powers Lake Tamarack Relict natural area, and that a nonprofit conservation organization acquire the Peterson Creek Sedge Meadow natural area and the remaining portion of the Dyer Lake Sedge Meadow natural area.

Secondary Environmental Corridor

Secondary environmental corridors contain concentrations of high-value elements of the natural resource base, but are smaller in area than primary environmental corridors. Secondary environmental corridors occupy 750 acres, or about 5 percent of the Town.

Isolated Natural Resource Area

Isolated natural resource areas consist of areas with important natural resource values which are separated geographically from environmental corridors. Most of the isolated natural resource areas in the Town are wetlands or tracts of woodlands between five and 100 acres in size. Isolated natural resource areas occupy 274 acres, or about 2 percent of the Town.

Nonfarmed Wetland Outside Environmental Corridor, Isolated Natural Resource Area, and Other Conservancy Land to be Preserved

Nonfarmed wetlands of five acres or larger are located within primary environmental corridors, secondary environmental corridors, and isolated natural resource areas. Nonfarmed wetlands outside environmental corridors or isolated natural resource areas encompass 101 acres, or about 1 percent of the Town. These areas contain soils that are poorly drained and support wetland vegetation during years of normal or high precipitation or periods of normal or high water table. Nonfarmed wetlands are regulated by State and Federal laws and by the County zoning ordinance. Development of nonfarmed wetlands, usually requiring them to be filled, is limited. Permits to allow development in nonfarmed wetlands generally require "mitigation," which requires new wetlands to be created or existing degraded nonfarmed wetlands to be restored. Mitigation may be required on the same development site or in a different location.

Wetlands in this land use category encompass 101 acres, or about 1 percent of the Town. Wetland boundaries are based on the 2005 Wisconsin Wetlands Inventory, with updates to reflect field stakings approved by the DNR through 2008.

Other Conservancy Land to be Preserved

This land use category includes woodlands, natural areas, critical species habitat sites, and existing DNR land located outside of environmental corridors and isolated natural resource areas. The preservation of these areas may provide the only available wildlife habitat in an area and lend unique character and natural diversity to the community in a manner similar to isolated natural resource areas. Areas within this designation include existing land owned by the DNR along the Fox River and as part of the New Munster Wildlife area, and a portion of a proposed critical species habitat site, Kotrba Wetland, located along Bassett Creek. The project boundary (planned acquisition area) for the New Munster Wildlife Area is shown on Map 9 in Chapter V. The DNR acquires land on a willing-seller willing-buyer basis as funding becomes available. If natural vegetation develops on some of this open land, the re-vegetated areas may eventually be reclassified as an environmental corridor or isolated natural resource area. The plan recommends that 123 acres of other conservancy lands be preserved.

Surface Water

The Surface Water category includes major rivers, lakes, and ponds; which encompass 333 acres, or about 2 percent of the Town. Navigable streams, rivers, lakes, and ponds are protected by DNR regulations and the Kenosha County General Zoning and Shoreland/Floodplain Ordinance.

100-Year Floodplain (Overlay)

The 100-year floodplain overlay includes areas adjacent to rivers, streams, and lakes that are subject to inundation by the 100-year recurrence interval flood event. The floodplains shown on the land use plan map are based on the best information available at the time the map was prepared and include floodplains delineated as part of the Federal Emergency Management Agency (FEMA) 1981 Flood Insurance Study (FIS) and, in some cases, the floodplain delineations from the preliminary FEMA Map Modernization program underway as this comprehensive plan was being developed. Floodplains encompass 1,818 acres, or about 12 percent of the Town. Floodplain mapping for all of Kenosha County is being updated by FEMA and DNR as part of a Map Modernization Program. It is anticipated that new floodplain maps will be approved by FEMA and DNR in 2010. Floodplains in the Town are regulated under the Kenosha County General Zoning and Shoreland/Floodplain Ordinance.

Farmed Wetland (Overlay)

The farmed wetland overlay includes wetlands located outside existing or planned urban development that contain soil conditions which can support wetland vegetation; however, wetland vegetation is absent due to cultivation, use as a pasture, or other agricultural activities. Farming may continue in accordance with County zoning ordinances and other applicable laws. If natural vegetation develops on a farmed wetland when farming ceases, the re-vegetated areas may eventually be reclassified as part of an environmental corridor, isolated natural resource area, or nonfarmed wetland. Farmed wetlands encompass 143 acres, or about 1 percent of the Town.

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. 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 of the five five-year periods between 2010 and 2035. The amount of growth in each category is estimated as:

- **Residential:** As of the end of 2007, there were an estimated 1,500 housing units in the Town. The number of housing units increased by about 120 from the year 2000 (1,379 housing units) to 2007. Based on the household projection of 1,990 housing units developed by the Town for the year 2035, about 490 additional housing units will be needed between 2007 and 2035. An additional 490 units between 2007 and 2035 averages to about 96 new housing units during each five-year period from 2010 to 2035, plus an additional 10 units between 2007 and 2010. It was assumed that 80 percent of the new homes (392

housing units) would be developed at suburban density and 20 percent (98 new homes) at a rural density. It was further assumed that new homes in areas designated for suburban-density development would be constructed on an average lot size of 1.5 acres, plus 15 percent for new streets to serve the development; and new homes at a rural density would be constructed on an average lot size of 7.5 acres, plus 5 percent for new streets to serve the development. It was also assumed that 50 of the additional 392 suburban-density homes would be constructed on vacant lots within existing subdivisions. Using these assumptions, it is estimated that an average of about 119 acres will be converted from agricultural to suburban-density residential use during each five-year period between 2010 and 2035. It was assumed that no additional land will be converted to suburban-density residential use between 2007 and 2010, due to the number of existing vacant lots and depressed economic conditions. It was also assumed that an average of about 139 acres would be converted from agricultural to rural residential use for each five-year period between 2010 and 2035, plus an additional 80 acres between 2007 and 2010.

- **Commercial and Industrial:** The Town land use plan identifies 44 acres of commercial use and 51 acres of industrial use in 2007. The land use plan map designates an additional three acres for commercial and industrial development between 2007 and 2035, plus eight areas where the Town Plan Commission and Town Board will consider applications for commercial or industrial uses (shown as a red triangle on Map 14). Assuming that about 10 acres of commercial or industrial uses would be developed at each of these sites, up to 83 acres of additional commercial or industrial development would occur in the Town between 2007 and 2035. This averages to about 17 acres of additional commercial or industrial development during each five-year period between 2010 and 2035. Due to current depressed economic conditions, it was assumed no additional development would occur between 2007 and 2010.
- **Agricultural:** The number of acres in agricultural use will likely decline during the planning period, as land is converted from farming to urban uses. The amount of agricultural land in the Town is anticipated to decrease by 1,445 acres between 2007 and 2035, including a loss of about 80 acres between 2007 and 2010, and a loss of about 273 acres during each five-year period between 2010 and 2035. Land converted from agricultural to residential use may be less if only portions of parcels in the rural residential land use category are converted to urban use, and the remainder continues to be used for agricultural purposes.

The above projections assume that all land designated for rural- and suburban-density residential, commercial, and industrial growth will be developed by 2035. Because the rate of growth is dependent on many dynamic factors, not all of the areas shown on the plan map for urban use may develop by 2035. The comprehensive planning law requires that plans be updated at least every 10 years. The Town will evaluate and, if necessary, revise these projections when the plan is updated and/or amended.

PART 4: LAND USE GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- Encourage a balanced and sustainable spatial distribution among various types of land uses to meet the social, physical, and economic needs of Town residents.
- Accommodate the projected growth in population, households, and employment in the Town.
- Encourage sustainable development of land for business and residential use.
- Maintain the rural character of the Town.
- Accommodate new residential development at appropriate densities.

Objectives:

- Encourage land uses that promote efficient development patterns and relatively low costs to all levels of government.
- Encourage development and redevelopment of land with access to existing infrastructure and public services.

- Encourage infill development.
- Discourage development within environmental corridors, isolated natural resource areas, wetlands, and floodplains.

Policies:

- Encourage residential development only on soils that are well suited to such development served by private onsite waste treatment systems (POWTS) and private wells in order to avoid the creation of water pollution and public health problems.
- No land division which requires the installation of a mound system shall be approved by the Town unless each such parcel to be created contains at least 1.5 acres of land, excluding road rights-of-way, any lands delineated as wetland, or designated as being within the established 100-year floodplain as maintained by the records of the Kenosha County Department of Planning and Development.
- Protect primary environmental corridors, secondary environmental corridors, and isolated natural resource areas in accordance with the guidelines set forth on Table 24 in the Agricultural, Natural, and Cultural Resources Element (Chapter V).
- Extractive operations will comply with existing ordinances and carry out reclamation plans.
- Ensure planned land uses in the Town are adequately served by street and highway networks, utilities, and community facilities.

Programs:

- Proposed plan amendments and rezonings will comply with the Development Standards set forth in this Element.
- Work with Kenosha County when developing future Town comprehensive plans and plan amendments to ensure the plan can be implemented through County zoning and subdivision ordinances or amendments to such ordinances.
- Consider establishing 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 an ordinance is enacted by the Town.

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.

In addition, the following comprehensive planning goals related to the housing element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process: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.
- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Providing an adequate supply of affordable housing for individuals of all income levels throughout the community.
- 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.

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.

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

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.

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 30, there were 1,379 housing units in the Town in 2000. About 74 percent, or 1,025 units, were owner-occupied and about 13 percent, or 184 units, were renter-occupied. About 12 percent of the total housing units, or 170 units, were vacant.

Value of Owner-Occupied Housing Units

Table 31 sets forth the value of specified owner-occupied housing units² 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 31 percent of owner-occupied homes had values between \$100,000 and \$149,999 and about 26 percent had values between \$150,000 and \$199,999. About 22 percent of owner-occupied homes had values between \$50,000 and \$99,999 and about 13 percent had values between \$200,000 and \$299,999. About 4 percent of homes had values less than \$50,000 and about 3 percent of homes had values between \$300,000 and \$499,999. There were no homes that had a value of more than \$500,000. The median value for owner-occupied housing units in the Town was \$138,300. Table 32 sets forth the value of owner-occupied housing units for each local government in Kenosha County.

²The 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.

Median Sales Prices

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 33 sets forth the number of MLS sales and the median sales prices for housing units in the County from 2000 to 2008.³ 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.

Structure Type and Year Built

Table 34 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 567 to 1,379, or by about 143 percent, between 1970 through 2000. In 2000, about 80 percent of housing units in the Town were in single-family structures and about 5 percent were in two-family structures. About 1 percent of units were in multi-family structures and about 14 percent were mobile homes or other types of residential structures. The number of residential units in the Town increased from 1,379 to 1,502, or by about 12 percent, between 2000 and 2008. Although there was an increase in the total number of housing units between 2000 and 2008, the percentage of units in single-family, two-family, multi-family, and other residential structures remained similar.

The age of the existing housing stock, set forth in Table 35, 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 14 percent of the Town's housing stock was constructed between 1990 and 2000 and the median year built was 1965. About 20 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.

Table 30

TOTAL HOUSING UNITS IN THE TOWN OF WHEATLAND: 2000

| Occupancy | Housing Units | |
|-----------------------|---------------------|---------|
| | Number ^a | Percent |
| Owner-occupied | 1,025 | 74.3 |
| Renter-occupied | 184 | 13.4 |
| Vacant | 170 | 12.3 |
| Total | 1,379 | 100.0 |

^aTotals are based on 100 percent of respondents to the 2000 Census.

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

Table 31

VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS^a IN THE TOWN OF WHEATLAND: 2000

| Value | Housing Units | |
|------------------------------|---------------|---------|
| | Number | Percent |
| Less than \$50,000 | 28 | 3.7 |
| \$50,000 to \$99,999 | 168 | 22.4 |
| \$100,000 to \$149,999 | 235 | 31.4 |
| \$150,000 to \$199,999 | 193 | 25.8 |
| \$200,000 to \$299,999 | 100 | 13.4 |
| \$300,000 to \$499,999 | 25 | 3.3 |
| \$500,000 or more | -- | -- |
| Total | 749 | 100.0 |
| Median Value | \$138,300 | -- |

^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.

³The median sales price information is limited to single-family homes, duplexes, and condominiums.

Table 32

VALUE FOR SPECIFIED OWNER-OCCUPIED HOUSING UNITS IN KENOSHA COUNTY COMMUNITIES: 2000^a

| Community | Less than \$50,000 | | \$50,000 to \$99,999 | | \$100,000 to \$149,999 | | \$150,000 to \$199,999 | |
|-----------------------|--------------------|---------|----------------------|---------|------------------------|---------|------------------------|---------|
| | 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 |

| Community | \$200,000 to \$299,999 | | \$300,000 to \$499,999 | | \$500,000 or More | | Total | | Median Value (dollars) |
|-----------------------|------------------------|---------|------------------------|---------|-------------------|---------|--------|---------|---------------------------|
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent | |
| 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 multiunit 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.

A condition rating has been assigned to each housing unit by the Town assessor. The ratings, set forth in Table 36, 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.

All housing units in the Town had a condition score of excellent/very good, good, average, or fair in 2006. There were no homes determined to be in poor/very poor or 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 4,998 persons (see Chapter IV). The number of residents expected to reside in “group quarters,” where applicable, (none in the Town) is then subtracted from the projected total population, and the result is divided by the projected household size (2.51 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 2,051.

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 (1,379 units) from the projected number of housing units (2,051 units) needed in 2035. The resulting projected demand is about 672 additional housing units in the Town by 2035. As of the end of 2008, there were an estimated 1,502 housing units in the Town, which would result in a need for an additional 549 housing units between 2008 and 2035.

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 37. 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.

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.

Table 33

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.

Table 34

HOUSING UNITS BY STRUCTURE TYPE IN THE TOWN OF WHEATLAND: 1970 THROUGH 2008

| Year ^a | Single-Family Detached | | Single-Family Attached ^b | | Two-Family | |
|-------------------|------------------------|------------------|-------------------------------------|------------------|------------------|------------------|
| | Housing Units | Percent of Total | Housing Units | Percent of Total | Housing Units | Percent of Total |
| 1970 | 493 | 86.9 | - - | - - | - - ^e | - - ^e |
| 1980 | 785 | 75.5 | 7 | 0.7 | 56 | 5.4 |
| 1990 | 1,000 | 75.1 | 40 | 3.0 | 42 | 3.2 |
| 2000 | 1,077 | 78.1 | 28 | 2.0 | 71 ^f | 5.1 |
| 2008 | 1,228 | 81.8 | - - | - - | 71 ^f | 4.7 |

| Year ^a | Multi-Family | | Mobile Homes and Other ^c | | Total ^d | |
|-------------------|-----------------|------------------|-------------------------------------|------------------|--------------------|------------------|
| | Housing Units | Percent of Total | Housing Units | Percent of Total | Housing Units | Percent of Total |
| 1970 | 52 ^e | 9.2 ^e | 22 | 3.9 | 567 | 100.0 |
| 1980 | 30 | 2.9 | 161 | 15.5 | 1,039 | 100.0 |
| 1990 | 26 | 2.0 | 222 | 16.7 | 1,330 | 100.0 |
| 2000 | 16 | 1.2 | 187 | 13.6 | 1,379 | 100.0 |
| 2008 | 16 | 1.1 | 187 | 12.4 | 1,502 | 100.0 |

^a1970 to 2000 data are from the U.S. Census Bureau. 2008 data includes 2000 Census data plus the number of building permits issued for each type of housing unit from 2000 through 2008. Building permit data were provided by the Wisconsin Department of Administration.

^bIn this data, single-family attached housing units, 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 townhouses, rowhouses, double houses, and houses attached to nonresidential structures. Such Census data was not available for 1970. 2008 data likely include 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.

^fTotal is not an even number because calculation is based on a sample size of one household in six, which is then extrapolated by the Census Bureau.

