

SEWRPC Community Assistance Planning Report No. 299
A MULTI – JURISDICTIONAL COMPREHENSIVE PLAN FOR KENOSHA COUNTY: 2035

Chapter XVI

SUMMARY

In 1999, the Wisconsin Legislature enacted a comprehensive planning law, set forth in Section 66.1001 of the *Wisconsin Statutes*, requiring County and local governments that enforce general zoning, shoreland zoning, subdivision, or official mapping ordinances to have an adopted comprehensive plan. The law also includes a “consistency” requirement, whereby zoning, subdivision, and official mapping ordinance actions of counties, cities, villages, and towns must be consistent with the comprehensive plan adopted by the county board, common council, village board, or town board, respectively, beginning 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, UW-Extension, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The Village of Bristol joined the multi-jurisdictional planning process in January 2010, following incorporation of the Village in December 2009. As a result of the multi-jurisdictional process, comprehensive plans that satisfy the planning requirements set forth in Section 66.1001 of the *Statutes* have been developed for the County and each local government partner. The 10 local government partners include:

- City of Kenosha
- Village of Bristol
- Village of Pleasant Prairie
- Village of Silver Lake
- Town of Brighton
- Town of Bristol
- Town of Paris
- Town of Salem
- Town of Somers
- Town of Wheatland

Six of the local governments (the Villages of Bristol and Silver Lake and the 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 based on the multi-jurisdictional plan. The Town of Randall and Villages of Twin Lakes and Paddock Lake prepared and adopted local comprehensive plans separate from the multi-jurisdictional planning process.

Table XVI-1 lists the dates of plan commission approval and governing body adoption of local comprehensive plans prepared as part of the multi-jurisdictional planning process. The Land Use Committee of the Kenosha County Board approved the plan on March 17, 2010. The Kenosha County Board adopted this plan on April 20, 2010.

Table XVI-1

ADOPTION DATES FOR THOSE LOCAL GOVERNMENTS THAT ADOPTED THIS MULTI-JURISDICTIONAL PLAN AS THE VILLAGE OR TOWN COMPREHENSIVE PLAN

Local Government	Plan Commission Resolution Approving the Plan	Governing Body Ordinance Adopting the Plan
Village of Bristol	3/2/10	3/2/10
Village of Silver Lake.....	2/24/10	3/3/10
Town of Brighton.....	3/3/10	3/8/10
Town of Bristol	3/2/10	3/2/10
Town of Paris	2/25/10	3/1/10
Town of Somers.....	3/4/10	3/9/10

ADOPTION DATES FOR THOSE LOCAL GOVERNMENTS THAT ADOPTED A SEPARATELY-DOCUMENTED COMPREHENSIVE PLAN BASED ON THIS MULTI-JURISDICTIONAL PLAN

Local Government	Plan Commission Resolution Approving the Plan	Governing Body Ordinance Adopting the Plan
City of Kenosha.....	3/4/10	4/19/10
Village of Pleasant Prairie	12/14/09	12/21/09
Town of Salem	2/22/10	3/8/10
Town of Wheatland	3/16/10	3/16/10

Source: Local Governments and SEWRPC.

The comprehensive planning effort was coordinated through the Multi-Jurisdictional Comprehensive Planning Advisory Committee (MJAC). The MJAC 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 multi-jurisdictional comprehensive plan presented in this report provides a long-range guide that effectively addresses future development and natural resource protection through the year 2035, based on the following vision for the future of the County developed by the MJAC:

“From the lakeshore to the prairie, from the urban to the rural communities, Kenosha County seeks to maintain a high quality of life; protect its natural and cultural resources; encourage business, industry, tourism, agricultural, and recreational opportunities; and sustain a healthy and safe future for all of its citizens.”

PUBLIC PARTICIPATION

To ensure opportunities for public involvement in the planning process, a public participation plan (PPP) was developed in 2006 by the MJAC for adoption by Kenosha County Board and participating local governments. The public participation plan was approved by the Kenosha County Board and the governing body of each participating local government. The PPP outlines a series of outreach efforts and public participation sessions designed to gain input from County residents throughout the comprehensive planning process. A “Kenosha County Café” countywide visioning session; public meetings; three planning-related cable television programs (Community Chat); a bus tour to view various types of urban and rural development; newsletters; newspaper articles; and a comprehensive planning website are a few of the efforts conducted as part of the PPP. A copy of the PPP is in Appendix A.

BACKGROUND INFORMATION

Chapters II through VI of the multi-jurisdictional plan report provide background, or inventory, information about the County and its local governments, organized by the subject matter required by the comprehensive planning law. A brief summary of each chapter is provided in the following sections.

Chapter II: Population, Household, and Employment Trends

Between 1940 and 2000, Kenosha County grew by 86,072 residents, or about 136 percent. In the same period, the Southeastern Wisconsin Region grew by 81 percent; the State grew by 71 percent; and the nation grew by 113 percent. The County had 149,577 residents in 2000. The Wisconsin Department of Administration estimated that the County population had increased to 158,219 residents in 2005, and to 162,094 residents in 2008.

In 2000, there were 56,057 households with an average size of 2.60 persons per household in Kenosha County. 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.

In 2000, about 69 percent of all County residents 16 years of age and older were employed. The majority of County workers were employed in management or professional occupations (about 29 percent), sales and office occupations (about 27 percent), and production, transportation, and material moving occupations (about 20 percent). Over 56 percent of employed Kenosha County residents worked in Kenosha County in 2000. More people commuted out of the County for work than commuted into the County. Of County residents who commuted out of the County for work, the largest percentage went to work in Lake County in Illinois.

Chapter III: Inventory of Agricultural, Natural, and Cultural Resources

Agricultural Resources

Kenosha County farms produce an 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.

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 NRCS also developed a Land Evaluation (LE) rating system for each soil type ranging from the best to least suited for crop production. Maps showing soil suitability classes and LE values for soils in the County are included in Chapter III of the plan report.

Natural Resources

In 2006, there were four nonmetallic mining sites in the County. No sites in Kenosha County have been registered as sites having marketable nonmetallic mineral deposits.

About 78 percent of the County is located west of the subcontinental divide and drains to the Mississippi River. The remaining 22 percent of the County is east of the divide and drains to the Great Lakes-St. Lawrence 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 affecting new diversions of Lake Michigan water across the divide.

