
West Salem

Comprehensive Plan

Village of West Salem, La Crosse County, WI

Adopted March 4, 2008
Schreiber/Anderson Associates, Inc

Amended April 20, 2010
Foth Infrastructure & Environment, LLC

Village of West Salem Comprehensive Plan

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1 Issues and Opportunities

About this Plan

The Village of West Salem Comprehensive Plan has been developed to provide background and direction for a variety of land use decisions. Included in this plan are a variety of chapters, or elements, that provide baseline information and specific goals, objectives, and recommendations specific to each element. This plan should be used by the Plan Commission to make decisions about growth and development over the next 20-year period. Periodic updates are required to ensure this plan remains current over time. Specific requirements and procedures for use and maintenance of this plan are provided in the Implementation Element.

Elements of this plan include:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural, and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

It should be noted all numbers and figures represented herein are as of March 2008.

History and Setting

The Village of West Salem is located in the center of La Crosse County, Wisconsin. The Village is surrounded by the Town of Hamilton, close to the Towns of Burns and Bangor to the east, the Town of Barre to the South, and the Towns of Medary and Onalaska to the west. Lake Neshonoc is adjacent to the Village. The natural landscape of this region helps to define the area. The Village is located in a valley surrounded by steep coulees that help to identify the Village, County and the Region. The Village is located 15 miles east of the City of La Crosse.

The Village of West Salem was incorporated in 1851 and still contains many of the historical properties that date back nearly to the time of incorporation within the Village boundaries.

Summary of Demographic Conditions

Growth Projections

- Projections provide a baseline; however, local policy will help determine the amount and location of growth.
- According to the 2000 Department of Administration (DOA) estimates, West Salem is projected to grow by approximately 1,300 people over the next twenty years (from a projected 5,076 in 2005 to 6,372 by 2025). Note the actual population of West Salem in 2005 was 4,789, and the estimated population for 2008 was 4,852.
- Approximately 571 new housing units are projected by 2025 (from 1,857 in 2005 to 2,428 in 2025).
- The Village is projected to require about 136 acres for development by 2025; most of this total (86%) will be residential development (117/136 acres).

Agriculture

- Currently, about 40% of existing land use in West Salem is agricultural (772 acres).
- In 2000, less than 1% of West Salem's workforce is employed on local farms (21/2,373).

Housing

- The average household size is 2.61 people per household.
- Over 30% of West Salem's housing units have been built since 1990 (511/1,692).
- The median home value in the Village was \$102,500 in 2000, which was higher than the County median, but lower than the surrounding townships.

Employment

- The Village's unemployment rate was 4.4% in 2000, slightly higher than the County or surrounding townships.
- Over 22% of residents have a bachelor's degree or higher (642/2932).
- Nearly one third of all residents work in management or professional occupations.

Natural and Cultural Resources

- The Village is located in the La Crosse-Bad Axe River Basin, and includes Lake Neshonoc, a 600-acre lake adjacent to the northeast corporate limits.
- The Village has three sites listed on the National Register of Historic Places, and includes La Crosse County's only National Historic Landmark – the Hamlin Garland House.
- West Salem maintains an extensive network of parks, open spaces, and recreational resources that help to enhance the livability of the community.

Utilities and Community Facilities

- The Village provides sewer and water service to properties located within the jurisdiction.
- The Hazel Brown Leicht Memorial Library is located in the Village providing library and media resource opportunities to area residents.
- A police department, and Emergency Medical Team (First Responders), and a volunteer fire department are located in West Salem.