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

Zoning Regulations

Zoning Districts

Zoning regulations can substantially determine the location, size, and type of housing. Zoning in the Town of Wheatland is regulated by the Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance. Zoning districts in effect in 2008 in the Town of Wheatland are described in Table 1 in Chapter II and are shown on Map 4.

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.

Table 35

YEAR BUILT FOR HOUSING UNITS
IN THE TOWN OF WHEATLAND: 2000

| Year Built | Housing Units | |
|-------------------------|---------------------|---------|
| | Number ^a | Percent |
| 1995 to March 2000..... | 88 | 6.4 |
| 1990 through 1994 | 107 | 7.8 |
| 1980 through 1989 | 119 | 8.6 |
| 1970 through 1979 | 304 | 22.0 |
| 1960 through 1969 | 150 | 10.9 |
| 1940 through 1959 | 332 | 24.0 |
| Before 1940..... | 281 | 20.3 |
| Total | 1,381 | 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.

Table 36

HOUSING CONDITIONS IN THE TOWN OF WHEATLAND: 2006

| Condition ^a | Housing Type | | | | | | | | Total | |
|------------------------|---------------|--------------------------------|------------|--------------------------------|---------------------------|--------------------------------|--------------------|--------------------------------|--------|--------------------------------|
| | Single-Family | | Two-Family | | Multi-Family ^b | | Other ^c | | | |
| | 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..... | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Very Good | 7 | 0.6 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 7 | 0.6 |
| Good..... | 162 | 12.8 | 0 | 0.0 | 2 | 0.2 | 0 | 0.0 | 164 | 13.0 |
| Average | 728 | 57.7 | 0 | 0.0 | 19 | 1.5 | 0 | 0.0 | 747 | 59.2 |
| Fair | 328 | 26.0 | 0 | 0.0 | 16 | 1.3 | 0 | 0.0 | 344 | 27.2 |
| Poor | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Very Poor..... | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Unsound | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Total | 1,225 | 97.1 | 0 | 0.0 | 37 | 2.9 | 0 | 0.0 | 1,262 | 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 units in apartment buildings of three units and larger, and also likely includes two-family units. According to Table 34, there were about 70 two-family housing units in the Town in 2000 and 2008.

^cIncludes residential units in commercial buildings.

Source: Town assessor and SEWRPC.

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

Table 37

HOUSING PROGRAMS AVAILABLE IN THE TOWN OF WHEATLAND 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 United 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. |
| 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. |

Table 37 (continued)

| Sponsor | Program Name | Description ^a |
|--|---|--|
| 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 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. 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 onsite 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. |
| 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. |

Table 37 (continued)

| Sponsor | Program Name | Description ^a |
|---|---|---|
| Wisconsin Housing and Economic Development Authority (WHEDA) (continued) | 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) | <p>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 rehab 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, non-profit 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.</p> <p>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 a home to be purchased to help reduce homeownership costs for low-income households.</p> |
| 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. |
| | 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. |

Table 37 (continued)

| Sponsor | Program Name | Description ^a |
|---|---------------------------------------|---|
| 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.

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.⁴

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

⁴The 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.

important from a housing cost perspective since the higher the density allowed on a parcel the more likely the rent or cost of dwelling units will decrease in comparison to a parcel developed at a low density. Typically developments with high densities are located where lands are served or can be provided with public sanitary sewer and water services.

Because the Town lacks public sanitary sewer and public water services, most residential development is single-family homes on lots of one acre or more. Smaller lots are located in older subdivisions around the lakes; however, these properties tend to be relatively high-priced due to competition for lake-front homes. More affordable housing in the Town is provided in the Wheatland Estates Mobile home park.

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 PUD zoning districts 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. As of 2008, there were no PUD overlay zoning districts within the Town of Wheatland.

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. As of 2008, there were no Rural Cluster Development overlay zoning districts within the Town of Wheatland.

PART 3: HOUSING GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Goals:

- In cooperation with neighboring communities, support a range of housing types to serve the varied and special needs of area residents.

- Maintain the rural character of the Town.
- 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 encourage the provision of affordable housing choices for people who work in the Town.
- To encourage the provision of affordable housing choices for the Town's aging, disabled, and young family populations.
- To encourage universal design (designed for all physical abilities) in housing and subdivision construction to accommodate all population groups.
- To encourage builders to provide well-constructed housing with adequate services.

Policies:

- On request, cooperate with government agencies and developers to implement creative ideas that are supported by the Town to provide low- and moderate-income housing in the Town while maintaining appropriate densities.
- Support Kenosha County Housing Authority and other programs that provide grants or low-interest 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 Design⁵ and Visitability.⁶

⁵Accessibility 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.”

⁶Visitability 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.

Programs:

- Areas on the Town land use plan map (Map 14 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.
- 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 Wheatland. The planning recommendations set forth in Part 3 of this chapter are directly related to the inventory information. Inventory findings include:

- There were 1,379 total housing units in the Town in 2000. About 74 percent, or 1,025 were owner-occupied and about 13 percent, or 184, were renter-occupied. About 12 percent of the total housing units, or 170 units, were vacant.
- The median value for owner-occupied housing units in the Town in 2000 was \$138,300.
- 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 80 percent of housing units in the Town were in single-family structures and about 5 percent were in two-family structures. About 1 percent of units were in multi-family structures and about 14 percent were mobile homes or other types of residential structures.
- The number of residential units in the County increased from 1,379 to 1,502, or by about 9 percent, between 2000 and 2008. Although there was an increase in the total number of housing units between 2000 and 2008, 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 in Kenosha County.
- All of housing units in the Town had a condition score of excellent/very good, good, average, or fair in 2006. There were no homes determined to be in poor/very poor or 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 549 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 Wheatland 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. Notwithstanding any contrary provisions regulating zoning as set forth in the Kenosha County Code of Ordinances, in the Town of Wheatland, no land division which requires the installation of a “mound system” for private onsite waste treatment systems shall be approved by the Town of Wheatland unless each such parcel to be created contains at least 1.5 acres (65,340 square feet) of land, excluding road right-of-way, any lands delineated as wetland, or designated as being within an established floodplain as maintained by the records of the Kenosha County Department of Planning and Development.
- 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

In addition, the following comprehensive planning goals related to the transportation element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:¹

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of neighborhood designs that support a range of transportation choices.

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

- Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- Encouragement of coordination and cooperation among nearby units of government.
- 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 citizens and persons with disabilities.

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 Wheatland. 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 60 miles of streets and highways in the Town of Wheatland,² under the Town's Wisconsin Department of Transportation (WisDOT) certified mileage. Streets and highways in the Town are shown on Map 17.

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 plan³ 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.

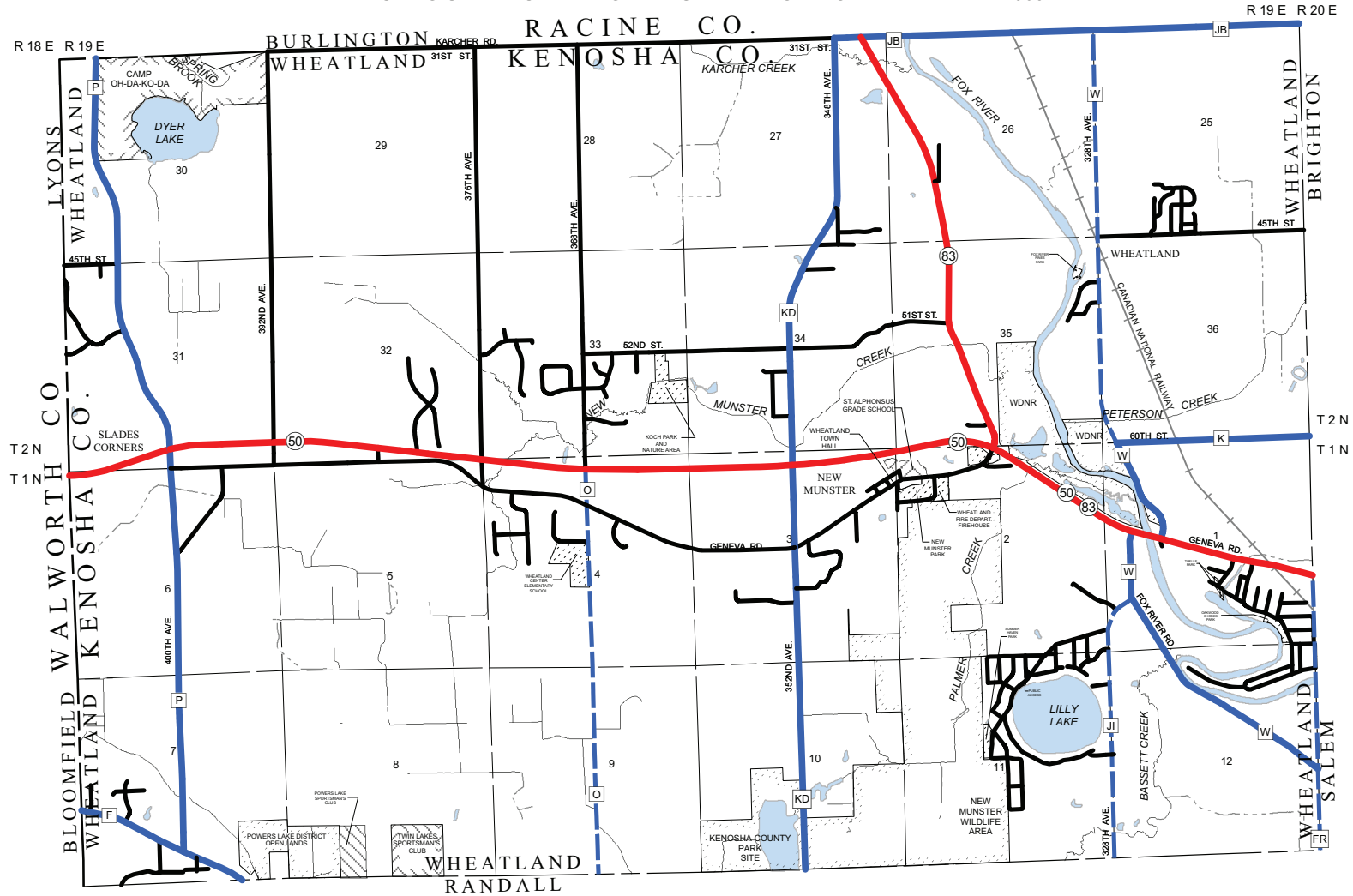
In addition to their functional classification, arterial streets and highways are also classified by the unit of government that has responsibility, or jurisdiction, over the facility. WisDOT has jurisdiction over the State trunk highway (STH) system, Kenosha County has jurisdiction over the County trunk highway (CTH) system, and each local government has jurisdiction over local arterial streets within the local government.

²Total street and highway mileage does not include private streets.

³The 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.

Map 17

EXISTING STREETS AND HIGHWAYS IN THE TOWN OF WHEATLAND: 2009



- STATE ARTERIAL (NON-FREEWAY)
- COUNTY ARTERIAL
- - - COUNTY HIGHWAYS NOT CLASSIFIED AS ARTERIAL HIGHWAYS
- COLLECTOR AND LAND ACCESS STREETS

Source: SEWRPC.



0 4,000 8,000 Feet

There were about 22.6 miles of arterial highways in the Town in 2009. About 8.4 miles were under the jurisdiction of WisDOT, including STH 50 and STH 83. About 14.2 miles of arterial highways were under the jurisdiction of Kenosha County, including CTH F, JB, K, KD, P, and that portion of CTH W south of CTH K. There were no arterial streets under Town jurisdiction.

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 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 access streets are generally uniform throughout a community,⁴ compared to arterial streets whose widths and cross-sections vary based on anticipated traffic loads. In 2009, there were about 37.4 miles of collector and land access streets in the Town, including about 4.2 miles of non-arterial county highways (CTH FR, JI, O, and that portion of CTH W north of CTH K), and about 33.2 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.

⁴*Minimum right-of-way and pavement width requirements for new town roads are specified in Section 82.50 of the Wisconsin Statutes.*

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 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 Mitchell International and 50 other cities and metropolitan areas, with connections available to any destination served by air. Chicago's O'Hare and Midway International Airports offer public commercial air service to destinations throughout the world and are located 40 and 60 miles, respectively, to the south.

Urban Public Transportation

Express Transit

The Kenosha-Racine-Milwaukee Commuter Bus, operated by Wisconsin Coach Lines/Coach USA, offers fixed-route 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-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 24-hours a day, seven days a week.
- KAS Transportation – Provides advance reservation, door-to-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-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 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 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. 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. 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.

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 Wheatland 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.⁵ 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.

⁵*This rail line, formerly the Wisconsin Central Limited, was acquired by the Canadian National Railway in 2001.*

There are no ports⁶ located in the County. Water freight facilities and services are provided to the County by the Port of Milwaukee, which is located approximately 23 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 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

⁶Ports are defined as facilities for the docking, loading, or unloading of ships, barges, or boats that primarily transport freight.

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 18. Alternative alignments for the conceptual location of the proposed street and highway segments shown on Map 18 will be evaluated during preliminary engineering, which will precede construction of proposed routes. There are no capacity improvements recommended for arterial streets and highways in the Town.

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 19 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 CTH JI from County to local (Town) jurisdiction, the transfer of CTH O from County to local (Town) jurisdiction, the transfer of CTH W north of CTH K from County to local (Town) jurisdiction, and the transfer of 31st Street from 376th Avenue to CTH KD from local (Town) to County jurisdiction. The Town and County 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 plan.

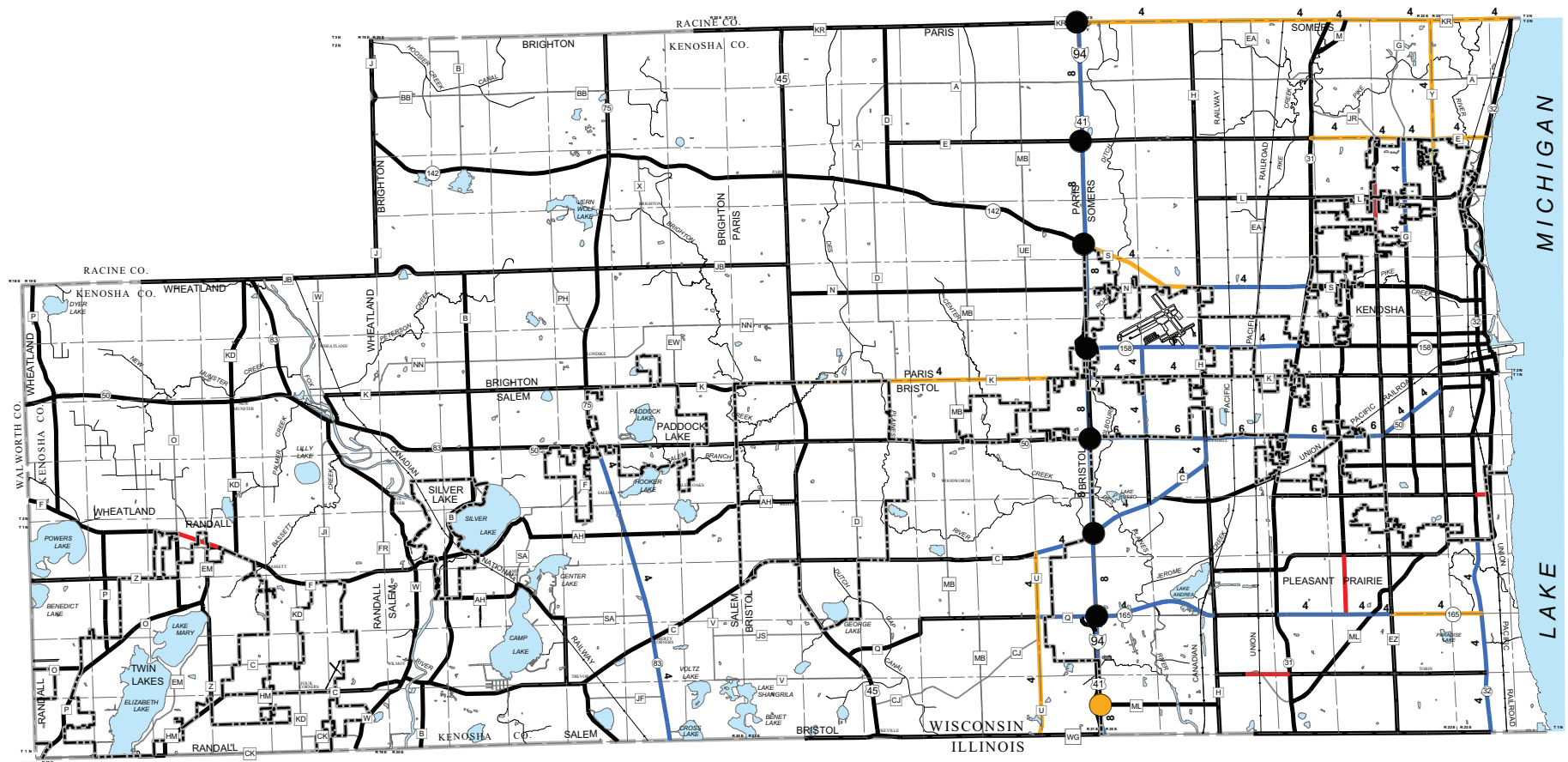
Transit Element

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

Map 18

RECOMMENDED FUNCTIONAL IMPROVEMENTS TO THE ARTERIAL STREET AND HIGHWAY SYSTEM PLAN IN KENOSHA COUNTY

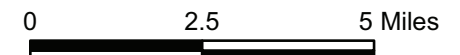


ARTERIAL STREET OR HIGHWAY

- 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)