There are approximately 13 miles of Lake Michigan shoreline in Kenosha County. The shoreline contains areas of clay bluffs with heights of up to 35 feet in the northern reaches of the County and only four or five feet in the southern reaches. Beach width varies from a complete absence of beach in some areas and over 275 feet in others. Shoreline recession rates varied greatly along different segments of the lakeshore.

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. Thirty-nine natural areas were identified in Kenosha County in 1994. These sites encompass 3,500 acres, or about 2 percent of the County. One site of geological importance was identified in the County in 1994 as part of the regional natural areas study. The Kenosha Dunes and Buried Forest, a glacial geology site, encompasses 36 acres along the Lake Michigan shoreline in the Village of Pleasant Prairie.

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. Fifteen sites supporting rare or threatened plant and animal species were identified in 1994. These sites encompass an area of 5,329 acres, which is about 3 percent of the County. There are also 33 aquatic sites supporting threatened or rare fish, herptile, or mussel species in the County, including 77 stream miles and 3,567 lake acres.

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 Kenosha County are located along major stream valleys, around major lakes, and in large wetland areas. In 2000, about 28,000 acres, comprising about 16 percent of the County, were encompassed within primary environmental corridors. Secondary environmental corridors are located chiefly along the smaller perennial streams and intermittent streams. About 6,400 acres, comprising about 4 percent of the County, were within secondary environmental corridors in 2000. Isolated natural resource areas include a geographically well-distributed variety of isolated wetlands, woodlands, and wildlife habitat. These areas encompassed about 3,870 acres, or about 2 percent of the County, in 2000.

Cultural Resources

There were 25 historic places and districts in the County listed on the National Register of Historic Places and/or the State Register of Historical Places in 2006. Of the 25 historic places and districts listed on the National and State Registers, 16 are historic buildings or structures, three are historic districts, and six are historic sites. In addition to those historic structures, sites, and districts nominated to the National and State Registers of Historic Places, 75 structures, four districts, and seven sites have been designated as landmarks by the City of Kenosha. There are also 10 Wisconsin State Historical Markers located in Kenosha County.

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.

Chapter IV: Inventory of Existing Land Uses and Transportation Facilities and Services

Urban Land Uses: 2000

In the year 2000, 38,051 acres, or 21 percent of Kenosha County, were developed with urban land uses. Of this:

- 18,597 acres (10 percent of the County) were residential
- 11,475 acres (6 percent) were transportation, communications and utilities
- 3,409 acres (2 percent) were recreational
- Commercial, industrial, and government and institutional uses each made up less than 1 percent of the County

Of the residential land uses:

- 93 percent were single-family homes
- 2 percent were two-family dwellings
- 4 percent were multi-family dwellings
- Less than 1 percent were mobile homes

Between 1975 and 2000, the amount of land used for urban uses increased by about 10,100 acres, or approximately 36 percent.

Nonurban Land Uses: 2000

The remaining 79 percent of the County, or 140,150 acres, were in agricultural or other nonurban uses, including:

- 94,716 acres (53 percent of the County) in agricultural use

- 30,367 acres (17 percent) natural resource areas (water, wetlands, or woodlands)
- 518 acres (less than 1percent) in extractive (sand and gravel pits or quarries)
- 369 acres (less than 1percent) landfills
- 14,181 acres (8 percent) open lands

The percentage of land classified as “nonurban” decreased by about 7 percent between 1975 and 2000. The amount of land used for agriculture decreased by about 14,100 acres, or 13 percent.

Streets and Highways

The street and highway system serves several important functions, including providing for the movement of through vehicular traffic; providing for access of vehicular traffic to abutting land uses; providing for the movement of pedestrian and bicycle traffic; and serving as the location for utilities and stormwater drainage facilities. The arterial street and highway system is intended to provide a high degree of travel mobility, serving the through movement of traffic between and through urban areas. Arterial streets and highways accounted for 365 miles in 2006. 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.

Public Transportation

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, 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.

Bikeways

There are about 27 miles of bikeways in Kenosha County, including:

- The Kenosha County Bicycle Trail, the largest single trail (approximately eight miles), spanning north and south through Pleasant Prairie and Somers
- 8.5 miles of on-street and seven miles of off-street bikeways in the City of Kenosha
- 3.1-mile paved multi-use trail encircling Lake Andrea in Pleasant Prairie
- A one-mile off-street bikeway in the Village of Twin Lakes
- Six miles of on-street bikeway located along the Racine/Kenosha border in the Towns of Paris and Somers

Rail Freight

Three railway companies provide railway freight service to the County over about 50 miles of track:

- Union Pacific Railroad (28 miles)
- Canadian Pacific Railway (12 miles)
- Canadian National Railway (10 miles)

Airports

There are four public-use airports in Kenosha County:

- Kenosha Regional Airport is a publicly-owned general aviation airport offering chartered air service and air freight services
- Westosha Airport, Camp Lake Airport, and Vincent Airport are privately-owned, public-use airports

There are also eight private-use airports and six private-use heliports in the County.

Ports and Harbors

There are two harbors in the County:

- Kenosha Harbor in the City of Kenosha
 - Simmons Island Marina: owned by the City and open to the public, privately operated
 - Southport Marina: owned by the City and open to the public, privately operated
- Prairie Harbor in the Village of Pleasant Prairie
 - Prairie Harbor Yacht Club: private-use, privately owned and managed

Chapter V: Inventory of Existing Utilities and Community Facilities

Wastewater Treatment and Disposal

Adopted sewer service area plans within the County include the Greater Kenosha Area (the City of Kenosha, portions of the Village of Pleasant Prairie and Town of Somers, and eastern portions of the Town of Bristol), the Village of Silver Lake, the Village of Twin Lakes, the Village of Paddock Lake, portions of the Town of Salem, southwestern portions of the Town of Bristol, and much of the Village of Bristol. About 74,070 acres, or 42 percent of the County, were located within adopted sanitary sewer service areas in 2007. Kenosha County regulates private onsite wastewater treatment systems (POWTS) for any development that is not served by sanitary sewer.