Demographic Analyses

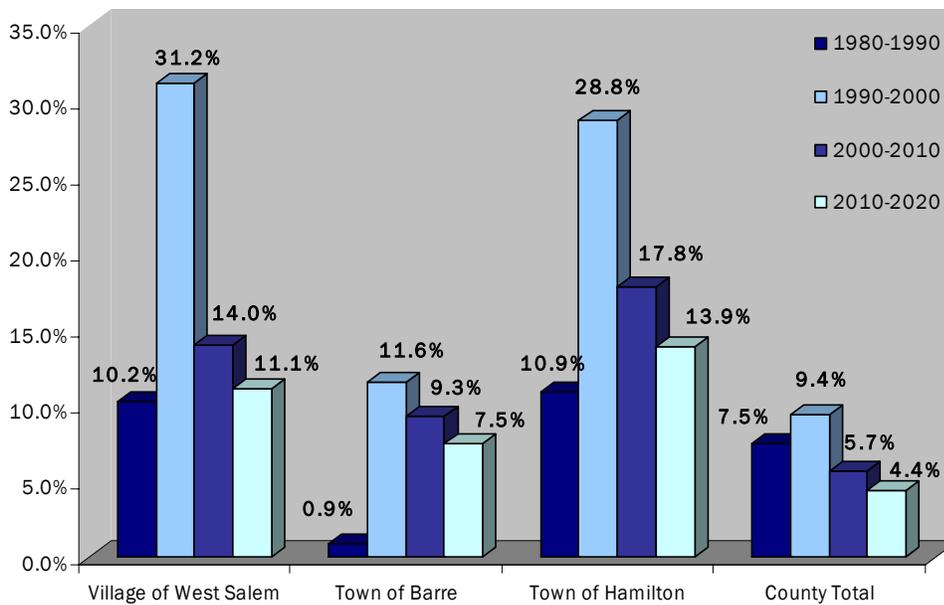
The section provides information about current demographic trends. For the purpose of this report, demographic data is provided at the municipal level, the sub-area level, and the county level, and where necessary, state data is provided for comparative purposes.

Population Trends and Forecasts

The Village of West Salem has been increasing steadily in population over the past twenty years. And, while the rate of growth is projected to decrease slightly over the next two decades, the Village is still one of the faster growing communities within La Crosse County.

Chart 1.1 demonstrates the percent of population growth over the past twenty years as well as the expected percentage of growth West Salem may experience over the next twenty years. Table 1.1 provides population estimates, as well as estimates from surrounding jurisdictions and the County.

Chart 1.1: Percent of Population Growth, 1980-2020



Source: US Bureau of the Census, Wisconsin Department of Administration

Table 1.1 outlines how and where the county has fluctuated during the past twenty (20) years and what may happen during the next twenty (20) years. Totals for the past twenty years (1980-2000) were provided by the U.S. Census Bureau. Projections for the next twenty-year period (2005-2025) have been provided by the State of Wisconsin Department of Administration (DOA). The DOA considers and monitors changes and patterns in fertility, mortality, and migration, then incorporates results into one final projection. See Table 2.1.

Table 1.1: US Census Population Counts and Wisconsin DOA Projections

	Census			Projections				
	1980	1990	2000	2005	2010	2015	2020	2025
Village of West Salem	3,276	3,611	4,738	5,076*	5,399	5,691	5,998	6,372
Town of Barre	901	909	1,014	1,063	1,108	1,148	1,191	1,248
Town of Hamilton	1,472	1,633	2,103	2,294	2,477	2,646	2,821	3,028
La Crosse County	91,056	97,904	107,120	110,302	113,211	115,538	118,246	122,291