FREWAY INTERCHANGE

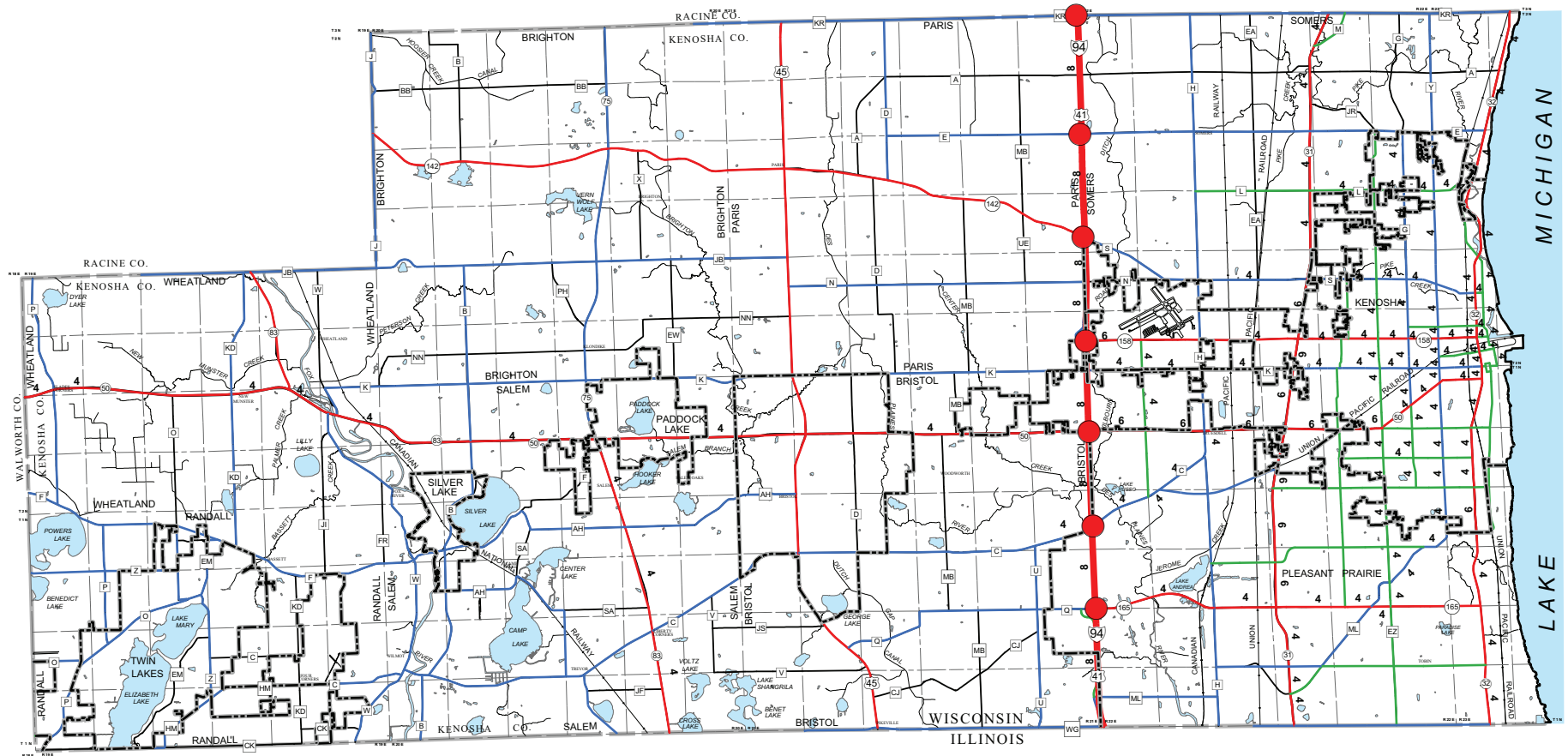
- EXISTING
- RESERVE RIGHT-OF-WAY TO ACCOMMODATE FUTURE IMPROVEMENT (POTENTIAL NEW INTERCHANGE)



Source: SEWRPC.

Map 19

JURISDICTIONAL HIGHWAY SYSTEM PLAN OF THE YEAR 2035 REGIONAL TRANSPORTATION PLAN AS IT PERTAINS TO KENOSHA COUNTY

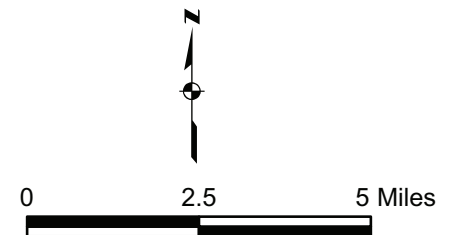


FREEWAY

- STATE TRUNK HIGHWAY
- INTERCHANGE

STANDARD ARTERIAL

- STATE TRUNK HIGHWAY
- COUNTY TRUNK HIGHWAY
- LOCAL TRUNK HIGHWAY
- 4 NUMBER OF TRAFFIC LANES
(2 WHERE UNNUMBERED)



Source: SEWRPC.

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 bi-directional 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 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 20. The regional plan recommends that county and local governments prepare bicycle system plans for their jurisdictions that would supplement and refine the regional plan.

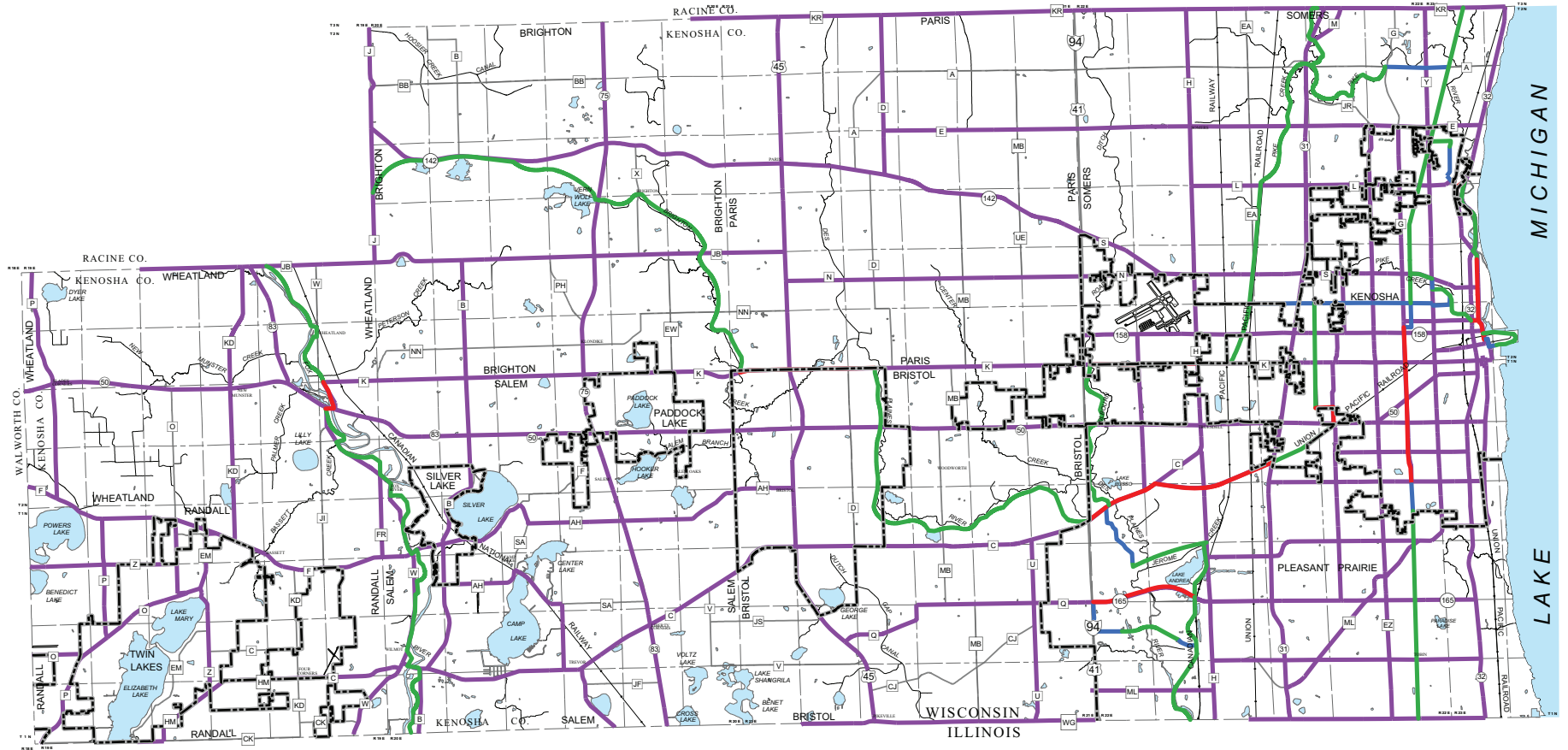
The pedestrian facilities portion of the bicycle and pedestrian element is envisioned as a policy plan, rather than a system plan. It proposes that the various units and agencies of government responsible for the construction and maintenance of pedestrian facilities adopt and follow a series of recommended 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. Since most development in the Town is rural in nature, sidewalks are generally not required. Sidewalks, pedestrian pathways, and pedestrian trails may be required to be provided within new developments in the Town of Wheatland as may be deemed necessary by the Town Board with Plan Commission review and recommendation.

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

Map 20

BICYCLE WAY SYSTEM ELEMENT OF THE 2035 REGIONAL TRANSPORTATION SYSTEM PLAN AS IT PERTAINS TO KENOSHA COUNTY



— OFF-STREET BICYCLE WAY IN UTILITY OR NATURAL RESOURCE CORRIDOR

— SURFACE ARTERIAL STREET CONNECTION TO OFF-STREET BICYCLE WAY SYSTEM

— NONARTERIAL STREET CONNECTION TO OFF-STREET BICYCLE WAY SYSTEM

— SURFACE ARTERIAL STREETS AND HIGHWAY WHERE BICYCLE ACCOMMODATION SHOULD BE CONSIDERED WHEN FACILITIES ARE RESURFACED OR RECONSTRUCTED



0 2.5 5 Miles

Source: SEWRPC.

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.

The Wisconsin Department of Transportation, Bureau of Aeronautics in conjunction with the Bureau of Planning has developed the 2020 Wisconsin Airport System Plan.⁷ 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.

⁷A 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.

Objectives:

- 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.
- 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 Map 14 in the Land Use Element (Chapter VI).
- Consider connections to existing or future development on adjacent parcels when reviewing site plans, preliminary plats, and certified survey maps.
- Encourage through streets with more than one access to connecting streets, rather than cul-de-sac streets.
- Conform to existing topography, if possible, when constructing new streets.
- Lay out streets so that all vehicles, especially emergency vehicles, can travel in a safe and efficient manner.
- Design, reconstruct, and operate streets and highways under Town jurisdiction to provide safe access for all users, including bicyclists, pedestrians, and vehicles, including trucks and farm equipment.
- Consider the needs of farm equipment when designing streets and highways under Town jurisdiction, particularly when designing intersections and when determining the width and surfacing of shoulders.
- 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.
- Locate business and industrial development at selected locations along state and county highways, as designated on the land use plan map, rather than stripped along such highways.
- Consider support for the continued operation of the western Kenosha County transit system.
- Consider including facilities for walking and bicycling during the review and approval of all development projects, including street and highway improvements, to provide an alternative to motor vehicle travel and to promote a healthy lifestyle.
- 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 Wheatland, and information on regional transportation facilities and services that serve Town residents. The planning recommendations set forth in Part 3 of this chapter are directly related to the inventory information. Inventory findings include:

- 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. 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. 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 on-street miles and seven miles of off-street bikeways. Additional on-street and off-street bikeways are located in the Villages of Pleasant Prairie, Paddock Lake, Silver Lake, and Twin Lakes; and the Towns of Paris and Somers.
- 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.

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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 Wheatland. 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 or construct new utilities 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

In addition, the following comprehensive planning goals related to the utilities and community facilities element are set forth in Section 16.965 of the *Statutes* and were addressed as part of the planning process:¹

- Promotion of the redevelopment of land with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, State government, and utility costs.
- 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.

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

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 Wheatland 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 Wheatland 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, 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 recommendations set forth by regional plans and the anticipated land use development pattern set forth in Chapter VI, the Land Use Element. 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 Disposal

All developed properties in the Town 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 755 POWTS in the Town. There are no public sanitary sewers in the Town.