Water Supply

There are six public water utilities in Kenosha County, serving the City of Kenosha; portions of the Villages of Bristol, Pleasant Prairie, and Paddock Lake; and portions of the Towns of Bristol and Somers. The City of Kenosha provides water to the Pleasant Prairie and Somers Water Utility Districts and the Town of Bristol Utility District No. 3 in the northeastern portion of the Town. Lake Michigan serves as the major source of public water supply in the City of Kenosha, Village of Pleasant Prairie, Town of Somers, and eastern portion of the Town of Bristol. Groundwater serves as the major source of water in the remainder of the County. About 27,452 acres (about 15 percent of the County) and an estimated 116,900 residents (74 percent of the County's population) were served by public water utilities in 2005.

Under the terms of the Great Lakes-St. Lawrence River Basin Water Resources Compact, commonly referred to as the Great Lakes Compact, and the provisions of 2007 Wisconsin Act 227, communities lying east of the subcontinental divide may use Lake Michigan water as a source of supply. Communities that straddle the divide may use Lake Michigan water as a public water source provided the spent water is returned to the Lake and certain other provisions of the Great Lakes Compact and Wisconsin Act 227 are met, including establishment of a water conservation program. State-level approval is also required. The City of Kenosha, Village of Pleasant Prairie, and Town of Somers all straddle the divide. Communities that are located entirely west of the subcontinental divide, but are located in a County that straddles the divide (such as Kenosha County), may be allowed to divert water from the Great Lakes Basin by the Wisconsin Department of Natural Resources (DNR), provided the spent water is returned to the Lake and certain other provisions of the Great Lakes Compact and Wisconsin Act 227 are met, including approval from all eight States that border the Great Lakes. Based on the long-standing coordinated water supply and sanitary sewerage planning program and the provisions of Wisconsin Act 227 that include the Town of Bristol Utility District No. 3 planned water

supply service area as part of the Greater Kenosha Area system, it may be expected that the utility district will be able to continue using its existing allotment of Lake Michigan water for the currently approved sewer service area.

Electric and Natural Gas Service

Most of Kenosha County is provided with electric power services by WE Energies. A WE Energies electric power generation facility, powered by low-sulfur coal, is located in the Village of Pleasant Prairie. WE Energies also owns and operates the Paris Generating Station, a natural gas-based plant, in the Town of Paris. The Village of Twin Lakes and the western portion of the Town of Randall receive electric power service from Alliant Energy. Electric power is also provided to the electric power system from Waste Management's Pheasant Run Landfill Gas-To-Energy facility.

Natural gas service is provided within Kenosha County by WE Energies. ANR Pipeline Company operates an interstate system of natural gas pipelines, and provides natural gas to WE Energies.

Solid Waste Management

Solid waste collection in Kenosha County was provided by a combination of public and private services in 2006. Solid waste facilities in Kenosha County include transfer stations, solid waste storage facilities, recycling facilities, processing facilities, and compost sites. Most of the solid waste collected in the County is deposited in the Pheasant Run Landfill, owned by Waste Management, Inc., in the Town of Paris. Solid waste collected by Veolia Environmental Services is deposited at the Mallard Ridge landfill in Walworth County.

Emergency Services

The City of Kenosha and the Villages of Pleasant Prairie and Twin Lakes each have a municipal police department that provides service 24 hours a day, seven days a week. The Village of Silver Lake Police Department provides service 20 hours a day. The Kenosha County Sheriff's Department provides service to the Village of Silver Lake for the remaining four hours of each day. The University of Wisconsin-Parkside also has a police department, which provides service to the campus 24 hours a day. All unincorporated areas in the County, the Village of Paddock Lake, and portions of the Village of Genoa City located in the County are served by the Kenosha County Sheriff's Department. The Sheriff's Department also provides backup to all police departments in the County.

There were 11 fire departments serving the County in 2010, which include the Bristol, Kansasville, Kenosha, Paris, Pleasant Prairie, Randall, Salem, Silver Lake, Somers, Twin Lakes, and Wheatland Fire Departments. There were eight municipal or volunteer emergency medical service (EMS) departments serving the County in 2010. Many fire department personnel are cross-trained to provide fire fighting, emergency medical, and/or hazardous materials handling services. In addition, most fire and emergency service agencies have mutual aid agreements in place with other departments if additional equipment or personnel are needed to respond to an emergency.

There were four dispatch centers (Public Safety Answering Points) in Kenosha County taking emergency calls. The Kenosha City/County Joint Services PSAP takes calls 24 hours a day, and dispatches personnel or transfers calls, where appropriate, to a local dispatch center. Local PSAP's are operated by the Village of Pleasant Prairie and Village of Twin Lakes Police Departments. The UW-Parkside Police Department also maintains a PSAP for incidents on its campus.

Educational Facilities

There were 54 public schools and 21 private schools in 2006 serving elementary and secondary grades. There were also five institutions of higher learning in the County consisting of three private colleges, one public technical college, and one public university. There were 15 school districts serving the County, including

four high school districts, 10 elementary school districts, and the Kenosha Unified School District, which operates both elementary and high schools.

Chapter VI: Existing Plans and Ordinances

Existing Plans

Southeastern Wisconsin, Kenosha County, and Kenosha County's communities have a rich history of planning. Numerous plans have been developed at the regional level including a regional land use plan, transportation system plan, natural areas plan, water quality management plan, and telecommunications plan. Preparation of a regional water supply plan is underway. Plans developed at the County level include a farmland preservation plan,¹ County park and open space plan, Kenosha Urban Planning District plan (for the area east of IH 94), land and water resources management plan, Des Plaines River watershed plan, jurisdictional highway system plan, hazard mitigation plan, and a freeway corridor plan. In addition, all but three communities in the County had adopted a land use, master, or comprehensive plan prior to initiating work on comprehensive plans, and many of the communities in the County have developed park and open space plans. These existing plans provided the foundation for developing this multi-jurisdictional comprehensive plan for Kenosha County.

Intergovernmental Agreements

The *Wisconsin Statutes* provide several options for neighboring cities, villages, and towns to cooperatively determine common boundaries and to develop agreements for shared services. Section 66.0307 of the *Wisconsin Statutes* allows any combination of cities, villages, and towns to determine the boundary lines between themselves under a cooperative plan. The cooperative plan must identify agreed-upon boundary changes and existing boundaries that will not change during the planning period; identify any conditions that must be met before a boundary change may occur; include a schedule of the period during which a boundary change shall or may occur; and specify arrangements for the provision of urban services to the territory covered by the plan. A boundary agreement can also be achieved under Section 66.0225, which allows two abutting communities who are parties to a court action to enter into a written stipulation determining a common boundary. In addition, communities can agree upon common boundaries under Section 66.0301, the "Intergovernmental Cooperation" Statute. Units of government can also enter into agreements under this Section to provide services to or share services with other units of government. Intergovernmental agreements that affect future municipal boundaries are listed in Table VI-4 in Chapter VI.