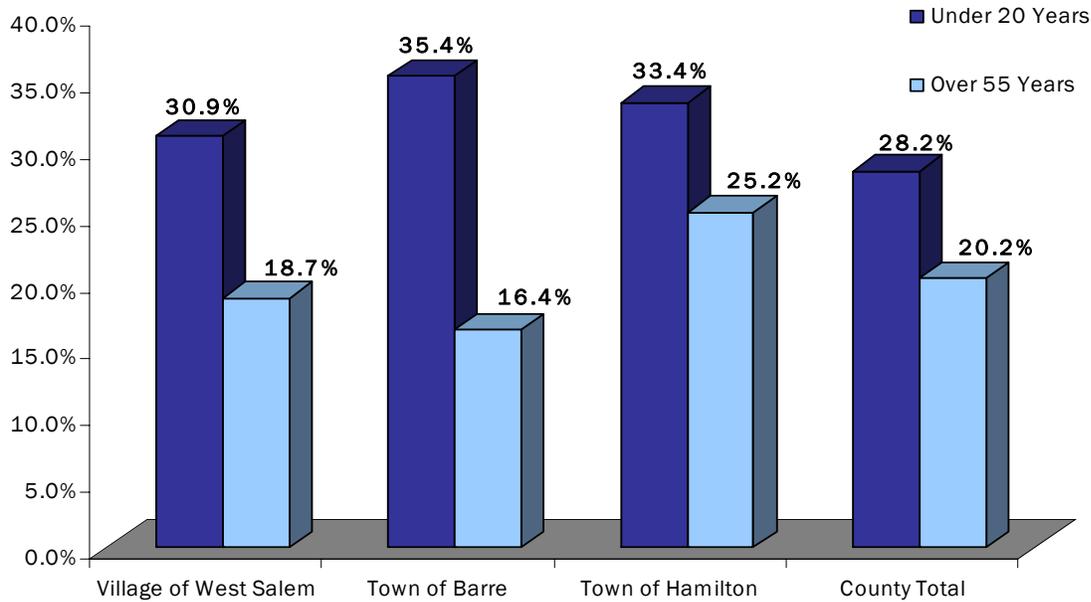
Source: U.S. Bureau of the Census, 2000; Wisconsin DOA 2003

*Actual population is estimated to be 4,789 in 2005

Age

The median age for the Village is 34 years old, which is slightly lower than the state median age of 36, and slightly higher than the County median age of 33.5. Table 1.2 outlines the age distribution for the population of West Salem residents. Just under one third of West Salem residents are under age 20, which is approximately similar to the rest of La Crosse County overall. The population percentage for residents aged over 55 years shows greater diversity in the region, with between 16% and 25% of the local population. West Salem’s population falls on the lower end of the comparable communities listed in Chart 1.2, with nearly 19%.

Chart 1.2: Percentage of the Population Under 20 and Over 55 Years Old, 2000



Source: U.S. Bureau of the Census, 2000

Table 1.2: Population by Age, 2000

	Village of West Salem		Town of Barre		Town of Hamilton		La Crosse County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5 Years	402	8.9	79	7.8	141	6.1	6,042	5.6
5 to 19 Years	1,060	23.3	280	27.7	561	24.4	22,787	21.3
20 to 24 Years	188	4.1	39	3.8	78	3.4	11,503	10.7
25 to 44 Years	1,450	31.9	313	30.9	633	27.5	28,021	26.2
45 to 54 Years	554	12.2	137	13.5	359	15.6	13,340	12.5
55 to 74 Years	557	12.3	140	13.7	398	17.3	14,146	13.2
75 Years and Over	329	7.2	26	2.6	131	5.7	6,544	6.1

Source: U.S. Bureau of the Census, 2000

Race

The vast majority, or 98 percent, of residents of the Village of West Salem are white, however, there are many different races represented throughout the County.

Table 1.3: Percentage of Population by Race, 2000

	Village of West Salem		Town of Barre		Town of Hamilton		La Crosse County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White	4,451	98	1,001	98.7	2,255	98	100,883	94.2
Black or African American	23	0.5	4	0.4	6	0.3	1,016	0.9
American Indian and Alaska Native	19	0.4	0	0	9	0.4	440	0.4
Asian	20	0.4	6	0.6	18	0.8	3,376	3.2
Native Hawaiian and Other Pacific Islander	0	0	0	0	0	0	21	0.0
Some Other Race	3	0.1	1	0.1	0	0	286	0.3
Two or More Races	24	0.5	2	0.2	13	0.6	1,098	1.0

Source: U.S. Bureau of the Census, 2000

Income Levels

Table 1.4 demonstrates the median income generated by individual people, families, and households by municipality, including the Village of West Salem and nearby towns, as well as the County and the State.