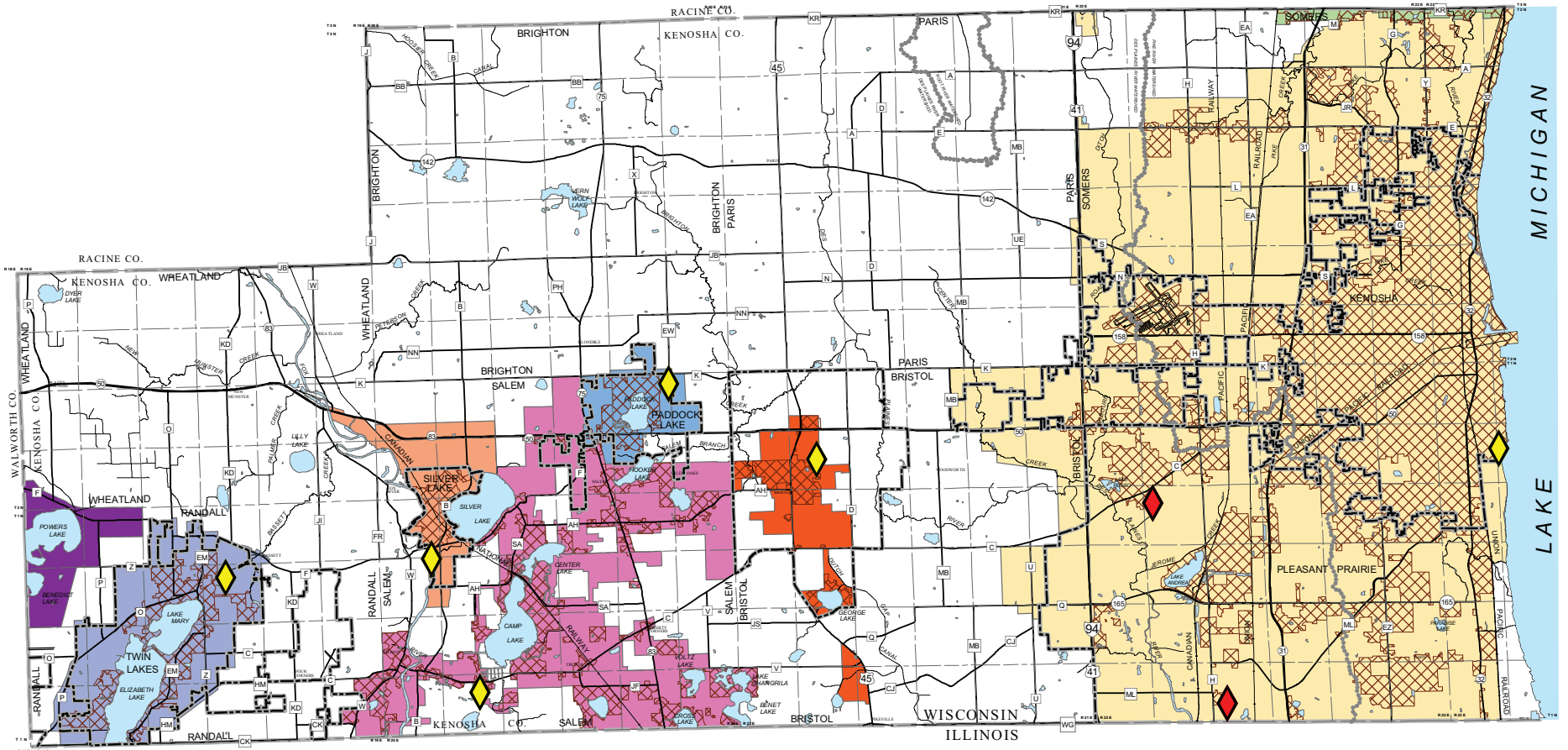
The authority to regulate POWTS comes from Chapters Comm 5, Comm 16, Comm 82, Comm 84 through 87, and Comm 91 of the *Wisconsin Administrative Code*. Chapter 15, the Sanitary Code and Private Sewage System Ordinance, of the Kenosha County Code of Ordinances sets forth the regulations for POWTS in the 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*. The Town will continue to support and comply with the County's Sanitary Code and Private Sewage System Ordinance.

As shown on Map 21, portions of the Town are included within two planned sanitary sewer service areas. The Village of Silver Lake sanitary sewer service area is located in the eastern portion of the Town east of the Fox River and along STH 50/83. The Village of Silver Lake does not currently provide sewer service to areas in the Town of Wheatland. The Powers-Benedict-Tombeau Lakes sanitary sewer service area is located in the southwestern portion of the Town near Powers Lake and along CTH F. The Powers-Benedict-Tombeau Lakes sanitary sewer service area is conceptual, and was prepared to resolve onsite sewage disposal problems for existing development in the "lakes" area, including areas within the Town. A sanitary or utility district would need to be formed in order to develop a sanitary sewer system for the lakes area.

In the early 1990's, a sanitary sewerage facilities plan was prepared for the Town that envisioned a sewer service area with the provision of public sanitary sewer service in the eastern portion of the Town. The intent of the plan was to provide a solution to address onsite sewage disposal problems associated with existing development within the Town, especially east of the Fox River. The plan recommended the construction of a public sewage treatment facility east of the Fox River, which would then provide public sanitary sewer service to the Fox River area

Map 21

ADOPTED SANITARY SEWER SERVICE AREAS AND EXISTING AREAS SERVED BY SEWER IN KENOSHA COUNTY



ADOPTED SANITARY SEWER SERVICE AREAS (JUNE 2007)

- GREATER KENOSHA
- BRISTOL
- PADDOCK LAKE
- SALEM
- SILVER LAKE
- TWIN LAKES
- RACINE AND ENVIRONS
- POWERS - BENEDICT - TOMBEAU LAKES
(UNREFINED--NO EXISTING SEWER SERVICE PROVIDED)

- AREAS SERVED BY SEWER: 2000
- EXISTING SEWAGE TREATMENT PLANT
- EXISTING SEWAGE TREATMENT PLANT
PROPOSED TO BE ABANDONED
- SUBCONTINENTAL DIVIDE

Note: Although the Greater Kenosha sewer service area includes a small portion of the Town of Paris, the Paris Town Board did not adopt the sewer service area plan, and does not support the inclusion of lands in the Town in the sewer service area.



0 2.5 5 Miles

Source: SEWRPC.

(Oakwood Shores and Fox River Pines subdivisions), the hamlet of Wheatland, and the Wheatland Estates mobile home park. The Town elected not to implement the sanitary sewerage facilities plan due to a lack of public support and fiscal constraints. It is envisioned that new urban development within the Town will continue to be served by private onsite sewage disposal systems.

Water Supply

Water for domestic and other uses in the Town is supplied by groundwater through the use of private wells, including a private water supply system serving the Wheatland Estates mobile home park. 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 Wheatland, 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 Wheatland draws water from the shallow aquifer, which is expected to provide adequate amounts of water to serve Town residents during the planning period. 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.

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.² 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.

Stormwater in the Town of Wheatland drains through natural watercourses, roadside ditches, and culverts. The Town does not have a centralized storm sewer system. The Town will consider the preparation of a stormwater management plan to serve existing and planned urban areas within the Town. The plan should provide for the development of an integrated system of stormwater management facilities and measures, rather than the current practice of designing stormwater management facilities on a project-by-project (usually a subdivision-by-subdivision) basis.

Solid Waste Disposal

The Town of Wheatland provides a drop-off site on 341st Avenue, served by Waste Management, where residents can dispose of solid waste. Town residents may also contract privately with Waste Management for garbage collection services.

²*Infiltration 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.*

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. Most of the solid waste collected in the Town is landfilled in the Pheasant Run Landfill in the Town of Paris (Kenosha County), operated by Waste Management. The landfill receives solid waste from sources throughout the State of Wisconsin, primarily from the county in which it is located and adjacent counties, as well as from sources in the State of Illinois. 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 a drop-off site for nonhazardous solid waste for Town residents. The Town will discuss possible alternative methods of solid waste disposal with Waste Management or other environmental service providers when a need for expanded services is identified by Town officials, as a result of additional urban development in the Town.

Recycling Facilities

Each local government in Kenosha County carries out a recycling program for household waste (no hazardous waste) within its jurisdiction. A drop-off site, located at 341st Avenue, serves the recycling needs of Town of Wheatland residents.

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 and which institutions or private businesses and industries accept or collect various household items for proper disposal. The guide can be viewed at http://kenosha.uwex.edu/ag/documents/Recycling_brochure.pdf.

Kenosha County does not anticipate administering a recycling program during the comprehensive plan design period, but will consider 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.

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 continue to provide a drop-off site for recyclable materials for Town residents.

Road Maintenance

The Kenosha County Division of Highways is responsible for maintaining County and State highways within the Town. The Town has an agreement with the County to provide road maintenance services for Town roads as well. Examples include pavement and shoulder maintenance and mowing and clearing roadside ditches. The County is reimbursed for time and materials plus an administrative fee. The Town contracts with private providers

for major paving projects and snow plowing on Town roads. The Town also has an agreement with the Town of Burlington in Racine County for maintenance of roads on the Town line that are not under County or State jurisdiction.

Parks

As of 2009, the Town of Wheatland owned eight park and open space sites encompassing 43 acres, including the 19-acre Koch Park and Nature Area and the 13-acre New Munster Park. The Wheatland Center Elementary School was also located in the Town and provided nine acres of recreational land. The Powers Lake District also owned 74 acres of open space in the Town. Kenosha County owned a 115-acre portion of a 235-acre undeveloped park site in the Town and also owned approximately 30 acres of open space land as part of the Fox River Flood Mitigation Program. The DNR owned a 655-acre portion of the 1,054-acre New Munster Wildlife Area and 174 acres of mitigation open space land along the Fox River and STH 50 in the Town. Together, these 14 sites provide 1,100 acres of publicly-owned park and open space in the Town. All existing parks in the Town are listed in Table 23 in Chapter V.

A County park and open space plan³ 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. To date, 234 acres have been acquired by the County for the park, which is proposed to eventually include about 550 acres. About 115 acres of the park are located in Wheatland, and the remaining 119 acres are in the Town of Randall. The site was formerly used as a gravel pit, and is currently undeveloped. The site encompasses woodlands and wetlands, and a 40-acre spring-fed lake. Proposed facility development includes a swimming beach, beach house, picnicking facilities, a non-motorized boat launch, and hiking trails.

The outdoor recreation element of the County park plan also recommends a full range of community and neighborhood parks for urban areas of the County that provide facilities for more intensive recreational activities, such as baseball, tennis, and playground activities. Recommendations for the provision of local park sites and facilities should be identified through the preparation and adoption of local park and open space plans. The Agricultural, Natural, and Cultural Resources Element (Chapter V) recommends that the Town consider preparing and adopting a Town park and open space plan to ensure an adequate number and distribution of parks to serve Town residents.

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 undertook 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. The Regional wireless plan features a combined public/private infrastructure in which public safety communications are supported in the 4.9 Giga-Hertz (GHz) frequency band and commercial communications traffic in the 5.8 GHz band. This public-private partnership significantly improves the economic viability of broadband wireless networks.

³*Documented 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.*

Table 38**WIRELESS TELECOMMUNICATION TOWERS AND ANTENNAS IN THE TOWN OF WHEATLAND: 2005**

| Location | Provider | Antenna Height (Feet) | Antenna Type ^a |
|-----------------------|-------------------------------------|-----------------------|---------------------------|
| T2N, R19E, Section 29 | AT&T Mobility (originally Cingular) | 229.6 | S |
| | Sprint | 249.3 | O |
| T1N, R19E, Section 2 | U.S. Cellular | 180.4 | S |
| | Verizon | 164.0 | 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 Wheatland, and SEWRPC.

There were two wireless antenna towers in the Town in 2005, and both accommodated antennas for two companies. Providers with wireless antennas in the Town included AT&T Mobility (originally Cingular), Sprint, U.S. Cellular, and Verizon. The location of towers and antennas in the Town are listed in Table 38. One cell tower is located near STH 50 and the hamlet of New Munster and the other is located south of 31st Street between 376th and 392nd Avenues.

A regional broadband communications access plan, which built upon the wireless telecommunications plan, was completed in 2007.⁴ 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.

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.

⁴Documented in SEWRPC Planning Report No. 53, A Regional Broadband Telecommunications Plan for Southeastern Wisconsin, October 2007.

There are no power plants or transmission lines currently existing in the Town, but a natural gas pipeline owned by ANR Pipeline Company is located in the northwest portion of 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 in numerous areas of the Town, primarily along Geneva Road and STH 50. Lighting is also provided by the Town at Koch Park and Nature Area, New Munster Park, and Oakwood Shores Park and at the Town transfer station. The street lights are powered by either We Energies or Alliant Energy. The locations of street lighting provided by the Town are shown on Table 39.

Cemeteries

There are six cemeteries in the Town of Wheatland: Crane Cemetery, Wheatland Township Cemetery, High Street German Methodist Church, St. Alphonsus Cemetery, St. John's Evangelical Lutheran Cemetery, and Wheatland Presbyterian Cemetery. Together, the cemeteries encompass about eight 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, Mercy Walworth Hospital located at the intersection of STH 50 and STH 67 in the Town of Geneva (Walworth County) and major hospitals in surrounding counties 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 40. 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 City of Burlington and Town of Burlington (Racine County). 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 interest in residing in a nursing home.

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 residency 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.

Table 39

STREET LIGHTING PROVIDED BY THE TOWN OF WHEATLAND: 2010

| Location | Location – Street/Avenue | Utility | Location Information |
|----------------------------------|---|----------------|---|
| Former STH 50 | Northwest Corner of Geneva Road and 376 th Avenue | We Energies | Intersection |
| Rollingbrook Manor Subdivision | Southeast Corner of Geneva Road and 373 rd Avenue | We Energies | Intersection (Rollingbrooke Manor Subdivision Entrance) |
| Former STH 50 | Southwest Corner of Geneva Road and 368 th Avenue | We Energies | Intersection |
| Wheatland Center School Entrance | 6600 Block of 368 th Avenue | We Energies | North Entrance |
| Wheatland Center School Entrance | 6700 Block of 368 th Avenue | We Energies | South Entrance |
| Former STH 50 | Northwest Corner of Geneva Road and 352 nd Avenue (CTH KD) | We Energies | Intersection |
| Former STH 50 | Southeast Corner of Geneva Road and 352 nd Avenue (CTH KD) | We Energies | Intersection |
| Lo-Gra-Sche Subdivision | Geneva Road and 347 th Avenue | We Energies | Intersection |
| New Munster | Geneva Road and 344 th Avenue | We Energies | Back of Town Hall |
| New Munster | Geneva Road and 344 th Avenue | We Energies | Front of Town Hall |
| New Munster | 63 rd Street and 344 th Avenue | We Energies | St. Alphonsus Parking Lot over Fire Department Cistern |
| Firehouse | Geneva Road and 341 st Avenue | We Energies | Firehouse Intersection |
| State Highway | Southwest Corner of STH 83 and 51 st Street | We Energies | Intersection |
| State Highway | Southwest Corner of STH 83 and 59 th Street | We Energies | Intersection |
| County Highway | CTH P and 45 th Street | We Energies | Intersection |
| Oak Forest Subdivision | STH 50 and 381 st Avenue | We Energies | Intersection (Oak Forest Subdivison Entrance) |
| State Highway | Northwest Corner of STH 50 and 376 th Avenue | We Energies | Intersection |
| State Highway | Southeast Corner of STH 50 and 376 th Avenue | We Energies | Intersection |
| State Highway | Northwest Corner of STH 50 and 368 th Avenue | We Energies | Intersection |
| State Highway | Southeast Corner of STH 50 and 368 th Avenue | We Energies | Intersection |
| State Highway | STH 50 and 352 nd Avenue (CTH KD) | We Energies | Intersection (North Side) |
| State Highway | STH 50 and 352 nd Avenue (CTH KD) | We Energies | Intersection (South Side) |
| State Highway | STH 50 and 328 th Avenue (CTH W) | We Energies | Intersection (North Side) |
| State Highway | STH 50 and 328 th Avenue (CTH W) | We Energies | Intersection (South Side) |
| County Highway | CTH W and 45 th Street | We Energies | Intersection |
| Mobile Home Park Entrance | 45 th Street and West Entrance of Wheatland Estates Mobile Home Park | We Energies | Wheatland Estates West Entrance |
| State Highway | STH 50 and 319 th Avenue | We Energies | Intersection |
| State Highway | STH 50 and 317 th Avenue | We Energies | Intersection |
| State Highway | STH 50 and 392 nd Avenue | Alliant Energy | Intersection (North Side) |
| State Highway | STH 50 and 392 nd Avenue | Alliant Energy | Intersection (South Side) |
| State Highway | Southeast Corner of STH 50 and 384 th Avenue | Alliant Energy | Intersection |
| Slades Corners | 60 th Street and 396 th Avenue | Alliant Energy | St. John Parking Lot – Fire Department Cistern |
| Former STH 50 | 60 th Street and 392 nd Avenue (Slades Corners) | Alliant Energy | Intersection |
| Wheatland Industrial Park | Northwest Corner of 60 th Street and 384 th Avenue | Alliant Energy | Intersection |
| Koch Park and Nature Area | 36200 Block of 52 nd Street | We Energies | - - |
| Oakwood Shores Park | 7300 Block of 314 th Avenue | We Energies | - - |
| Oakwood Shores Park | 7300 Block of 314 th Avenue | We Energies | - - |
| Oakwood Shores Park | 7300 Block of 314 th Avenue | We Energies | - - |
| New Munster Park | 344 th Avenue and 64 th Street | We Energies | - - |
| Wheatland Transfer Station | 341 st Avenue and 64 th Street | We Energies | - - |

Source: Town of Wheatland and SEWRPC.

Table 40

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 aged 60 years and older.

Source: Wisconsin Department of Health and Family Services, Kenosha County Department of Human Services, and SEWRPC.