Land Use-Related Ordinances

The comprehensive planning law requires that zoning, subdivision, and official mapping ordinance actions be consistent with a governmental unit's comprehensive plan beginning on January 1, 2010. As of that date, County zoning and subdivision ordinance actions must be consistent with the comprehensive plan adopted by the County Board. City and village zoning, subdivision, and official mapping ordinance actions must be consistent with the comprehensive plan adopted by the Common Council or Village Board, and town subdivision and official mapping ordinance actions must be consistent with the comprehensive plan adopted by the Town Board. To assist in meeting this requirement, all County and local zoning, subdivision, and official mapping ordinances were inventoried.

Kenosha County General Zoning and Shoreland/Floodplain Zoning Ordinance

This ordinance regulates land uses, buildings, and other structures in all Towns within the County. Following an amendment in March 2010, the ordinance includes 32 basic zoning districts and nine overlay districts, and is administered by the Kenosha County Department of Planning and Development in cooperation with the affected towns. The ordinance also regulates shoreland and floodplain areas within towns, which includes restrictions on uses in wetlands, building setback requirements of at least 75 feet from the ordinary high-water

¹ *The County Farmland Preservation Plan will be updated following completion of the comprehensive plan to reflect changes to the Wisconsin Farmland Preservation Program approved by the State Legislature in 2009.*

mark of navigable waters, limits on vegetation clearing along navigable waters, and limits on land uses that can occur in the 100-year floodplain.

City and Village Zoning Ordinances

Each city and village in Kenosha County has adopted a zoning ordinance. County shoreland regulations still apply in areas annexed by a city or village after May 7, 1982, unless the city or village has adopted regulations that are at least as restrictive as County shoreland regulations.

Extraterritorial Zoning Regulations and Platting Authority

The *Wisconsin Statutes* provide a process for a city or village to adopt extraterritorial zoning regulations, in cooperation with adjacent towns, for adjacent unincorporated areas within three miles of a city of the first, second, or third class, or within 1.5 miles of a city of the fourth class or a village. The *Statutes* also authorize cities and villages to review, and approve or reject, subdivision plats located within their extraterritorial plat review jurisdiction. No extraterritorial zoning regulations were in effect in Kenosha County in 2009; however, extraterritorial platting authority is exercised by the city and villages in the County.

Land Division Regulations

The Kenosha County Subdivision Control Ordinance regulates land divisions in towns resulting in parcels of five acres or less. All cities and villages in the County and the Towns of Bristol, Randall, Salem, and Somers have adopted land division ordinances.

Official Mapping Ordinances

State statutes allow cities, villages, and towns that have adopted village powers to establish official maps to precisely identify right-of-way lines and boundaries of streets, highways, waterways, and parkways, and the location and extent of railroad rights-of-way, public transit facilities, parks, and playgrounds. Official maps are intended to be used to help implement comprehensive plans and for insuring the availability of land for the above features. The City of Kenosha and Village of Twin Lakes have adopted active official maps for their communities, and the Town of Somers has adopted an official map for a portion of the proposed Green Bay Road (STH 31) corridor.

PLAN ELEMENTS

The comprehensive planning law requires that each plan include the following nine elements: Issues and Opportunities; Agricultural, Natural, and Cultural Resources; Land Use; Housing; Transportation; Utilities and Community Facilities; Economic Development; Intergovernmental Cooperation; and Implementation. A brief summary of each element chapter is provided in the following sections.

Chapter VII: Issues and Opportunities Element

Overall Goals and Objectives

Overall goals and objectives were developed to define a desired future for Kenosha County and participating local governments, and to guide the development and redevelopment of the County through 2035. The overall goals and objectives provided the framework for the development of specific goals and objectives for each of the other plan elements. Overall goals and objectives are listed in the summary of each of the following element chapters. Each element also includes more specific goals and objectives, and policies and programs to help attain goals and objectives.

Population and Household Projections

The future demand for land, housing, transportation facilities and services, and other community facilities is tied directly to future population, household, and employment levels. Developing projections of the number of people, households, and jobs for the year 2035 was an essential step in the planning process. Projections of future population and households in the County and each local government are presented in the Issues and

Opportunities Element. Employment projections (number of future jobs) are presented in the Economic Development Element (Chapter XIII).

County-Level Projections

The projected population for Kenosha County in 2035 under the regional land use plan is 210,078 persons. This is a projected increase of 60,500 persons, or about 40 percent, over the existing 2000 population of 149,600. The number of households for Kenosha County projected under the regional land use plan for 2035 is 82,900. This is a projected increase of 26,800 households, or about 48 percent, over the 56,100 households in 2000.

Local Government Projections

Local governments in Kenosha County have developed future population projections for use in local comprehensive plans. The cumulative result of these projections for Kenosha County is 229,444 persons, which is greater than the regional land use plan intermediate-growth scenario population projection of 210,078, but less than the high-growth scenario population projection of 235,300. The projected number of households in 2035, based on the population projections selected by local governments, is 90,381, which is about 9 percent higher than the number projected under the regional plan (82,900 households). Table VII-9 in Chapter VII presents the population and household projections for each local government.

Chapter VIII: Agricultural, Natural, and Cultural Resources Element

Agricultural Resources

Loss of agriculture and farmland due to development pressures and changes in the economy are considered by residents as major threats to Kenosha County. Agriculture is seen as an important contributor to the local economy and, given the changes in farming practices and the demand for new and innovative agricultural products such as bio-fuels, there is potential growth for businesses and industries based on agriculture. The agricultural resource goals and objectives were categorized under the following issues: management of productive agricultural areas, farmland protection, and the viability of agri-business.

Agricultural Resources Goals and Objectives

Overall Goals:

- Preserve and protect Kenosha County's agriculture and farmlands outside planned urban (sewer) service areas.
- Identify and encourage desirable and sustainable agri-businesses and job development.