Three income means are considered:

- ✓ The median divides the total frequency distribution into two equal parts: one-half of the cases fall below the median and one-half of the cases exceed the median.
- ✓ Median Household Income is the average income for a household, which includes all the people who occupy a housing unit as their usual place of residence.
- ✓ Median Family Income is the average income of a group of two or more people who reside together and who are related by birth, marriage, or adoption.
- ✓ Per Capita Income is an average obtained by dividing aggregate income by total population of an area.

Median household and family incomes for West Salem are similar to the County and the State overall, but measure slightly lower than the towns of Barre and Hamilton. The per capita income for West Salem is \$19,904, which is approximately similar to the other localities listed.

Table 1.4: Median Household Income, Median Family Income, and Per Capita Income, 2000

	Median Household Income	Median Family Income	Per Capita Income
Village of West Salem	\$43,449	\$50,176	\$19,904
Town of Barre	\$49,474	\$53,250	\$21,609
Town of Hamilton	\$57,955	\$59,792	\$20,142
County	\$39,472	\$50,380	\$19,800
State	\$43,791	\$52,911	\$21,271

Source: U.S. Bureau of the Census, 2000

High rates of poverty can signal a depressed economy. As outlined in the table below, over 3 percent of families and individuals in the Village live below the poverty line. These numbers, while lower than the County numbers, should still be considered as the plan is further developed.

Table 1.5: Poverty Level by Percentage of Total Population, 2000

	Families			Individuals					
	Percent of Families below poverty level	With related children under 18 years	With related children under 5 years	Individuals Below Poverty Level	18 years and over	65 years and over	Related children under 18 years	Related children 5 to 17 years	Unrelated individuals 15 years and over
Village of West Salem	3.3%	5.6%	9.0%	3.5%	3.2%	3.4%	4.0%	2.4%	8.0%
Town of Barre	2.0%	3.4%	7.2%	2.9%	2.4%	0.0%	3.8%	1.2%	11.3%
Town of Hamilton	1.4%	0.9%	0.0%	2.1%	2.5%	5.7%	1.4%	1.9%	19.6%
La Crosse County	5.3%	8.4%	12.6%	10.7%	11.0%	7.5%	9.3%	8.5%	27.0%

Source: U.S. Bureau of the Census, 2000

2 Housing

Existing Conditions

This element provides a baseline assessment of West Salem’s current housing stock. Following these conditions analyses are a series of goals, objectives, and recommendations which have been developed to increase, enhance, or sustain the Village’s housing stock.

Housing Units

Table 2.1 depicts the number of housing units within the Village of West Salem. The table also outlines the percentage of housing units that are occupied by the home owner, the percentage of units that are renter occupied, and the percentage of units that are vacant. In the Village, there are 1,281 housing units that are owner occupied, 425 units that are rental occupied, and 59 that are vacant.

Table 2.1: Housing Occupancy, 2000

	Total Housing Units	Owner Occupied		Renter Occupied		Vacant Units	
		Number	Percent	Number	Percent	Number	Percent
Village of West Salem	1,765	1,281	75.1%	425	24.9%	59	3.3%
Town of Barre	354	290	83.6%	57	16.4%	7	2.0%
Town of Hamilton	732	612	87.8%	85	12.2%	35	4.8%
La Crosse County	43,479	27,067	65.1%	14,532	34.9%	1,880	4.3%

Source: U.S. Bureau of the Census, 2000

Age of Housing Structures

Table 2.2 provides a detailed analysis of when housing units were constructed within the Village of West Salem, as well as the towns of Barre and Hamilton, and La Crosse County. It is important to note that nearly one third of housing in the Village was constructed later than 1990.