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 41. None were located in the Town, but such facilities are available nearby in the Village of Twin Lakes and Town of Randall (Powers Lake). Facilities for the developmentally and mentally disabled include nursing homes, community based residential facilities (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 Wheatland Head Start day care was the only licensed child care center in the Town, which is licensed to serve nine or more children.

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 Wheatland is provided by the Kenosha County Sheriff's Department. The Town also has a part-time constable. The Kenosha County Sheriff's Department also provides full-time police services to the Towns of Brighton, Paris, Randall, Salem, 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.

The Town anticipates reliance on the Kenosha County Sheriff's Department for police protection services through 2035. The Town also encourages the Sheriff's Department to monitor the personnel, equipment, and facilities

Table 41

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..... | 510 60 th Street, Kenosha | 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..... | 11831 120 th Court, Pleasant Prairie | 8 |
| Residential Care Apartment Complexes | | |
| Meadowmere Southport Assisted Living..... | 8351 Sheridan Road, Kenosha | 63 |
| Regent Manor | 7905 36 th Avenue, Kenosha | 26 |
| Adult Family Homes | | |
| Alder Home | 8212 61 st Street, Kenosha | 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 |

Table 41 (continued)

| Name | Street Address | Capacity (Persons) |
|--|---|-----------------------|
| Adult Family Homes (continued) | | |
| Alpha Homes of Wisconsin XI..... | 2922 22 nd Street, Kenosha | 4 |
| Alpha Homes of Wisconsin XII..... | 8114 60 th Avenue, Kenosha | 4 |
| Alpha Homes of Wisconsin XIII..... | 1481 39 th Avenue, Kenosha | 4 |
| Alpha Homes of Wisconsin XIV | 3506 85 th Place, Kenosha | 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 | 9255 392 nd Avenue, Powers Lake | 4 |
| Gunderson Family Home | 707 224 th Avenue, Kansasville | 4 |
| Hawthorne Home | 6244 95 th Avenue, Kenosha | 4 |
| Independent Living Adult Family Home | 4004 29 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 |
| Shannon Martin..... | 10010 Wilmot Road, Pleasant Prairie | 4 |
| Sycamore Home | 9211 66 th Street, Kenosha | 4 |
| Victorian Manor Adult Family Home | 409 75 th Street, Kenosha | 4 |
| Adult Day Care Facilities | | |
| St. Joseph's Adult Day Care | 9244 29 th Avenue, Kenosha | 65 |
| Total – 63 Sites | - - | 1,902 |

Source: Wisconsin Department of Health and Family Services, Kenosha County Department of Human Services, and SEWRPC.

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.

Fire Protection

Fire protection in the Town is provided by the Town of Wheatland Fire Department, which consists of 30 active volunteers. The Town maintains a fire station in the hamlet of New Munster at 34011 Geneva Road. The Town will conduct periodic needs assessment studies to determine if the department has sufficient fire-fighters, equipment, water supply, and facilities to adequately protect the Town. Fire departments and fire protection service areas in Kenosha County, including the Town of Wheatland, are listed in Table 42.

Emergency Management Services

Emergency rescue services are provided by the Twin Lakes Fire and Rescue Department and the Silver Lake Rescue Squad. The Silver Lake Rescue Squad provides emergency rescue services to generally the eastern one mile of the Town and the Twin Lakes Fire and Rescue Department serves the remainder of the Town. 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 Town encourages each department to conduct periodic needs assessment studies to determine if the departments have sufficient personnel, equipment, and facilities to adequately protect the Town and other communities they serve.

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

Table 42
FIRE DEPARTMENTS AND SERVICE
AREAS IN KENOSHA COUNTY: 2010

| Fire Departments | Service Area (acres) |
|---|-------------------------|
| Bristol Fire and Rescue Department..... | 21,312 |
| Kansasville Fire Department..... | 13,259 ^a |
| Kenosha Fire and Rescue Department..... | 18,008 |
| Paris Fire and Rescue Department..... | 23,016 |
| Pleasant Prairie Fire and Rescue Department | 21,746 |
| Randall Fire Department..... | 9,002 |
| Salem Fire and Rescue Department | |
| Salem Service Area..... | 20,581 |
| Trevor Service Area | 6,193 |
| Wilmot Service Area..... | 5,265 |
| Silver Lake Fire and Rescue Department | 871 |
| Somers Fire and Rescue Department | 17,081 |
| Twin Lakes Fire and Rescue Department..... | 6,398 |
| Wheatland Fire Department..... | 15,417 |

^aThis area only includes the portion within Kenosha County (Town of Brighton). The fire department is located in Town of Dover in Racine County.

Source: Kenosha County and SEWRPC.

Table 43
PUBLIC LIBRARY CIRCULATION
IN KENOSHA COUNTY: 2007

| Library System | Library | Circulation |
|------------------------|----------------------------------|------------------------|
| Kenosha Public Library | Northside Kenosha Public Library | 346,711 |
| | 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 ^a |

^aDoes not include the Bookmobile circulation of 53,783 items.

Source: Kenosha County Library System and SEWRPC.

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.

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 in the City of Kenosha; and the Community Library. The Community Library serves the Towns of Salem and Randall and the Villages of Paddock Lake, Silver Lake, and Twin Lakes; and operates branch libraries in the Town of Salem, the Village of Silver Lake, and the Village of Twin Lakes. The Kenosha County Library System operates a bookmobile that serves the City of Kenosha and those areas of the County that are not part of the Community Library system. The bookmobile has a circulation of 53,783 items. Residents are encouraged to use one of the public libraries in the County for reference services due to the limited capacity of the bookmobile.

The Town of Wheatland does not have a public library. The closest libraries are the Community Library branch in the Village of Twin Lakes and the Community Library branch in the Village of Silver Lake. The Burlington Public Library located in the City of Burlington (Racine County) is also nearby, and historically has been the library typically used by Town residents. Table 43 lists the location and circulation of each 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 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.

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 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. The Town of Wheatland lies entirely within the Wheatland Joint School District. The district operates one school in the Town, Wheatland Center Elementary School (serving Kindergarten through eighth grade), located on 368th Avenue. The Wheatland Joint School District also serves portions of the Towns of Brighton, Randall, and Salem. The Town of Wheatland is located almost entirely within the Westosha Central High School District. Westosha Central High School is located in the Village of Paddock Lake. A three square mile area including Sections 10, 11, and 12 in the southeastern portion of the Town are located in the Wilmot Union High School District. Wilmot Union High School is located in the hamlet of Wilmot in the southwestern portion of the Town of Salem. The Town also has one private school, St. Alphonsus School, located in the hamlet of New Munster, which serves Pre-Kindergarten through eighth grade. All of the public and private schools and public school districts in Kenosha County are listed in Table 44. Schools and school districts in the County are shown on Map 22.

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 Wheatland Joint School District renovated and expanded the Wheatland Center elementary 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. The expansion and renovation was needed because the district was anticipating a larger enrollment due to the increasing residential development in the County and school district. Because of the expansion, the school district anticipates the existing school will adequately serve district residents through the next 25 years.

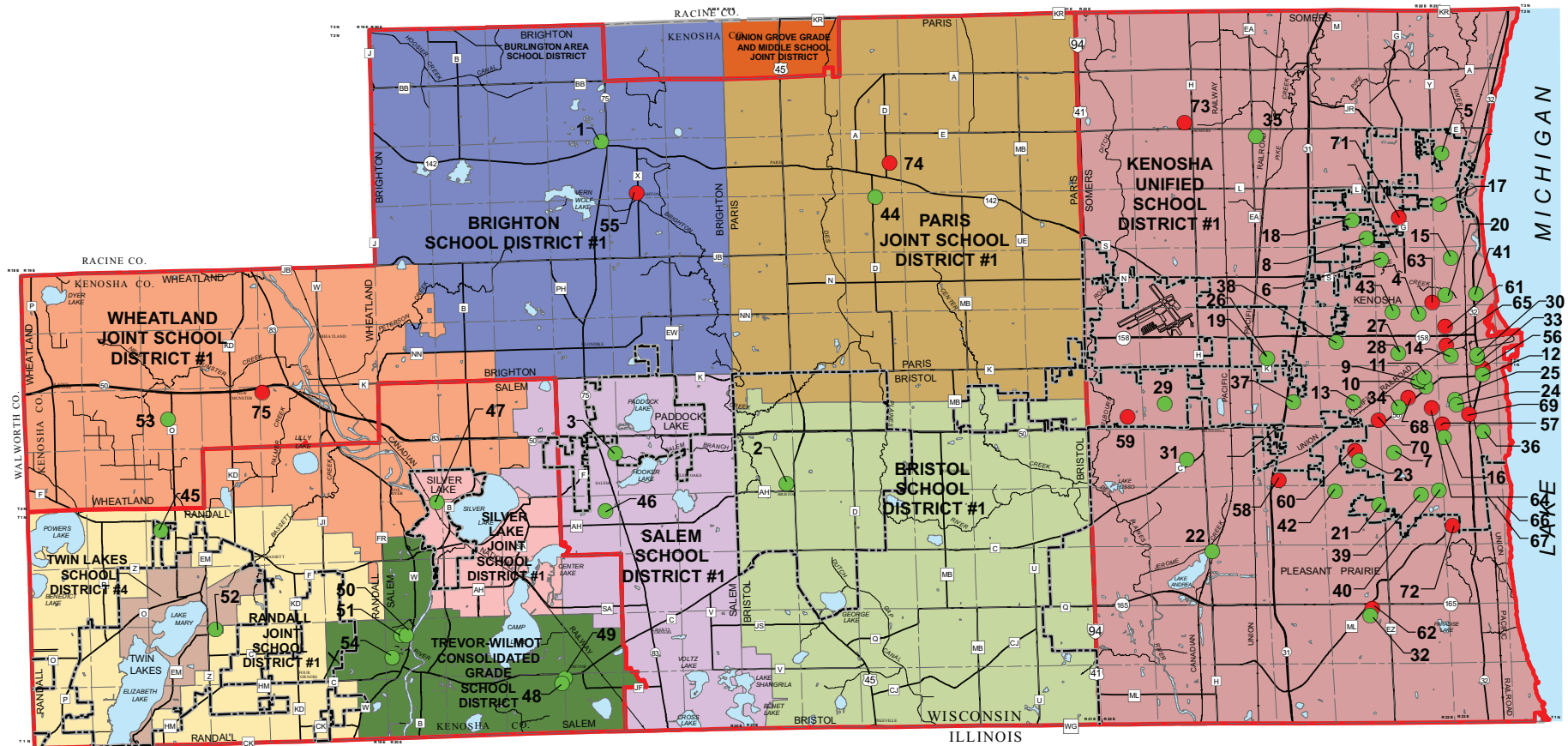
The District of Westosha Board of Education prepared the *Central High School Master Facilities Plan* which sets forth facility recommendations for Westosha Central High School. Recommendations in the report include expansion of the high school to the south of the existing structure to accommodate anticipated 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.

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.

The Wheatland Joint, Westosha Central, and Wilmot Union school districts should work with all local governments in their districts, including the Town of Wheatland, Kenosha County, and SEWRPC to obtain information regarding proposed residential developments and population projections to prepare accurate facilities plans in short-term increments through the comprehensive plan design year 2035.

Map 22

PUBLIC AND PRIVATE SCHOOLS AND PUBLIC SCHOOL DISTRICTS IN KENOSHA COUNTY: 2006



SCHOOL DISTRICTS

- BRIGHTON
- BRISTOL
- KENOSHA UNIFIED
- PARIS JOINT
- RANDALL JOINT
- SALEM
- SILVER LAKE JOINT
- TREVOR - WILMOT CONSOLIDATED
- TWIN LAKES
- UNION GROVE JOINT
- WHEATLAND CENTER JOINT

- HIGH SCHOOL DISTRICT BOUNDARY
- PUBLIC SCHOOL
- PRIVATE SCHOOL
- 49 REFERENCE NUMBER (SEE TABLE 44)



0 2.5 5 Miles

Source: Kenosha County, School Districts, and SEWRPC.

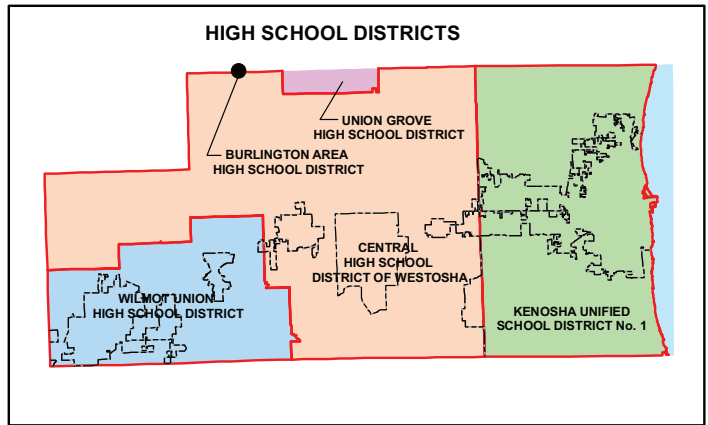


Table 44

PUBLIC AND PRIVATE SCHOOLS AND SCHOOL DISTRICTS IN KENOSHA COUNTY: 2005-2006

| Number on Map 22 | Public Schools | Grades ^a | Enrollment ^b | Street Address ^c |
|---------------------|--|---------------------|-------------------------|---|
| 1 | Brighton School District #1 Brighton Elementary School..... | PK-8 | 205 | 1200 248 th Avenue, Kansasville (Town of Brighton) |
| 2 | Bristol School District #1 Bristol Elementary School | PK-8 | 576 | 20121 83 rd Street, Bristol |
| 3 | Central High School District of Westosha Westosha Central High School..... | 9-12 | 1,243 | 24617 75 th Street, Salem |
| 4 | Kenosha Unified School District No. 1 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 |
| 17 | Harvey Elementary School..... | K4-5 | 440 | 2012 19 th Avenue, Kenosha |
| 18 | Hillcrest High School | 6-12 | 57 | 4616 24 th Street, Kenosha |
| 19 | Indian Trail Academy | 9-12 | 1,154 | 6800 60 th Street, Kenosha |
| 20 | Jefferson Elementary | K4-5 | 341 | 1832 43 rd Street, Kenosha |
| 21 | Jeffery Elementary | PK-5 | 389 | 4011 87 th Street, Kenosha |
| 22 | LakeView Technology Academy | 9-12 | 311 | 9449 88 th Avenue, Kenosha |
| 23 | Lance Middle School..... | 6-8 | 981 | 4515 80 th Street, Kenosha |
| 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 | K-5 | 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 |
| 44 | Paris J1 School District Paris Elementary School..... | PK-8 | 210 | 1901 176 th Avenue, Kenosha (Town of Paris) |
| 45 | Randall J1 School District Randall Consolidated School | K-8 | 748 | 37101 87 th Street, Burlington (Town of Randall) |
| 46 | Salem School District Salem Elementary School..... | PK-8 | 1,136 | 8828 Antioch Road, Salem |
| 47 | Silver Lake J1 School District Riverview Elementary..... | K4-8 | 602 | 300 Prosser Street, Silver Lake |

Table 44 (continued)

| Number on Map 22 | Public Schools | Grades ^a | Enrollment ^b | Street 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..... | PK-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 Grade School..... | K4-8 | 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 J1 School District | | | |
| 53 | Wheatland Center Elementary School..... | K4-8 | 446 | 6606 368 th Avenue, Burlington (Town of Wheatland) |
| | Wilmot UHS School District | | | |
| 54 | Wilmot Union High School..... | 9-12 | 1,071 | 11112 308 th Avenue, Wilmot (Town of Salem) |
| - - | Private Schools | Grades ^a | Enrollment ^b | Street 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.