Overall Objectives:

- Develop methods to identify, protect, and preserve agricultural areas and lands.
- Develop methods to retain and encourage agriculture as a viable part of the economy.
- Discourage development on productive agricultural lands.
- Encourage preservation of agricultural activity outside planned urban (sewer) service areas.
- Encourage safe agricultural practices to minimize impact on the natural resources base.
- Encourage the preservation of rural (agrarian) character and vistas outside planned urban (sewer) service areas.
- Discourage development that is incompatible with agricultural uses.
- Capitalize on agri-tourism amenities.

Natural Resources

Throughout the public input process, County residents voiced concern about the depletion of natural resources, and they indicated that a high priority should be placed on preserving existing natural resources, including stricter regulations to protect water quality. Natural resource goals and objectives, as well as related

policies and programs, were developed to address the following natural resource issues: environmental corridors, natural areas, and critical species habitats; surface and groundwater resources and watersheds; floodplains, wetlands, and severe structural and severe wet soils; Lake Michigan; nonmetallic mineral resources; invasive species; environmental health; and parks, outdoor recreation, and open space preservation.

Natural Resources Goal and Objectives

Overall Goal:

- Preserve and enhance Kenosha County’s natural resources, including Lake Michigan, and park and open space sites.

Overall Objectives:

- Support the development of a comprehensive system of parks and open spaces within the County to enhance the quality of the environment and life and to allow County residents adequate opportunities to participate in resource- and non-resource oriented outdoor recreational activities, including water-based outdoor recreation activities.
- Encourage the preservation of natural features and open space as part of future development proposals in the County.
- 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.
- Develop methods to preserve “natural” character and vistas in the County.
- Encourage integrated water resource management of surface water, groundwater, and water dependent natural resources.
- Encourage the protection of Lake Michigan’s water quality and shoreline, including Lake Michigan bluffs.
- Capitalize on natural and recreational tourism amenities.

Cultural Resources

Developing and enhancing cultural opportunities and activities is seen as a way to bolster tourism and improve the overall quality of life in Kenosha County, making it a more attractive community for residents and visitors. Cultural resource issues addressed in Chapter VIII include historical resources, archaeological resources, local historical societies and museums, and cultural venues, events, and organizations.

Cultural Resources Goal and Objectives

Overall Goal:

- Preserve and enhance the historic and cultural resources and character of Kenosha County.

Overall Objectives:

- Encourage preservation of historic and cultural structures and districts 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 new development and redevelopment that is compatible with the existing historic and cultural character of neighborhoods and downtowns.
- Develop methods to preserve distinct urban and rural character and vistas.
- Encourage the development of site and architectural design guidelines that preserve the aesthetics that contribute to the County’s rural and small town character in towns outside urban service areas and in small villages.
- Encourage an attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.

- Capitalize on historic and cultural tourism amenities.

Chapter IX: Land Use Element

The comprehensive planning law requires the land use 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.

County Land Use Plan Map

The Kenosha County land use plan map for the year 2035 is presented on Map IX-2 in Chapter IX. The Kenosha County land use plan map is a compilation of the land use plan maps prepared by each city, village, and town in the county. City and village plans were included for the areas within city and village boundaries and for areas outside municipal boundaries where the city and villages have boundary agreements with adjacent towns; but did not include other extraterritorial areas for which the city or village may have planned. Land use plan categories shown on each local land use plan map were standardized to the categories shown on the County land use plan map. The land use plan map developed by each city, town, and village is included in Part 4 of the Land Use Element (Chapter IX).

In 2007, about 28 percent of the County (approximately 49,000 acres) was in urban use; 18 percent (about 32,250 acres) was encompassed in natural resource areas; 47 percent (about 82,100 acres) was in agricultural use, and about 8 percent was open lands, landfill, or in extractive use. As illustrated by Figure IX-4 in Chapter IX, the 2035 land use plan map designates approximately 43 percent of the County (about 77,350 acres) for urban uses; 25 percent for environmentally significant areas (about 44,700 acres); and 21 percent for farmland protection (about 37,100 acres). The remaining 11 percent consists of rural residential, general agricultural, extractive, and landfill uses.

Land Use Projections

As required by State law, the element contains projections for land use needs in five-year increments. Due to the uncertainty in predicting the rate of future development, for purposes of fulfilling this plan requirement, it was assumed that the same amount of growth would occur in each five-year period. The Kenosha County land use plan map includes an increase of about 146 percent for urban residential land uses between 2000 and 2035, to 40,435 acres in 2035; the amount of land designated for commercial use would increase by 441 percent, to 7,810 acres in 2035; and the amount of land designated for industrial use would increase by 361 percent, to 6,624 acres by 2035.

Land Use Goals and Objectives

Overall Goals:

- Encourage a balanced and sustainable spatial distribution among various types of land uses to meet the social, physical, and economic needs of County residents.
- Accommodate the projected growth in population, households, and employment in the County and each community through the comprehensive plan design year 2035.
- Encourage sustainable development of land for business and residential use.

- Guide the projected growth in a manner that protects Kenosha County’s and natural resource base and the character of local communities and neighborhoods, including those communities that wish to retain an agricultural economy and rural character.
- Support and encourage sustainable energy options in public and private development.

Overall 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.
- Develop methods to analyze the long term impacts of development, including financial impacts.
- Encourage a balance between various types of development.
- Encourage the location of major retail, service, institutional, and other urban uses within the urban service areas of the County.
- Encourage an attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.
- Preserve distinct urban and rural character and vistas.
- Encourage use of alternative energy sources.
- Encourage “green” development concepts.
- Encourage development patterns and preservation of existing developments that are energy efficient.

Chapter X: Housing Element

This element must assess the age, structural condition, value, and occupancy characteristics of the existing housing stock in the County and participating local governments. In addition, specific policies and programs must be identified that:

- Promote the development of housing for residents of the County and participating local governments 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.

Existing Housing Stock

In 2006, there were about 67,000 total housing units in Kenosha County. The majority of housing units (68 percent) were single-family homes.

Existing Housing Costs

In 2006, the fair market rent in Kenosha County was \$596 for a one-bedroom apartment, and \$739 for a two-bedroom apartment. The median selling price for a single-family home was \$168,500. This was slightly lower than the Region (\$187,672), but a 44 percent increase from the median price of \$116,700 in 2000.

The U.S. Department of Housing and Urban Development (HUD) defines housing affordability as households paying no more than 30percent of their monthly gross income for housing costs. Based on the HUD affordability standard, the minimum household income needed to afford a median-priced home (\$168,500) in 2006 in Kenosha County was \$61,858. In 2006, a household earning the County’s estimated median income of \$53,323 could afford a \$140,000 home.