Table 2.2: Age of Housing Structures, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Occupied Units		1,692	356	704	41,599
1939 or Earlier	Number	305	71	161	8,634
	Percent	18.0%	19.9%	22.9%	20.8%
1940-1959	Number	221	17	62	8,061
	Percent	13.1%	4.8%	8.8%	19.4%
1960-1969	Number	131	48	41	4,581
	Percent	7.7%	13.5%	5.8%	11.0%
1970-1979	Number	316	97	138	7,739
	Percent	18.7%	27.2%	19.6%	18.6%
1980-1989	Number	208	36	134	5,345
	Percent	12.3%	10.1%	19.0%	12.8%
1990-1998	Number	448	75	130	6,339
	Percent	26.5%	21.1%	18.5%	15.0%
1999-March 2000	Number	63	12	38	900
	Percent	3.7%	3.4%	5.4%	2.2%

Source: U.S. Bureau of the Census, 2000

Types of Housing Units

Table 2.3 outlines the number of units that are available within a housing structure. In the Village of West Salem, single family detached homes (56%) are the most common type of housing with mobile homes (15%) the second most frequent type of housing. Multifamily structures constitute 23% of the homes within the Village compared to the towns of Barre (7.7%) and Hamilton (3.9%).

Table 2.3: Type of Unit in Structure, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Occupied Units		1,692	356	704	41,599
1-Unit, Detached	Number	952	240	656	25,332
	Percent	56.3%	67.4%	93.2%	60.9%
1-Unit, Attached	Number	80	6	8	1,285
	Percent	4.7%	1.7%	1.1%	3.1%
2 Units	Number	227	9	16	3,939
	Percent	13.4%	2.3%	2.5%	9.5%
3 or 4 Units	Number	48	13	2	1,829
	Percent	2.8%	3.7%	0.3%	4.4%
5 to 9 Units	Number	70	0	0	2,083
	Percent	4.1%	0.0%	0.0%	5.0%
10 or More Units	Number	45	0	0	4,601
	Percent	2.7%	0.0%	0.0%	11.0%
Mobile Home	Number	264	88	22	2,524
	Percent	15.6%	24.7%	3.1%	6.1%

Source: U.S. Bureau of the Census, 2000

Housing Values

Table 2.4 outlines the values of owner occupied housing units within the Village of West Salem according to the 2000 Census. In 2000, the median home value in the Village was \$102,500 as compared to \$96,900 in La Crosse County. Over 90% of the housing units in the Village were valued between \$50,000 and \$150,000. A recent survey by Realtor.com lists the 2005 average home price closer to \$136,487, which still compares higher than La Crosse County (\$124,196) but lower than the State average (\$143,981).

Table 2.4: Median Value and Value of Owner Occupied, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Owner Occupied Units		912	157	471	21,881
Median Value (Dollars)		\$102,500	\$124,300	\$123,800	\$96,900
Less than \$50,000	Number	12	8	24	1,107
	Percent	1.3%	5.1%	5.1%	5.1%
\$50,000-\$99,000	Number	425	54	119	10,724
	Percent	46.6%	34.4%	25.3%	49.0%
\$100,000-\$149,999	Number	397	40	158	6,161
	Percent	43.5%	25.5%	33.5%	28.2%
\$150,000-\$199,999	Number	73	22	113	2,365
	Percent	8.0%	14.0%	24.0%	10.8%
\$200,000-\$299,999	Number	5	28	53	1,149
	Percent	0.5%	17.8%	11.3%	5.3%
\$300,000 or More	Number	0	5	4	375
	Percent	0.0%	3.2%	0.8%	1.7%

Source: U.S. Bureau of the Census, 2000

Affordability of Housing

The following tables, 2.5 and 2.6, depict how much residents in the Village of West Salem spent on housing according to the 2000 Census. It is generally recommended that a person/family should spend no more than 30% of their income on housing costs.

According to the data, nearly 85% of West Salem’s homeowners spend less than 30% of their income on home related expenses. Just over 15% of owners pay more than 30% of their income towards housing expenses. Renters in West Salem tend to pay a higher percentage of their income on housing, as 22% of renters pay more than 30% of their income towards their housing costs.