^cStreet address 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 Government Facilities – Wheatland Town Hall

The Town Hall is located at 34315 Geneva Road in the hamlet of New Munster. The Town Hall was constructed in 1959 and the upper level originally contained the Town firehouse, while the lower level was the Town office. In 1979, the upper level was renovated and became the Town office area, and a fire station was constructed on the east side of New Munster. The Town Hall consists of the main office area (upper level), a kitchen, a lower level office, and a meeting room. The Town Hall is available to Town residents and businesses for private rental. In addition to holding Town meetings, the Town Hall also serves as the Town's only polling place for non-presidential elections. The Town will continue to maintain and, as necessary, consider expanding or relocating Town Hall facilities to effectively conduct Town government business.

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, power plants, cemeteries, health care facilities, child care facilities, and schools. Transportation facilities and services, which are also provided by the County, are addressed in the Transportation Element (Chapter VIII).
- ***Town of Wheatland*** provides services or establishes agreements for solid waste disposal, recycling facilities, parks, fire protection, emergency medical services, and street lighting throughout the Town. The Town is also responsible for maintaining or establishing agreements for the maintenance of streets under Town jurisdiction. 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.

Policies:

- Continue to work with and support the Kenosha County Sheriff's Department in providing police protection services to the Town.
- Continue to support the Wheatland Fire Department to provide fire protection service to the Town.
- Continue to work with and support the Twin Lakes Fire and Rescue Department and the Silver Lake Rescue Squad in providing emergency medical services to the Town.

- Encourage mutual aid agreements for fire and rescue services from fire and rescue departments adjacent to the Town.
- Continue the use of private wells to supply water for domestic and other uses in the Town.
- Continue to rely on private onsite wastewater treatment systems (POWTS) for wastewater disposal in the Town.
- Adequate stormwater management facilities should be provided for all development.
- Continue to maintain the Town Hall to effectively conduct Town government business, and consider expanding and/or relocating the Town Hall if an increase in the number of Town residents during the planning period creates the need for a larger Town Hall.
- 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.
- 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 the County to ensure Town residents and businesses have access to telecommunications services.
- 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 conducting a needs assessment and adopting an impact fee ordinance for facilities provided by the Town.
- Consider preparing a Town stormwater management plan to provide for comprehensive and coordinated stormwater management facilities and measures.
- Continue to comply with 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.
- 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.
- Work with the 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 one public school and three school districts located in the Town are shown on Map 22.

SUMMARY

Part 1 of this chapter provides inventory information on existing utilities and community facilities in the Town of Wheatland. Information regarding wastewater disposal, water supply, stormwater management, solid waste disposal, recycling facilities, road maintenance, parks, 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. Inventory findings include:

- All developed properties in the Town of Wheatland 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 755 POWTS in the Town. There are no public sanitary sewers 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 have a public water supply system.
- Stormwater in the Town drains through natural watercourses, roadside ditches, and culverts. The Town does not have a centralized storm sewer system.
- The Town of Wheatland provides a drop-off site on 341st Avenue, served by Waste Management, where residents can dispose of solid waste and drop off recyclable materials. Town residents may also contract privately with Waste Management for garbage collection services.
- The Kenosha County Division of Highways is responsible for maintaining County and State highways within the Town. The Town has an agreement with the County to provide road maintenance services for Town roads as well. The Town contracts with private providers for major paving projects and snow plowing on Town roads. The Town also has an agreement with the Town of Burlington in Racine County for maintenance of roads on the Town line that are not under County or State jurisdiction.
- As of 2009, the Town of Wheatland owned eight park and open space sites encompassing 43 acres. The Wheatland Center Elementary School was also located in the Town and provided nine acres of recreational land. The Powers Lake District also owned 74 acres of open space in the Town. Kenosha County owned about 145 acres of park and open space land in the Town and the DNR owned about 829 acres of park and open space land in the Town. Together, 14 sites provide 1,100 acres of publicly-owned park and open space in the Town.
- Telecommunications providers with wireless antennas in the Town included AT&T, Sprint, U.S. Cellular, and Verizon. There were two wireless antenna towers in the Town, both of which accommodated antennas for two companies.
- The Town provides street lighting in numerous areas of the Town, primarily along Geneva Road and STH 50. Lighting is also provided by the Town at Koch Park and Nature Area, New Munster Park, and Oakwood Shores Park and at the Town transfer station.
- There are six cemeteries in the Town encompassing about eight acres.
- In 2006, the Town of Wheatland had one licensed group child care center, the Wheatland Head Start day care.
- Police protection in the Town is provided by the Kenosha County Sheriff's Department. The Town also has a part-time constable.
- Fire protection in the Town is provided by the Town of Wheatland Fire Department. The Twin Lakes Fire and Rescue Department provides emergency rescue services to a majority of the Town, and the Silver Lake Rescue Squad provides emergency rescue services to generally the eastern one mile of the Town.

- The Town of Wheatland lies entirely within the Wheatland Joint School District. The district operates one school in the Town, Wheatland Center Elementary School, located on 368th Avenue. The Town of Wheatland is located almost entirely within the Westosha Central High School District. A three square mile area including Sections 10, 11, and 12 in the southeastern portion of the Town are located in the Wilmot Union High School District.
- The Town Hall is located at 34315 Geneva Road in the hamlet of New Munster.

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 Wheatland. 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.

In addition, the following comprehensive planning goals related to the economic development element are set forth in Section 16.965 of the *Statutes* and must be addressed as part of the planning process: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.
- Protection of economically productive areas, including farmland and forests.
- Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
- Building of community identity by revitalizing main streets and enforcing design standards.
- 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.
- 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.

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

Table 45**EMPLOYMENT STATUS OF PERSONS 16 YEARS OF AGE OR OLDER RESIDING IN THE TOWN OF WHEATLAND: 2000**

| Employment Status | Residents 16 Years of Age and Older | | |
|-------------------------|-------------------------------------|------------------------|-------------------------------------|
| | Number | Percent of Labor Force | Percent of all Persons 16 and Older |
| Employed | 1,700 | 94.5 | 67.4 |
| Unemployed | 90 | 5.0 | 3.5 |
| In Armed Forces..... | 9 | 0.5 | 0.4 |
| Subtotal in Labor Force | 1,799 | 100.0 | 71.3 |
| Not in Labor Force | 723 | - - | 28.7 |
| Total | 2,522 | - - | 100.0 |

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

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 C.

PART 1: INVENTORY AND ANALYSIS

Labor Force

The labor force is defined as those residents of the Town of Wheatland 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 45 sets forth the employment status of Town residents 16 years of age or older. There were 1,700 employed persons residing in the Town and 1,799 Town residents in the labor force in 2000. Employed persons comprised about 52 percent of the total population of the Town in 2000. There were 90 unemployed persons age 16 or older, or about 5 percent of the labor force. By comparison, 3.9 percent of the County labor force, 3.6 percent of the Regional³ 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 11, in Chapter III, sets forth the location of employment for Town and County residents in 2000. About 40 percent of employed Town residents worked within Kenosha County, including about 11 percent in the Town of Wheatland, and about 60 percent of residents traveled outside the County for employment. Of the 60 percent of Town residents who traveled outside the County for employment, about 17 percent worked in Lake County, Illinois and about 16 percent worked in Racine County.

²This data is only available at the County level.

³The Southeastern Wisconsin Region consists of Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha Counties.

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,² 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

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 10 in Chapter III. Town residents employed in sales and office occupations comprised the largest percentage of the employed labor force at about 25 percent, or 418 workers. Management, professional, and related occupations and production, transportation, and material moving and occupations ranked second and third respectively, with about 23 percent, or 396 workers, and about 21 percent, or 364 workers, of the employed Town residents. Service occupations (16 percent); and construction, extraction, and maintenance occupations (15 percent) represent the remaining 31 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 82 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 42 percent of Town of Wheatland 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. Educational attainment for residents of the Town and County is set forth in Table 6 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 4,998 persons. Assuming the Town population projection and the County age composition projection will apply within the Town, about 3,913 Town residents will be of working age (age 16 or older⁴). If current labor force participation trends hold constant and the same methodology for calculation is used as above, about 2,790 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 Wheatland 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 46 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.

⁴*This definition is based on methodology used by the U.S. Census Bureau for compiling labor force data.*

Table 46**EMPLOYMENT GROWTH IN KENOSHA COUNTY: 1950 - 2000**

| Year | Number of Jobs | Change From Preceding Year | | Percent of Total Region |
|------|----------------|----------------------------|---------|-------------------------|
| | | Number | Percent | |
| 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.

Table 47**NUMBER OF JOBS IN KENOSHA COUNTY COMMUNITIES: 2000**

| Community | Number of Jobs | Percent of Jobs in Kenosha County |
|------------------------|----------------|-----------------------------------|
| City | | |
| 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 |

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

Table 47 sets forth the number of jobs in 2000 in the Town of Wheatland and each community in the County. In 2000, the Town of Wheatland had 610 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 12 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.

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 48 sets forth the number of jobs by industry group in the County as of 2007. The two industry groups listed on Table 48 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 48

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 | A | - ^c | - ^c |
| Mining | 21 | Mining | B | - ^c | - ^c |
| Utilities | 22 | Transportation, communication, electric, gas, and sanitary services | E | - ^c | - ^c |
| Construction..... | 23 | Construction | C | 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 | H | 1,849 | 2.4 |
| Real estate and rental and leasing..... | 53 | Finance, insurance, and real estate | H | 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 | A | 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 | 92 | 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 Types⁵

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.

Major Employment Locations

Major employment locations in Kenosha County in 2006 (those with 100 or more employees) are listed by community in Table 49. 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. No major employer was located in the Town. Larger employers in the Town include the Wheatland J1 School District, with 50-99 employees, and Pats Services, Inc. and Biehn Corp., both with 20-49 employees. The five largest employers in the county were the Kenosha Unified School District, which serves the City of Kenosha, Village of Pleasant Prairie, and Town of Somers; United Hospital System located in the City of Kenosha and 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. The largest employers in participating local governments without a major employer (100 or more employees) are listed in Table 50.

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 8 in Chapter III. The median household income in the Town was \$52,386 in 1999, which was \$5,416 more than the median household income in the County (\$46,970), \$5,799 more than the median household income in the Region (\$46,587), \$8,595 more than the median household income in the State (\$43,791), and \$10,392 more than the household income in the Nation (\$41,994).

Reported household income in the Town has increased from \$17,764 in 1979 to \$52,386 in 1999, which is an increase of about 195 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 \$41,073 to \$52,386, which is an increase of about 28 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 90 households, or about 7 percent of all households, with incomes below the poverty level in the Town in 1999, of

⁵*This data is only available at the County level.*

Table 49

LOCATION OF MAJOR EMPLOYERS^a IN KENOSHA COUNTY COMMUNITIES: 2006

| Name | NAICS Code | NAICS Industry Title | Number of Employees ^b |
|--|------------|---|----------------------------------|
| City of Kenosha | | | |
| Kenosha Unified School District ^c | 611110 | 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 | 236220 | 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. | 238292 | Other Nonresidential Equipment Contractors | 100 – 249 |
| Brat Stop | 722410 | Drinking Places (Alcoholic Beverages) | 100 – 249 |
| Burger King | 722211 | Limited-Service Restaurants | 100 – 249 |
| Cracker Barrel Old Country Store Inc. | 722110 | Full-Service Restaurants | 100 – 249 |
| Extendicare Homes, Inc. | 623110 | Nursing Care Facilities | 100 – 249 |
| Golden Corral | 722211 | Limited-Service Restaurants | 100 – 249 |
| I E A, Inc. | 333414 | Heating Equipment (except Warm Air Furnaces) Manufacturing | 100 – 249 |
| ITT Industries | 332322 | Sheet Metal Work Manufacturing | 100 – 249 |
| Jewel Food Stores | 445110 | Supermarkets and Other Grocery (except Convenience) Stores | 100 – 249 |
| Johnson Bank | 522110 | Commercial Banking | 100 – 249 |
| Kindred Nursing Centers (Woodstock Health and Rehabilitation Center) | 623110 | Nursing Care Facilities | 100 – 249 |
| Kindred Nursing Centers (Sheridan Medical Complex) | 623110 | Nursing Care Facilities | 100 – 249 |
| Kohl's Department Stores | 452112 | 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. | 561320 | Temporary Help Services | 100 – 249 |
| Market Probe, Inc. | 541910 | Marketing Research and Public Opinion Polling | 100 – 249 |
| Menards, Inc. | 444110 | 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 | 621340 | Offices of Physical, Occupational and Speech Therapists, and Audiologists | 100 – 249 |
| Supervalu | 445110 | Supermarkets and Other Grocery (except Convenience) Stores | 100 – 249 |
| Target Stores | 452112 | Discount Department Stores | 100 – 249 |

Table 49 (continued)

| Name | NAICS Code | NAICS Industry Title | Number of Employees ^b |
|--|------------|--|----------------------------------|
| City of Kenosha (continued) | | | |
| 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 | 445110 | 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 |
| 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 | | | |
| Wilmet 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.

which 31 households were family households and 59 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

⁶The 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 50

LARGEST EMPLOYERS IN KENOSHA COUNTY COMMUNITIES WITHOUT A MAJOR EMPLOYER^a: 2006

| Name | NAICS Code | NAICS Industry Title | Number of Employees |
|---|------------|---|---------------------|
| Village of Silver Lake | | | |
| Silver Lake – Salem Joint School District | 611110 | Educational Services | 50-99 |
| Village of Silver Lake | 921140 | Executive and Legislative Offices, Combined | 20-49 |
| Silver Lake Dairy Queen | 722211 | Limited Service Restaurant | 20-49 |
| Southport Assisted Living | 623312 | Homes for the Elderly | 20-49 |
| FPA, Inc. | 238992 | All Other Nonresidential Trade Contractors | 20-49 |
| Town of Brighton | | | |
| Brighton School District #1 | 611110 | Educational Services | 20-49 |
| Town of Brighton | 921140 | Executive and Legislative Offices, Combined | 5-9 |
| Ronald J. Fox Construction | 236115 | New Single-Family Housing Construction (except Operative Builders) | 5-9 |
| Zirbel Concrete | 238111 | Residential Poured Foundation Contractors | 5-9 |
| First Alliance Communications | 443112 | Radio, Television, and Other Electronics Stores | 5-9 |
| JP Morgan Chase Bank Corp. | 522110 | Commercial Banking | 5-9 |
| Town of Wheatland | | | |
| Wheatland J1 School District | 611110 | Educational Services | 50-99 |
| Pats Services, Inc. | 562991 | Septic Tank and Related Services | 20-49 |
| Biehn Corp. | 236220 | Commercial and Institutional Building Construction | 20-49 |
| Kerkman Brothers Construction Company | 236115 | New Single-Family Housing Construction (except Operative Builders) | 10-19 |
| River Valley Ranch LTD | 111411 | Mushroom Production | 10-19 |
| WRJ Transport, Inc. | 484220 | Specialized Freight (except Used Goods) Trucking, Local | 10-19 |
| Local Folks, Inc. | 722110 | Full-Service Restaurants | 10-19 |
| T Hueman Well & Pump, Inc. | 237110 | Water and Sewer Line and Related Structures Construction | 10-19 |
| Town of Wheatland | 921140 | Executive and Legislative Offices, Combined | 10-19 |

^aMajor employers are those with 100 or more employees.

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

Commercial and Industrial Areas

The Town of Wheatland 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 Town land use plan map identifies 44 acres of commercial use and 51 acres of industrial use in 2007. The land use plan map designates an additional three acres for commercial and industrial development between 2007 and 2035, plus eight areas where the Town Plan Commission and Town Board will consider applications for commercial or industrial uses (shown as a red triangle on Map 14 in Chapter VI). Assuming that about 10 acres of commercial or industrial uses would be developed at each of these sites, up to 83 acres of additional commercial or industrial development would occur in the Town between 2007 and 2035.

Table 51

BUSINESS/INDUSTRIAL PARKS IN KENOSHA COUNTY: 2007

| 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 |

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 in the text below.