Existing Community Policies and Regulations Affecting Housing

Housing unit types (single-, two-, and multi-family homes), lot size, density, housing floor area, and building setbacks are controlled by county, city, and village zoning regulations. Since these factors typically impact housing prices, the chapter includes a review of zoning regulations to identify the extent to which they may affect the provision of relatively lower-cost housing options.

Housing Goal and Objectives

Overall Goal:

- Promote a range of affordable housing choices for all income levels, age groups, and physical abilities in Kenosha County.

Overall Objectives:

- Promote housing choices for Kenosha County's aging population.
- Encourage flexibility in zoning to accommodate a variety of housing options.
- Promote affordable housing choices for people who work in Kenosha County.
- Promote affordable housing choices for Kenosha County'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.

Chapter XI: Transportation Element

The comprehensive planning law requires this element to compile goals, objectives, policies, and programs to guide the future development of various modes of transportation in the County. The transportation element also compares County goals, objectives, policies, and programs to those of State and Regional transportation plans.

General Recommendations

The overall goal of the Transportation Element is to provide an integrated, efficient and economical transportation system that affords mobility, convenience, and safety, and that meets the needs of all citizens, including transit-dependent residents, persons with disabilities, and the elderly. All "modes," or types, of transportation were considered, including:

- *Transit:* If implemented, regional plan recommendations would result in a doubling of transit services Region-wide by the year 2035, including a 200 percent increase in rapid transit services, a 59 percent increase in local transit services, and the development of new express transit services. In Kenosha County, recommendations include providing improved and expanded rapid transit connections from eastern Kenosha County to Milwaukee and other urban centers; increasing the number of park-and-ride lots served by public transit; and providing express bus service between downtown Kenosha and commercial and industrial development in eastern Kenosha County.
- *Services for the Elderly and Persons with Disabilities:* As the number of County residents age 65 or older increases, so will the need for transportation options and connectivity between transportation services, since public transit services will be relied on for access to destinations of necessity, such as medical appointments.
- *Bicycle and Pedestrian Facilities:* The regional plan recommends that bicycle travel be accommodated on all arterial streets (except freeways), as those streets are constructed, reconstructed, and in some cases, resurfaced. This could be implemented through marked bike lanes, widened outside travel lanes, paved shoulders, or separate bike or multi-use paths.
- *Airport:* The Kenosha Regional Airport plays a vital role in fostering the County's economic development, as easy access to an airport allows businesses to move cargo and personnel efficiently.

Transportation Goal and Objectives

Overall Goal:

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

Overall Objectives:

- Expand and enhance 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.
- Encourage development patterns and designs with transportation infrastructure that minimizes environmental and aesthetic impacts.

Chapter XII: Utilities and Community Facilities Element

The utilities and community facilities element must compile goals, objectives, policies, and programs to guide future development of utilities and community facilities within Kenosha County. 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. Findings of this chapter include:

- *Water Supply:* Projections developed under the regional water supply plan anticipate that each of Kenosha County's six existing municipal utility water service areas will experience an increase in water demand by 2035. Between 2000 and 2035, it is expected that the population served by these systems will increase about 80 percent (from about 110,000 persons in 2000 to 200,000 in 2035), while the area served will increase 262 percent (from about 30 square miles in 2000 to 108 square miles in 2035). The preliminary regional water supply plan has concluded that there is a potential future need for municipal water supply systems in the Village of Silver Lake, Village of Twin Lakes, part of the Town of Salem, and the Powers-Benedict-Tombeau Lakes area by 2035. The water supply plan very specifically indicates that the development of such systems would only be envisioned if a local demonstrated need arose based on groundwater quality or quantity problems, and if a local initiative was then undertaken to implement a municipal system. Such a local initiative typically includes, and is dependent on, a survey or other method to determine if the majority of the residents in a given area favor such an action. Absent a local need and initiative, residents and businesses would remain on individual wells indefinitely.
- *Parks:* Parks are essential to an area's quality of life, providing residents with opportunities for recreational activities, social events, and physical exercise. The Kenosha County park and open space plan for the year 2020 includes recommendations for the preservation of about 38,162 acres of open space land, including 2,368 acres recommended to be acquired by Kenosha County. The park and open space plan also considers how to provide a well-distributed network of park sites for recreational activities that are closely related to natural resource amenities, such as picnicking, swimming, golfing, and trail activities. Recommendations include developing canoe access and support facilities at Fox River Park, and developing Countywide recreational trails along Lake Michigan and the Des Plaines, Fox, and Pike Rivers. The County park and open space plan will be updated following completion of the comprehensive plan.
- *Health Care Facilities:* SEWRPC population projections anticipate changes in the age structure of the County population in the next 25 years. The number of County residents 65 years of age and older is expected to increase from 17,169 in 2000 to 34,147 residents in 2035. This increase is likely to correlate with an increased demand for health care services and facilities, as well as nursing homes,

community based residential facilities (CBRF), adult family homes, residential care apartment complexes, and senior apartment complexes.

Recommendations for utilities and community facilities in Kenosha County were compiled and organized into the following categories: Environmental Quality, Environmental Health and Sanitation, Health Care, Safety and Emergency Management, General County Services, and Intergovernmental Cooperation. Intergovernmental cooperation is one of the overarching goals of Wisconsin's comprehensive planning efforts. In this category, goals include cooperating with other government units, where appropriate, to provide cost-effective services; and to promote better understanding among all levels of government on the roles and responsibilities of each.

Utilities and Community Facilities Goal and Objectives

Overall Goal:

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

Overall Objectives:

- Develop methods to maintain and enhance County and local services to the public.
- Encourage public-private partnerships to enhance the level of public services in Kenosha County.
- Develop methods to assess the existing and future public service needs of Kenosha County residents.
- Maintain and enhance the high quality educational system in Kenosha County.
- Maintain and enhance the high level of healthcare services in Kenosha County.

Chapter XIII: Economic Development Element

The comprehensive planning law requires the economic development element to:

- Include an analysis of the County's labor force and economic base.
- Assess categories or particular types of new businesses and industries that are desired by the County.
- Assess the County'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 County.