Table 2.5: Percent of Income Spent on Owner Occupied Units, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Owner Occupied Units		912	157	471	21,881
Less than 15 Percent	Number	377	75	165	8,200
	Percent	41.3%	47.8%	35.0%	37.5%
15 to 29 Percent	Number	393	59	221	9,905
	Percent	43.1	37.6	46.9	45.2
30 Percent or More	Number	142	23	85	3,671
	Percent	15.6%	14.6%	18.0%	16.8%
Not Computed	Number	0	0	0	105
	Percent	0.0%	0.0%	0.0%	0.5%

Source: U.S. Bureau of the Census, 2000

Table 2.6: Percent of Income Spent on Renter Occupied Units, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Renter Occupied Units		443	48	36	14,358
Less than 15 Percent	Number	106	14	15	3,026
	Percent	23.9	29.2	41.7	21.1
15 to 29 Percent	Number	205	18	21	6,053
	Percent	46.3	37.5	58.3	42.2
30 Percent or More	Number	98	7	0	4,821
	Percent	22.1	14.6	0.0	33.6
Not Computed	Number	34	9	0	458
	Percent	7.7	18.8	0	3.2

Source: U.S. Bureau of the Census, 2000

Household Characteristics

A “household” is an occupied housing unit. Table 2.7, below, outlines the average size of both households and families within the Village. It also identifies the percentage of households that consist of family (related by birth or marriage) versus non-family households. The average household in the Village consists of 2.61 people, while the average family in West Salem consists of 3.09 people. The majority, 89.9%, of households in the Village consist of related families.

Table 2.7: Household Characteristics, 2000

	Average Household Size	Average Family Size	Family Households	Non-family Households
Village of West Salem	2.61	3.09	89.9%	10.1%
Town of Barre	2.92	3.29	96.3%	3.7%
Town of Hamilton	3.02	3.26	93.7%	6.3%
La Crosse County	2.45	3.02	89.9%	10.1%

Source: U.S. Bureau of the Census, 2000

Household Growth Projections

The following household growth projections have been used to generate one set of future land use scenarios. These projections, prepared by the State Department of Administration are generally considered conservative growth projections. These figures are often lower than other growth projections as they are based, in part, on historical growth dating back several decades. As indicated, the Village of West Salem is estimated to grow by 571 households (31%) over the next twenty years.

Table 2.8: Wisconsin DOA Housing Projections 2025

	Total households	Projected Households				
	2000	2005	2010	2015	2020	2025
Village of West Salem	1,706	1,857*	2,004	2,142	2,283	2,428
Town of Barre	347	371	393	412	431	454
Town of Hamilton	697	775	851	919	991	1,068
La Crosse County	41,599	43,452	45,215	46,713	48,286	49,958

Source: U.S. Bureau of the Census, 2000

*Estimate, actual number may vary based upon recent population count.

Special Needs Housing

West Salem offers specific and special housing to serve a variety of different income levels and physical needs. Specific facilities include:

- Salem Manor – 144 S. Oak St: 20 one-bedroom apartments for senior or disabled independent living, funded under the Section 8 New Construction Program and financed through WHEDA. Residents pay 30% of their income for rent and utilities (80% CMI).
- West Elm Manor – 540 W. Elm St: 20 one-bedroom apartments for senior or disabled independent living, funded under the Public Housing Program. Residents pay 30% of their income for rent and utilities. Residents’ income cannot exceed 50% CMI, and 40% of new admissions must be <30% CMI.
- West Elm Duplexes – 430, 432, 440, 442 W. Elm St: 4 two-bedroom apartments for low income families funded under the Public Housing Program. Residents pay 30% of their income for rent and utilities. Residents’ income cannot exceed 50% CMI, and 40% of new admissions must be <30% CMI.
- Whispering Pines I – 780 East Ave: 16 one-bedroom apartments, fully accessible for residents aged 62+ years. The independent living facilities offer a noon meal option, and beauty salon in the building. Financed through WHEDA, 80% of new admissions should be at 60% or less of CMI. Rent is a flat rate set to cover operating costs, currently \$489 per month. Optional noon meal is \$105/month.