^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

Existing business parks located in the County are listed in Table 51. 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 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 Wheatland. 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 no leaking underground storage tank (LUST) or environmental repair (ERP) sites in the Town of Wheatland. There are also no active, inactive, or transitional landfills in the Town. The Wisconsin Department of Natural Resources (DNR) has identified two solid and hazardous waste disposal sites, listed on Table 28 and shown on Map 12 in Chapter VI, which together encompass about four acres.

Table 52

EMPLOYMENT PROJECTIONS FOR KENOSHA COUNTY UNDER THE REGIONAL LAND USE PLAN: 2000-2035

| 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 |

^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.

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*,⁷ 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 52. The total number of jobs in the County is projected 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.

⁷Documented in SEWRPC Technical Report No. 10 (4th Edition), *The Economy of Southeastern Wisconsin*, July 2004.

The 2035 regional land use plan envisions 610 jobs in the Town in 2035, which is the same as the number of jobs in the year 2000. A continuation of recent trends would result in 799 jobs in the Town in 2035. The Town selected the recent trends projection of 799 jobs, which would result in an increase of 189 jobs, or about 31 percent, from the year 2000 level.

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 Wheatland 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 of Wheatland, provided a public water supply system and public sanitary sewerage facilities are not needed to support said businesses and industries, 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
- Recreation (SIC – 70-89; NAICS – 71)
- Athletic facilities (similar to the Village of Pleasant Prairie’s RecPlex) and outdoor activities
- Hospitality and tourism industries – hotels, restaurants, and entertainment venues (SIC – 70-89 and 44-45; NAICS – 72)
- 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 home⁸ (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)

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

⁸According to the 2000 Census, 2.3 percent of employed Kenosha County residents worked from home.

- 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
- 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 quality⁹
- 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

⁹Based 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.

- 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.
- Extractive operations will comply with existing ordinances and carry out reclamation plans.

Programs:

- Areas are identified and designated on the Town land use plan map (Map 14 in Chapter VI) as commercial, industrial, and potential commercial or industrial development.

SUMMARY

Part 1 of this chapter presents information on historical and existing labor force, employment, and income characteristics of the Town of Wheatland. 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. The planning recommendations set forth in Part 3 of this chapter are directly related to the following findings:

- There were 1,700 employed persons residing in the Town and 1,799 Town residents in the labor force in 2000. Employed persons comprised about 52 percent of the total population of the Town in 2000. There were 90 unemployed persons age 16 or older, or about 5 percent of the labor force.
- In 2000, just over 40 percent of Town of Wheatland workers were employed in Kenosha County. Lake County, Illinois ranked second as the place of work destination of Town of Wheatland workers at nearly 17 percent. Racine County and Walworth County ranked third and fourth as the place of work destinations for Town workers at about 16 percent and about 7 percent, respectively.

- Town residents employed in sales and office occupations comprised the largest percentage of the employed labor force at about 25 percent, or 418 workers. Management, professional, and related occupations and production, transportation, and material moving and occupations ranked second and third respectively, with about 23 percent, or 396 workers, and about 21 percent, or 364 workers, of the employed Town residents. Service occupations (16 percent); and construction, extraction, and maintenance occupations (15 percent) represent the remaining 31 percent of the employed Town workforce.
- About 82 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 42 percent of Town of Wheatland 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 3,913 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 2,790 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.
- Larger employers in the Town include the Wheatland J1 School District, with 50-99 employees, and Pats Services, Inc. and Biehn Corp., both with 20-49 employees.
- The 1999 median annual household income for Town of Wheatland households was \$52,386, about 12 percent higher than that of Kenosha County households as a whole.
- The 2035 regional land use plan envisions 610 jobs in the Town in 2035, which is the same as the number of jobs in the year 2000. A continuation of recent trends would result in 799 jobs in the Town in 2035. The Town selected the recent trends projection of 799 jobs, which would result in an increase of 189 jobs, or about 31 percent, from the year 2000 level.

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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 Wheatland. 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 Wheatland, 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 multi-jurisdictional 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 system 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 Kenosha County Division of Highways provides year round road maintenance services to the Town. Examples include paving services, pavement and shoulder maintenance and mowing, and clearing roadside ditches. 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.

The Kenosha County Emergency Management Director serves as the Emergency Management Director for the Town when an emergency circumstance occurs.

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 Wheatland, a lake district has been formed for Lilly Lake. A lake district has also been formed for Powers Lake, which is located just across the town line in the Town of Randall. Both 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

The Lilly Lake Protection and Rehabilitation District, in collaboration with the State and the Town of Wheatland, has implemented several lake and land management practices within the Lake and tributary drainage area. These measures include water quality monitoring, weed control, boating and other lake use regulations, and increasing public awareness of certain lake problems such as the spread of invasive species. In 2008, the District contracted for a plant survey and weed management plan with a goal of stopping the spread of invasive species. A comprehensive lake management plan has not been completed for Lilly Lake.

In cooperation with the Powers Lake Protection and Rehabilitation District, the U.S. Geological Survey, and Kenosha County, SEWRPC prepared a water quality protection and stormwater management plan for Powers Lake.² The report presents alternative and recommended measures for achieving four important long-range objectives for Powers Lake, which include the protection and enhancement of water quality conditions; the management of recreational opportunities; the protection and enhancement of fish and other aquatic resources; and the control of excessive water level fluctuations and reduction in shore erosion.

School Districts

The Town of Wheatland lies entirely within the Wheatland Joint School District. The district operates one school in the Town, Wheatland Center Elementary School (serving Kindergarten-4 years of age through 8th grade), located on 368th Avenue. The Wheatland Joint School District also serves portions of the Towns of Brighton,

²*Documented in SEWRPC Community Assistance Planning Report No. 196, A Management Plan for Powers Lake, November 1991.*

Randall, and Salem. The Town of Wheatland is located almost entirely within the Westosha Central High School District. Westosha Central High School is located in the Village of Paddock Lake. A three square mile area including Sections 10, 11, and 12 in the southeastern portion of the Town are located in the Wilmot Union High School District. Wilmot Union High School is located in the hamlet of Wilmot in the southwestern portion of the Town of Salem. The Town also has one private school, St. Alphonsus School located in the hamlet of New Munster, which serves Pre-Kindergarten through 8th grade. All of the public and private schools and public high school districts in Kenosha County are listed in Table 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 Town of Wheatland does not have a public library. The closest libraries are the Twin Lakes branch of the Community Library in the Village of Twin Lakes and the Silver Lake branch of the Community Library in the Village of Silver Lake. The Burlington Public Library located in the City of Burlington (Racine County) is also within close proximity of the Town, and is the library typically used by Town residents. The Kenosha County Library System provides interlibrary loan, delivery, and consulting services to member libraries in Kenosha County, and bookmobile services. 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 purchases water testing services from the City of Burlington in Racine County to perform seasonal testing on Lilly Lake, making sure that swimming conditions are safe at the public beach. The Town also has an agreement with the Town of Burlington in Racine County for maintenance of roads on the Town line that are not under County or State jurisdiction.

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.³ 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.

³The seven Counties in the SEWRPC region are Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha.

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.

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. The Town has not yet adopted such a plan.

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

Emergency rescue services are provided by the privately-owned Twin Lakes Fire and Rescue Department and the Silver Lake Rescue Squad. The Twin Lakes Fire and Rescue Department provides emergency rescue services to a majority of the Town, and the Silver Lake Rescue Squad provides emergency rescue services to generally the eastern one mile of the Town.

PART 2: EXAMPLES OF EXISTING SERVICE AND OTHER AGREEMENTS IN THE TOWN OF WHEATLAND

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 Wheatland is a party to the following intergovernmental agreements:

- An intergovernmental agreement among Kenosha County, SEWRPC, and the Town for development of the multi-jurisdictional and Town comprehensive plans.
 - An intergovernmental agreement between the Kenosha County Division of Highways and the Town for the County to provide road maintenance services to the Town.
 - 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 Town of Burlington for maintenance of roads on the Town line that are not under County or State jurisdiction.
- **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. The Town of Wheatland is not a party to any agreements established under Section 66.0307.
 - **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 Wheatland 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 the *Statutes* to prepare and adopt a master plan for development of the region. Kenosha County and the Town of Wheatland are part of the SEWRPC region, which serves the seven counties and 147 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 62.23 “shall control” in unincorporated areas of a county; however, 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. 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. 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.⁵ 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.

Portions of the Town of Wheatland in the southeast and south-central areas are within the extraterritorial plat approval area of the Village of Silver Lake and Village of Twin Lakes, respectively. The Town of Wheatland is not included in the planning area identified on the Village of Silver Lake 2035 land use plan map. Portions of the Town are included on the updated Village of Twin Lakes land use plan map adopted by the Village Board in December 2009.

The updated Village land use plan map includes the southern portion of the Town of Wheatland in its planning area. The Village land use plan designates land uses in the Town as agricultural, environmental preserve, rural residential, and lake community. Future land uses designated in the Village of Twin Lakes and Town of Wheatland plans are similar with respect to the types of land uses planned and appropriate single-family residential densities; however, the Town plan designates suburban-density residential development at a minimum

⁴*Documented in SEWRPC Community Assistance Planning Report No. 299, A Multi-Jurisdictional Comprehensive Plan for Kenosha County: 2035, April 2010.*

⁵*The 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. The City of Burlington in Racine County is currently a fourth class city, but their existing population exceeds the threshold of a third class city. Within the timeframe of this plan, the City may decide to become a third class city; consequently, areas in the northern portion of the Town would become part of the City’s extraterritorial area. 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.*

density of 40,000 square feet per dwelling unit in areas along the Wheatland-Randall town line, south of Geneva Road, and southwest of the hamlet of New Munster; while the Village designates agricultural land uses in these areas with the opportunity for single-family development at a maximum density of one dwelling unit per acre, and preferably developed as a conservation subdivision.

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. Depending on the agreements and plans developed, such agreements also have the potential for revenue sharing or payments from incorporated areas, extension of municipal services to adjacent towns, and preservation of agricultural lands.

Several local governments in Kenosha County have developed boundary agreements, or are working on such agreements. Development of boundary agreements between the city and villages and adjacent towns where no agreement is in place is the best option for resolving conflicts regarding annexations and land uses in extraterritorial areas, and should be pursued.

There are no known or anticipated conflicts between the Town and the Westosha Central High School, Wilmot Union High School, and Wheatland Joint school districts serving the Town.

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 Westosha Central High School, Wilmot Union High School, and Wheatland Joint 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 22 in Chapter IX.

Programs:

- 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.

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 Twin Lakes Community Library and the Silver Lake Community Library). A copy of the adopted plan was also provided to the Burlington library.
- 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: Consistency Between the Comprehensive Plan and County and Local Ordinances
- Part 4: Plan Phasing
- Part 5: Implementation Goals, Objectives, Policies, and Programs
- Part 6: Consistency Among Plan Elements
- Part 7: Plan Implementation Priorities
- Part 8: 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 March 1, 2010. The Town also held an open house and public hearing on March 2, 2009, to receive public comment on a preliminary land use plan map. A public hearing on the full comprehensive plan was held before the Plan Commission on March 1, 2010. 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 March 16, 2010. The Plan Commission resolution approving the comprehensive plan and recommending adoption of the plan by the Town Board is included in Appendix D.

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 16, 2010. A copy of the adopting ordinance is included in Appendix E.

A public participation plan for development of this comprehensive plan was adopted by the Town Board on January 8, 2007 (see Appendix B).

PART 2: PLAN AMENDMENTS

Amendments to Town Comprehensive Plan

A comprehensive plan is a dynamic document created to guide future development decisions based on a future vision of the community, with consideration of past trends. From time to time there will be both internal and external changes that may require the Town to amend the adopted plan. The comprehensive plan should be reviewed periodically to determine if the plan accurately reflects current conditions and whether the plan is achieving its intended goals. If, through this process, it is determined that the text, maps, or other features of this plan are unsatisfactory, the Town Board may amend the plan.

This plan should be amended in a manner similar to its original development, with citizen participation prior to any change. Indeed, the comprehensive planning law requires that any plan amendment follow the same procedure as that followed for the adoption of this plan, including adoption of a public participation plan, a public hearing, approval of the plan amendment by a resolution of the Plan Commission, adoption of the amendment by an ordinance of the Town Board, and distribution of the plan amendment and adopting ordinance to the parties listed in Section 66.1001(4) of the *Statutes*. The Town may consider adopting an “umbrella” public participation plan to be used for all plan amendments.

The Town Board, upon recommendation of the Town Plan Commission, may consider (but is not obligated to approve) amendments to the Land Use Plan Map (Map 14 in Chapter VI). The Town Plan Commission and the Town Board will examine the following questions and issues when reviewing and considering requested land use plan map amendments and rezonings:

1. Is the proposed land use plan amendment or rezoning, when proposed to accommodate new urban development, located within the Phase 2 line? Is it contiguous (next to, or separated by a road) to existing urban development? That is, will the proposed development create “spot zoning,” or will it foster a logical, compact development pattern in the Town?
2. Is the proposed land use plan amendment, when proposed to accommodate new R-1 development outside the Phase 2 line, contiguous (next to, or separated by a street) to existing R-1 development?
3. Will the development resulting from the land use plan amendment assist in preserving the character of the Town of Wheatland and the area in which the development is proposed?
4. Has a substantial public benefit to the Town been demonstrated by the proposed land use plan amendment?
5. Is the proposed land use plan amendment, if granted, likely to contribute to land use balance in the Town?
6. Is the proposed land use 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 land use plan amendment and has that demand been demonstrated with evidence provided by the applicant?
8. Are public roads and utilities available, or planned to be available in the near future, to serve the proposed development?
9. If existing or planned public roads are to be available, is there adequate capacity to accommodate the proposed development?
10. If public roads are available, or planned to be available, is it a logical extension of those roads to serve the proposed development?
11. If public roads are to be extended to accommodate the area of the proposed land use plan amendment, is there a plan and funding available to extend those roads?

12. Will the development resulting from the land use plan amendment create more taxable value than the services or facilities the development will need? Has the applicant quantified this information and submitted it to the Town for review and consideration?
13. How will the Town ultimately benefit from the proposed land use plan amendment?

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.