Number and Type of Existing Jobs

The estimated number of jobs in Kenosha County in 2005 was 76,470, which is an 11 percent increase from 2000. The largest private employment category in Kenosha County was the manufacturing industry, with about 10,900 jobs in 2005. This was followed by:

- Retail trade (8,716 jobs)
- Health care and social assistance (8,474 jobs)
- Accommodation and food services (5,942 jobs)
- Administrative and waste services (5,158 jobs)

Job Projections

The year 2035 employment projection for Kenosha County, based on the projections selected by each community, totals 109,860 jobs. This represents an increase of 41,206 jobs, or about 60 percent, over the number of jobs in 2000. It also exceeds both the intermediate and high growth employment projections of 88,504 and 93,700 jobs, respectively, developed as part of the regional land use plan. In order to accommodate the projected number of jobs, communities that selected a projection higher than that projected by the regional land use plan may need to allocate more land for commercial and industrial development than

designated on the regional plan, and/or develop commercial and industrial areas at a higher density than envisioned under the regional plan. Job projections for each local government in the County are presented on Table XIII-22 in Chapter XIII.

Desired Businesses

The MJAC developed the following list of businesses and industries that County and local governments should consider attracting, retaining, or expanding. More intensive businesses may not be suitable in local governments that lack public sewer, water, and other urban services.

- Data and information technology – high-tech industries
- Advanced technology manufacturing and engineering
- Bio-fuel technology and bio-technology in general
 - Alternative energies research and development
 - Research and development of alternative crops for fuel
- Environmental industry--“green buildings and infrastructures, and energy-efficiency
- Recreation
 - Athletic facilities (similar to the Village of Pleasant Prairie’s RecPlex) and outdoor activities
- Hospitality and tourism industries – hotels, restaurants, and entertainment venues
- Professional and technical services
- Business and corporate management
- Jobs that support agriculture and rural lifestyles – agricultural businesses
- Home-based businesses and jobs that allow workers to work from home
- Service sector – lawn and maintenance
- Healthcare related businesses
- Assisted living – senior care

Economic Development Goals and Objectives

Overall Goals:

- Identify and encourage desirable, diverse, and sustainable businesses and job development.
- Attract and retain jobs that provide employment opportunities for County residents.
- Identify economic and educational opportunities that will help ensure job growth for future generations.

Overall Objectives:

- Identify a variety of business “clusters” to be encouraged within the County.
- Encourage Countywide and regional cooperation for economic development, including business creation, retention, and expansion and the creation of a range of employment opportunities that improve and enhance the economic vitality of Kenosha County.
- Encourage cooperation between schools and the business community to develop educational programs that provide the County’s labor force with skills to meet the employment needs of County businesses and to provide the services needed by County residents.
- Develop methods to retain and encourage agriculture as a viable part of the economy.
- Capitalize on tourism amenities, including historic, cultural, recreational, and natural resources, and particularly, activities that focus on Lake Michigan’s recreational opportunities.
- Encourage and support entrepreneurialism (i.e. small businesses and home-based businesses).

Chapter XIV: Intergovernmental Cooperation Element

The comprehensive planning law requires this element to:

- Analyze the relationship of the County and participating local governments to each other and to school districts, drainage districts, adjacent County and local governments, the Region, the State, and to other governmental units (such as lake districts, sanitary districts, and library boards).
- Incorporate any plans or agreements to which the County and participating local governments are a party under Sections 66.0301, 66.0307, or 66.0309 of the *Statutes*.
- Identify existing or potential conflicts between governmental units and describe the processes to resolve such conflicts.

Intergovernmental cooperation issues were identified using public input from the Kenosha County kickoff meeting, the Kenosha County Café, and local government public information meetings. Overall, community members viewed the existing level of cooperation in the County as both a strength and a weakness, with specific concerns voiced regarding the lack of town authority compared to village and city authorities relating to extraterritorial areas and annexations. In comparison with other counties in the Region and State, and given the number of existing boundary and service agreements among local communities, Kenosha County's intergovernmental cooperation is very strong.

This element also includes several examples of existing cooperation among Kenosha County communities, as well as suggestions for potential joint services, equipment, and programs that were identified by the MJAC.

Intergovernmental Cooperation Goal and Objectives

Overall Goal:

- Encourage intergovernmental cooperation.

Overall Objectives:

- Provide a structure for continuing dialog about land use regulation issues and boundary issues among local governments, and between local governments and Kenosha County.
- Encourage shared services between units of government in Kenosha County, if cost savings and maintenance or improvement in service levels would result.
- Encourage intergovernmental cooperation when selecting sites for public facilities such as police stations, fire stations, government administration buildings, schools, and libraries; quasi-public facilities such as hospitals, clinics, and skilled nursing, assisted living, and independent living centers for the elderly and disabled; and trail linkages between communities.

Chapter XV: Implementation Element

Plan Review and Adoption

This multi-jurisdictional plan has been adopted by Kenosha County, the Villages of Bristol and Silver Lake, and the Towns of Brighton, Bristol, Paris, and Somers as Village or Town comprehensive plan. The City of Kenosha, Village of Pleasant Prairie, and Towns of Salem and Wheatland have prepared comprehensive plans in separately-documented reports, based on the multi-jurisdictional plan, that have been adopted as the community's comprehensive plan. Remaining villages and towns in the County prepared and adopted independent comprehensive plans.

As required by the comprehensive planning law, the County and each local government held a public hearing prior to adopting a comprehensive plan. Each community also held an open house prior to the public hearing. Comprehensive plans were approved by each local plan commission and the Land Use Committee of the County Board, and adopted by an ordinance of the governing body. The dates of County and local plan commission approval and governing body adoption are provided on Table XVI-1.

Plan Implementation and Consistency

Section 66.1001(3) of the *Statutes* requires that if a County or local government engages in any of the actions listed below, those actions must be consistent with that unit of government'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*.

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, which include zoning ordinances and maps, subdivision ordinances, capital improvements programming, detailed facilities planning, and other County and local ordinances, programs, and policies. Implementation steps to implement the multi-jurisdictional plan are summarized in the following sections.

Zoning Ordinances

The zoning ordinance is one of the primary implementation tools of a comprehensive plan. As such, it should substantially reflect and promote the achievement of comprehensive plan goals, objectives, policies, and programs. A zoning ordinance and the accompanying zoning map are a legal means for both guiding and controlling development within a county or local government, so that an orderly and desirable pattern of land use can be achieved over time that conforms to the plan and balances individual property rights with community interests and goals. Zoning ordinances typically include provisions for regulating the use of property, the size of lots, the intensity of development, site planning, the provision of open space, and the protection of natural resources.