- Whispering Pines II – 790 East Ave: 10 two-bedroom apartments for residents aged 62+ years. The independent living facilities offer a noon meal option and common areas of Whispering Pines I. Funded under the HOME program, and financed through WHEDA, all residents must be 60% or less CMI.
- Salem Terrace – 104 Lewis Street: 44 one and two-bedroom apartments for senior or disabled independent and assisted-living. The facilities are owned by Bethany St. Joseph Corporation and offer meal options, many recreation areas, beauty salons, whirlpools, and laundry facilities, all in the building complex. Rent is based on the tenant’s needs and the type of apartment which is leased.
- Mill Street Manor– 840 North Mill Street: 28 to 31 one- and two-bedroom apartments for senior or disabled independent and assisted-living. The facilities are owned by Bethany St. Joseph Corporation and offer meal options, many recreation areas, beauty salons, whirlpools, and laundry facilities, all in the building complex. Rent is based on the tenant’s needs and the type of apartment which is leased.
- Cedar Court Apartments – 321 Wagon Drive: 52 one- and two-bedroom apartments. Rent subsidized by various government programs with occupants required to meet certain income levels.

Goals, Objectives, and Recommendations

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals.

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following goals, objectives, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal 1: The Village of West Salem will contain a variety of quality housing choices for all residents, including different age, income, and special needs populations.

Objectives:

- a. By increasing the availability of new housing that is affordable for people who live or work in the area. This may include multi-unit housing in certain locations.
- b. By encouraging investment in existing housing units to maintain and enhance the Village’s current supply of housing.
- c. By encouraging the development of housing dedicated for senior citizens.

Recommendations:

1. Ensure zoning and land division ordinances allow for TND (Traditional Neighborhood Development) and mixed-use developments. These ordinances might allow people to live in the Village of West Salem during different stages of life.
2. Encourage the availability of land for the development or redevelopment of varying income levels housing.
3. Consider different options for senior housing including condominium, zero-lot line duplex, smaller lot single family and other available options as demonstrated by market demand.

4. The Village of West Salem should pursue programs aimed at housing rehabilitation. Utilize such programs as those developed by WHEDA (Wisconsin Housing and Economic Development Administration) who provide Home Improvement Loans and Paint and Fix-Up Grants.
5. Protect existing housing stock through effective enforcement of codes, policies and programs. The existing housing stock is also usually more affordable than new housing.

Goal 2: The quality, quantity, location, and timing of housing development will be carefully planned and coordinated with the provision of Village services and infrastructure.

Objectives

- a. By encouraging the use of mixed-use and traditional neighborhood design concepts in new developments and redevelopments where appropriate and compatible with existing land uses.
- b. By locating new developments in areas that will be efficiently and economically served by existing or planned Village streets, sanitary sewers, public water mains, and stormwater management facilities.
- c. By developing large ownership parcels as Planned Unit Developments, consistent with Village Ordinances and planned uses prescribed by the Village, rather than subdivided into lots without a coordinated development plan.
- d. By indicating a sufficient supply of developable land within and immediately surrounding the Village limits to meet projected housing unit needs while also exploring redevelopment opportunities to help meet those needs.
- e. By indicating adequate infrastructure and public services to meet existing and future demand for residential development.

Recommendations:

1. Coordinate public infrastructure improvements with new residential developments. Continue to ensure that the Village's planning and economic development, public works, fire, police, parks and recreation, and other departments carefully review relevant Village plans and development applications to determine whether and how new developments can be adequately served by Village services and infrastructure.
2. Adopt policies that require new development to be located adjacent to existing development to reduce infrastructure and service costs.
3. Continue to require property owners or developers to pay for all infrastructure costs within new residential developments.