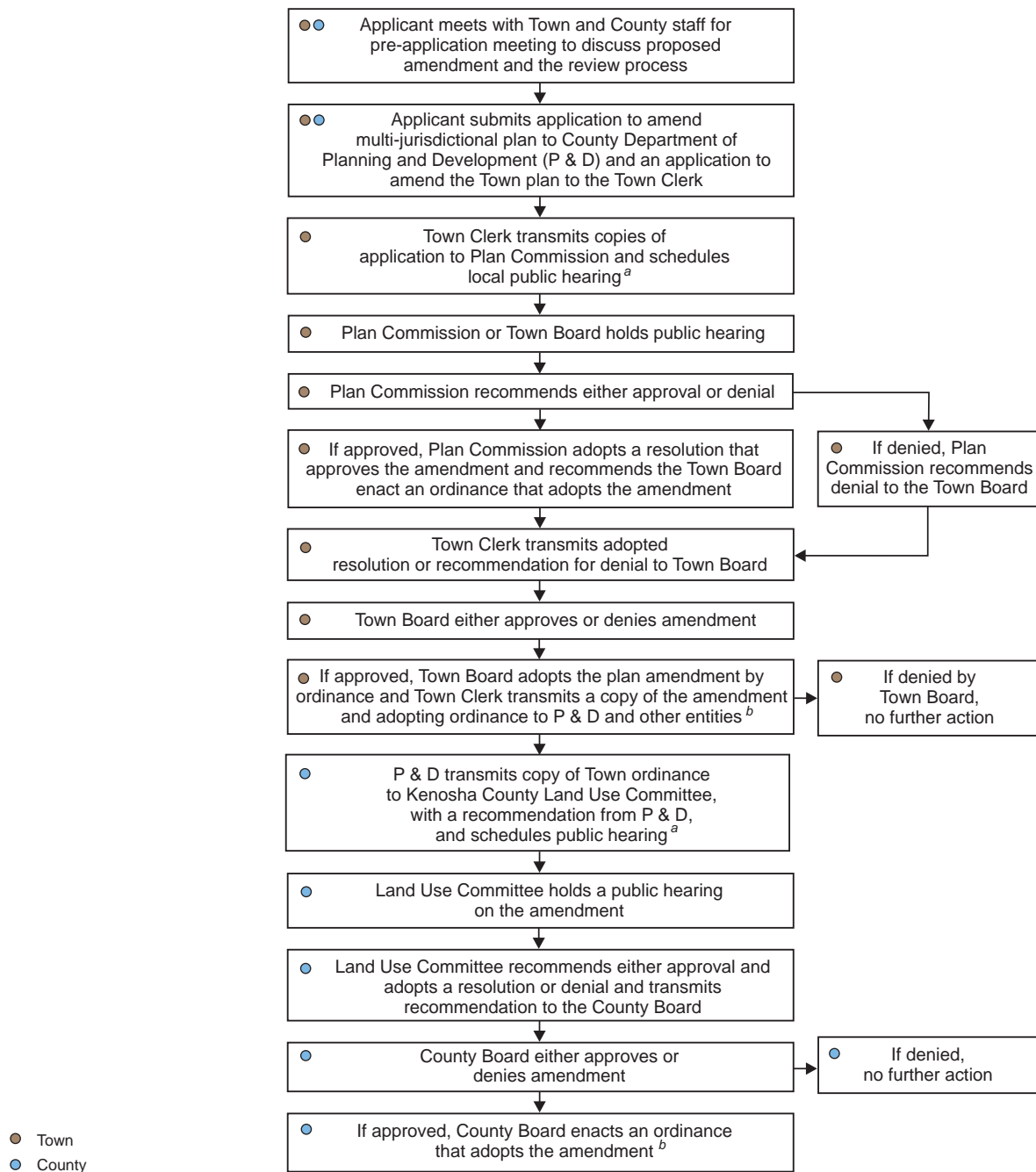
Coordination of Town and Multi-Jurisdictional Comprehensive Plan Amendments

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 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. 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 planning process. The amendment process is summarized in the following sections and by Figure 7.

1. An application to amend the Town plan amendment should be submitted to the Town Clerk. 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 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 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.

Figure 7

AMENDMENT PROCESS FOR TOWN OF WHEATLAND COMPREHENSIVE PLAN AND THE MULTI-JURISDICTIONAL COMPREHENSIVE PLAN FOR KENOSHA 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.

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.

PART 3: CONSISTENCY BETWEEN THE COMPREHENSIVE PLAN AND COUNTY AND LOCAL 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.

The Town of Wheatland does not currently have a zoning, subdivision, or official mapping ordinance; therefore, no changes to Town ordinances will be needed to implement this comprehensive plan. The multi-jurisdictional comprehensive plan 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:²
 - 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.

²*These three districts and an amendment to the PUD overlay district were adopted by the Kenosha County Board on March 2, 2010.*

- 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.

PART 4: PLAN PHASING

The Town of Wheatland developed Phase 1 and Phase 2 land use plan maps as part of this comprehensive planning process. The Phase 1 map (Map 13 in Chapter VI) reflects land use plan categories based on existing zoning in January 2009. The Phase 2 map (Map 14) is for the period 2009 through 2035. Development standards related to the Phase 2 map are included in Chapter VI (the Land Use Element).

PART 5: 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 and when developing the annual budget.

Policies:

- Regularly review the comprehensive plan and related ordinances to ensure they are achieving the desired results.
- Review and update the comprehensive plan report at least every 10 years, following the release of U.S. Census data and regional plan updates.

Programs:

- Consider establishing 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 an ordinance is enacted by the Town.
- 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.
- Consider the development of an application form and fee structure to cover costs associated with amending the comprehensive plan.
- Work with Kenosha County when developing future Town comprehensive plans and plan amendments to ensure the plan can be implemented through County zoning and subdivision ordinances or amendments to such ordinances.

PART 6: 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 Plan Commission. There are no known inconsistencies among plan elements.

PART 7: 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.

- 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 County Farmland Preservation Plan.
- Proposed plan amendments and rezonings will comply with the Development Standards set forth in this (Land Use) Element.
- Consider establishing 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 an ordinance is enacted by the Town.
- Areas on the Town land use plan map (Map 14 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.
- Areas are identified and designated on the Town land use plan map (Map 14 in Chapter VI) as commercial, industrial, and potential commercial or industrial development.
- Consider the development of an application form and fee structure to cover costs associated with amending the comprehensive plan.

On-Going Programs

The following on-going programs should continue to be carried out throughout the life of the plan:

- Continue to support the Kenosha County Planning and Development Department in its efforts to protect land and water resources, including farmland, and to implement recommendations set forth in the County Land and Water Resource Management Plan.
- Work with Kenosha County to protect lowland portions of environmental corridors and other lowland areas, including wetlands and stream corridors, through enforcement of C-1 district regulations set forth in the Kenosha County General Zoning and Shoreland/ Floodplain Zoning Ordinance.
- Work with Kenosha County to protect upland portions of environmental corridors and other upland areas, including woodlands, through enforcement of C-2 district regulations set forth in the Kenosha County General Zoning and Shoreland/ Floodplain Zoning Ordinance.
- Work to protect environmental corridors and natural areas through the County plat review process.

- Continue to work with Kenosha County to administer floodplain and shoreland regulations included in the Kenosha County General Zoning and Shoreland/ Floodplain Zoning Ordinance.
- Continue to work with Kenosha County to implement County ordinance requirements related to land suitability to avoid inappropriate development on severe structural or severe wet soils.
- Continue to work with Kenosha County to implement the recommendations set forth in the Kenosha County Hazard Mitigation Plan as funding becomes available, including acquisition of properties in floodplain areas.
- Work with Kenosha County when developing future Town comprehensive plans and plan amendments to ensure the plan can be implemented through County zoning and subdivision ordinances or amendments to such ordinances.
- 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.
- 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.
- Continue to comply with 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.
- 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.
- Work with the 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 one public school and three school districts located in the Town are shown on Map 22.
- 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 cooperatively with Kenosha County and other towns, as appropriate, to make necessary revisions and updates to the County zoning and land division 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 8: PROGRESS IN IMPLEMENTING THE PLAN

Annual Review

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.

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. 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.

Updates to Town Comprehensive Plan

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.

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 county board. The consistency requirement will take effect on January 1, 2010.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Kenosha County; 10 local government partners, including the Town of Wheatland, UW-Extension, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). As a result of the multi-jurisdictional process, a comprehensive plan that satisfies the planning requirements and is in compliance with Section 66.1001 of the *Statutes* has been developed for the Town of Wheatland, and is documented in this report.

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 Wheatland Town Board on January 8, 2007 (see Appendix B).

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 WHEATLAND LAND USE PLAN

This Town of Wheatland Comprehensive Plan is intended to serve the Town of Wheatland to the year 2035. The Town Land Use Plan consists of two maps, a Phase 1 and a Phase 2 map. The Phase 1 land use plan map, shown on Map 13 in Chapter VI (Land Use Element), reflects land use plan categories based on zoning in the Town as of January 2009. The Phase 2 land use plan map, for the years 2009 through 2035, is presented on Map 14. Development standards related to the Phase 2 map are included in Chapter VI.

Suburban- and medium-density residential uses occupy the largest portion of the Town on the 2035 land use plan map, with about 33 percent of the Town area. Natural resource areas occupy about 29 percent of the Town, and farmland protection areas occupy about 23 percent of the Town. The land use plan map also designates eight areas where the Town Plan Commission and Town Board will consider applications for commercial or industrial uses (shown as a red triangle on Map 14 in Chapter VI).

The Town land use plan map also identifies primary and secondary environmental corridors and isolated natural resource areas. 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 Wheatland are located primarily along the Fox River, Bassett Creek, New Munster Creek, Palmer Creek, Peterson Creek, and Dyer Lake; and within an extensive area of wetlands in the southwest portion of the Town.

PLAN ADOPTION

The Town of Wheatland held a public informational meeting/open house and a public hearing on March 1, 2010, to present this plan to the public and to solicit public comments. The Town Plan Commission approved the plan by resolution and the Town Board adopted the plan by ordinance on March 16, 2010. Copies of the adopting resolution and ordinance are included in Appendix D and E, respectively.

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 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.

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APPENDICES

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Appendix A

Version B

RESOLUTION #2005 -- 006

TOWN OF WHEATLAND 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 Wheatland, 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 Wheatland; and

WHEREAS, the Town Board of the Town of Wheatland 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 Wheatland and Kenosha County will require a 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, costs related to reviewing plan materials and attending planning meetings, and the cost 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 Wheatland 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 Wheatland hereby authorizes Kenosha County to apply for a comprehensive planning grant from the Wisconsin Department of Administration on behalf of the Town of Wheatland to aid in the development of a multi-jurisdictional comprehensive plan; and

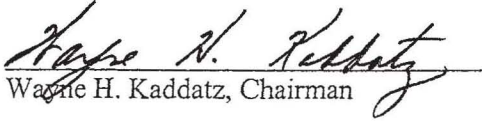
BE IT FURTHER RESOLVED that the Town Board of the Town of Wheatland hereby authorizes the Town Chairman to execute the cooperative agreement and any other documents needed to carry out the multi-jurisdictional comprehensive planning process.

Dated this 22nd day of August, 2005.

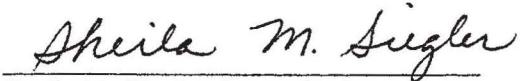
Motion for adoption moved by Supervisor Jeffrey J. Butler.

Motion for adoption seconded by Supervisor Robert E. Herda.
Voting Aye: Kaddatz, Butler, Herda Nay: none.

APPROVED:


Wayne H. Kaddatz, Chairman

ATTEST:


Sheila M. Siegler, Town Clerk

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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.

| Participation Phase | General Timeline | General Public Activities | Key Stakeholder Activities | Municipal Official Activities |
|--------------------------------|------------------------------|--|---|--|
| Public education and awareness | Throughout the process | <ul style="list-style-type: none"> • Newsletters • Website • Press releases and feature articles • Presentations to interested organizations • Meetings and open houses • Publications • Cable television | <ul style="list-style-type: none"> • Those already noted • Identification of key stakeholder representatives | <ul style="list-style-type: none"> • Educational overviews and presentations at municipal meetings • Educational tours • Educational workshops related to planning elements, GIS, Planning Dept. resources and impacts of growth |
| Public dialogue | June 2006 – July 2008 | <ul style="list-style-type: none"> • Web-based feedback forums • End-of-session feedback from presentations • Meetings and open houses | <ul style="list-style-type: none"> • Interactive “Kenosha County Café” – based on the World Café Model of public dialogue toward building relationships, understanding perspectives, and creating a common vision • Those already noted | <ul style="list-style-type: none"> • Participation in the Kenosha County Café • Coordination activities for neighboring and overlapping jurisdictions • Coordination of resources available within the Planning Dept. and SEWRPC |
| Deliberation of alternatives | January 2007 – December 2008 | <ul style="list-style-type: none"> • Participation in interactive issue forums • Meetings and open houses | <ul style="list-style-type: none"> • 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. • May serve on issue committees | <ul style="list-style-type: none"> • 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 • May serve as issue committee chairs or members |
| 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 (www.co.kenosha.wi.us/plandev/land_dev/smart_growth.html). 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 Somers: January 23, 2007
Town Board, Town of Wheatland: January 8, 2007

Appendix C

ECONOMIC DEVELOPMENT ORGANIZATIONS AND PROGRAMS AVAILABLE IN THE TOWN OF WHEATLAND 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 <http://www.kaba.org/news/reportsresults.htm> 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 broke 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

¹*Documented 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.*

²*Documented 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.*

business leaders, was formed with the idea that a regional approach is key to fostering economic growth. 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 \$2.0 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, <http://dnr.wi.gov/org/aw/rr/index.htm>. 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 D

RESOLUTION NO. 2010-PC-001

(Resolution to Recommend Adoption of the Town of Wheatland Comprehensive Plan)

STATE OF WISCONSIN
Town of Wheatland
Kenosha County

The Plan Commission of the Town of Wheatland, Kenosha County, Wisconsin, by this resolution, adopted by a majority of the town plan commission on a roll call vote with a quorum present and voting and proper notice having been given, resolves and recommends to the Town Board of the Town of Wheatland as follows:

Adoption of the Town of Wheatland Comprehensive Plan which is documented in the report titled, *A Comprehensive Plan for the Town of Wheatland: 2035*.

The Plan Commission of the Town of Wheatland, by this resolution, further resolves and orders as follows:

All maps and other materials noted and attached as exhibits to the Town of Wheatland Comprehensive Plan Report titled, *A Comprehensive Plan for the Town of Wheatland: 2035*, are incorporated into and made a part of the Town of Wheatland Comprehensive Plan.

The vote of the town plan commission in regard to this resolution shall be recorded by the clerk of the town plan commission in the official minutes of the Plan Commission of the Town of Wheatland.

The town clerk shall properly post or publish this resolution as required under s 60.80, Wis. Stats.

Adopted this sixteenth day of March, 2010.

TOWN OF WHEATLAND PLAN COMMISSION


William M. Glembocki, Chairperson

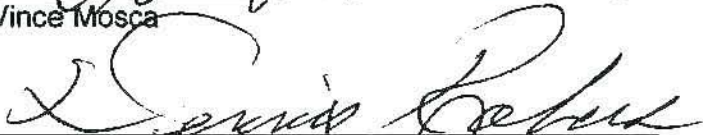

Clayton Wagner


Randy Schulz

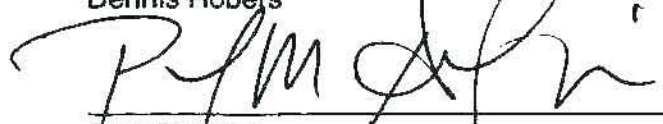

Susan Riley



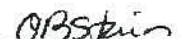
Vince Mosca



Dennis Robers



Paul DeLuise



Mary Ochoa-Petersen

Attest: 

Sheila M. Siegler, Clerk

ORDINANCE NO. 10- 002

AN ORDINANCE TO CREATE SECTION 36.25
OF THE CODE OF ORDINANCES OF THE TOWN OF WHEATLAND
RELATING TO ADOPTION OF A COMPREHENSIVE PLAN

The Town Board of Supervisors of the Town of Wheatland, Kenosha County, Wisconsin, hereby creates Section 36.25 of the Code of Ordinances of the Town of Wheatland relating to adoption of a comprehensive plan to read as follows:

36.25 Adoption of Comprehensive Plan.

(A) Authority. Pursuant to §62.23(2) and (3), §61.35 and §60.22(3) of the Wisconsin Statutes, the Town of Wheatland is authorized to prepare and adopt a comprehensive plan as defined in §66.1001(1)(a) and §66.1001(2) of the Wisconsin Statutes.

(B) Public Participation. The Town Board of the Town of Wheatland, Wisconsin, had adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan, as required by §66.1001(4)(a) of the Wisconsin Statutes.

(C) Intergovernmental Cooperation. The Town has cooperated with Kenosha County, UW-Extension, and SEWRPC to prepare a comprehensive plan that will serve as the comprehensive plan for the Town of Wheatland, which is documented in the report titled "A Comprehensive Plan for the Town of Wheatland: 2035".

(D) Plan Commission Review. The Plan Commission of the Town of Wheatland, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution approving the comprehensive plan and recommending to the Town Board the adoption of the document entitled "A Comprehensive Plan for the Town of Wheatland: 2035", containing all of the elements specified in §66.1001(2) of the Wisconsin Statutes.

(E) Public Hearing. The Town has duly noticed and held at least one (1) public hearing on the comprehensive plan, in compliance with the requirements of §66.1001(4)(d) of the Wisconsin Statutes.

(F) Adoption. The Town Board of the Town of Wheatland, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, "A Comprehensive Plan for the Town of Wheatland: 2035", pursuant to §66.1001(4)(c) of the Wisconsin Statutes, as the Town of Wheatland comprehensive plan.