The Land Use Committee of the County Board will consider appropriate amendments to the County zoning ordinance, and the Plan Commissions and the Village Boards in the Villages of Bristol and Silver Lake will consider appropriate amendments to the Village zoning ordinances, so that the ordinances are capable of implementing the recommendations of the multi-jurisdictional plan. The City of Kenosha and Village of Pleasant Prairie Plan Commissions and governing bodies will consider appropriate amendments to the City and Village zoning ordinances so that the ordinances are capable of implementing the recommendations of the comprehensive plan adopted by the Common Council and Village Board, respectively. Towns will cooperate with Kenosha County to develop and review proposed changes to the County zoning ordinance, and to ensure any proposed changes will properly implement the comprehensive plan adopted by the Town.

Kenosha County Zoning Ordinance Amendments

Consideration will be given to the following potential changes to the County zoning ordinance, which have been identified in Town land use and comprehensive plans:

- The addition of "open space" suburban cluster subdivision options in the R-2 and R-3 Districts to foster and accommodate "open space" suburban cluster subdivisions served by public sanitary sewer service and which would be located within approved sanitary sewer service areas.
- Site plan review for uses proposed in residential zoning districts.
- The addition of landscaping standards and bufferyard requirements.
- A review and possible update of sign regulations.

- A review and possible update of parking regulations.

Village of Bristol Zoning Ordinance Amendments

Following its incorporation in 2009, the Village of Bristol adopted the Kenosha County zoning ordinance as the Village zoning ordinance; however, the Village has responsibility for administering and enforcing the ordinance. The Village may amend the ordinance at any time. The Village will consider adding Business Park and Professional Office districts to the zoning ordinance to help implement the land use plan map. The Village will also consider amending the ordinance to update sign, parking, and landscaping standards.

Village of Silver Lake Zoning Ordinance Amendments

The Village of Silver Lake Plan Commission will consider the following changes to Village zoning regulations to better implement this multi-jurisdictional plan, which is intended to be adopted by the Village Board as the Village comprehensive plan:

- Amend the Village zoning ordinance and map to include conservancy zoning districts to limit development in environmental corridors, isolated natural resource areas, and other environmentally sensitive areas.
- Amend the Village zoning ordinance to address the discrepancy between the floodplain districts contained in the Village floodplain ordinance (Floodway, Floodfringe, and General Floodplain districts) with the floodplain districts shown on the Village zoning map (Floodway Overlay, Floodplain-Conservancy Overlay, and Floodplain-Fringe Overlay districts).
- Amend the Village zoning ordinance to either delete floodplain-related provisions from its general zoning ordinance, or repeal the Village floodplain ordinance and incorporate all floodplain and shoreland-wetland zoning regulations into the general zoning ordinance.
- Update the Village supplementary shoreland and floodplain map to reflect updated wetland boundaries from the 2005 Wisconsin Wetland Inventory and field stakings. This could be accomplished when the map is updated to reflect updated floodplain delineations from the FEMA map modernization mapping program, which are expected to be available in late 2010.

Zoning Map Amendments

With respect to the zoning maps for Kenosha County and its communities, it is recommended that the following approach be used to update zoning maps following the adoption of a comprehensive plan:

- Areas of existing development should, over time, be placed in a zoning district that is consistent with the land use designation shown on the land use plan map. The comprehensive plan should serve as a guide to ensure that any future rezoning actions are consistent with the plan. Rezoning actions to achieve consistency between the zoning map and the comprehensive plan will be considered if requested by the property owner, or if a zoning permit is requested to change an existing use of a property. The County or local government may also initiate a rezoning to achieve consistency, subject to available staff and funding.
- Areas that are currently in agricultural use, and zoned for such use, but shown on the land use plan map for future urban development should remain in agricultural zoning. Rezoning actions that would accommodate residential, commercial, industrial, or other urban uses would be undertaken when a property owner submits a request for rezoning that specifies the proposed use of the property and, where required by the zoning or land division ordinance, a proposed site plan or subdivision plat; and where the governing body determines that utilities and other governmental services needed to serve the proposed development are in place and the proposed use is consistent with the comprehensive plan and other applicable ordinance requirements.
- Primary environmental corridors should be placed, and other natural resource areas, including secondary environmental corridors and isolated natural resource areas, may be placed, in a conservancy or other appropriate zoning district (such as a park or rural residential zoning district) at

the time a preliminary plat, rezoning application, or zoning permit to change an existing use of a property is requested.

The Village of Bristol and the Towns of Bristol, Salem, and Wheatland have developed plan phase maps that will determine when rezoning to accommodate urban development will be considered for specific areas within each local government. A description of the process to be used in each local government is included in the Implementation Element (Chapter XV).

Land Division Ordinance

It is recommended that the County land division ordinance be revised 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 County zoning ordinance. Following adoption of the proposed Kenosha County Bike and Pedestrian Trail Plan, the County will also consider amending the subdivision ordinance to include bikeways and trails identified in that plan as a required subdivision improvement, where applicable. Other changes may be identified and detailed as the County and its communities review their land division ordinances with respect to comprehensive plan goals, objectives, policies, and programs.

Program Prioritization

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 from each plan element considered to have the highest priority in implementing the plan and on-going programs to be implemented throughout the life of the plan are listed in the Implementation Element (Chapter XV).

Plan Updates and Amendments

The Implementation Element chapter sets forth the procedure for amending and updating this multi-jurisdictional comprehensive plan. The comprehensive planning law requires that plans be updated at least once every 10 years, but plans may be amended or updated more frequently. Kenosha County intends to consider text amendments to the multi-jurisdictional plan once a year, based on a review and recommendation from the MJAC. Map amendments will be considered as they are submitted by a local government, and will be coordinated with rezoning applications to the extent possible. Plan amendment procedures are included in the Implementation Element (Chapter XV).

Implementation Element Goal and Objectives

Overall Goal:

- Ensure the Kenosha County Multi-Jurisdictional Comprehensive Plan is a “living document.”

Overall Objectives:

- Routinely consult the comprehensive plan when carrying out County and local government functions and when developing annual budgets.
- Review progress made towards the achievement of comprehensive plan goals annually, and update the plan as needed.
- Review and update the comprehensive plan report at least every 10 years, following the release of U.S. Census data and regional plan updates.

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