Goal 3: Strengthen and support existing West Salem neighborhoods.

Objectives

- a. By protecting neighborhoods from incompatible land uses through effective land use and design controls.
- b. By ensuring new buildings – principal or accessory – are designed (architectural, size, scale, mass, etc.) to reflect the general character of the neighborhood in which they are developed.

- c. By improving transportation connections, particularly bicycle paths/routes and pedestrian facilities, between and within existing neighborhoods and other parts of the Village and region.
- d. By preserving historic homes and culturally important community features – both built and natural – in existing neighborhoods.
- e. By encouraging and supporting the maintenance and rehabilitation of older and deteriorating housing stock.

Recommendations:

1. Connect neighborhoods both visually and physically by roads, walkways and open spaces.
2. Ensure that new residential developments provide adequate public amenities, open spaces, streetscape features and amenities (e.g. sidewalks, terraces, street lights, signage, etc).
3. Incorporate adequate noise buffers, such as landscaped earth berms, to mitigate highway traffic noise for residential developments near such transportation facilities.
4. Coordinate new residential developments with Village and regional transportation plans.
5. Consider transit planning into the site design and street system planning for new high-density residential projects so that residents who choose not to drive have cost effective transit options.
6. Consider public access easements for walking and biking trails in new developments to link new housing and park developments, and work with property owners to obtain such easements for existing neighborhoods where appropriate.
7. Require major residential developments to provide safe and efficient pedestrian and bicycle circulation.
8. As new neighborhoods develop, reserve corridors for collector streets.
9. Locate residential developments and neighborhoods within a well-defined collector-arterial system that keeps non-local traffic from passing through local streets in residential neighborhoods.
10. Promote neighborhood beautification programs within the Village.
11. Provide educational materials and forums promoting historic preservation and unique architectural styles to interested homeowners and residents.

Goal 4: West Salem’s new residential neighborhoods will be attractively designed through both site and architectural design.

Objectives

- a. Through encouraging quality architectural design with attention to detail and building materials in new neighborhoods.
- b. By promoting neighborhood designs that maintain existing single-family character. This includes encouraging single-family housing and designing senior housing to an appropriate neighborhood scale.
- c. By considering alternate residential development patterns such as cluster development and neo-traditional neighborhoods.
- d. By allowing for a mix of dwellings, work places, shops, civic spaces or buildings and parks if the market demand exists for such developments.

Recommendations:

1. Allow for alternative methods to manage stormwater in new residential developments including rain gardens, narrower street widths where appropriate, permeable pavements where appropriate, etc.
2. Develop and enforce a Village code related to protection of existing vegetation when land is disturbed for new housing developments.
3. Encourage the use of native vegetation where appropriate in new residential areas. For instance, require native vegetation at entrances to subdivisions/neighborhoods, etc.
4. Facilitate the use of trails and connections from housing areas to the Village's important natural resource areas and other destinations.
5. Encourage cluster/conservation development practices to preserve green space, bluffs, riparian areas, etc. and minimize adverse impacts on the environment.
6. Develop neighborhood design guidelines that factor existing structures or linkages to existing structures adjacent to the development.

3 Transportation

Overview

The Village of West Salem’s transportation system is the collection of many modes and technologies, all with the goal of moving people and goods throughout the Village, County, western Wisconsin, and the nation. The interchange of goods, services, and ideas provided through a functioning transportation system is the basis for the County’s economy. This element includes a compilation of background information, goals, objectives, and recommendations to guide the future development of West Salem’s transportation system.

Existing Transportation Facilities

This section of the Existing Conditions Report reviews and summarizes the current provision of transportation services in the Village of West Salem, reviews state and regional transportation plans and programs, and reviews all available transportation modes available in the Village and in La Crosse County. This section is divided between the movement of people and goods, with the movement of people organized by trip type. Within the movement of people, first reviewed is longer distance, intercity travel opportunities – the interstate system and state routes, airport, intercity transit, and passenger rail service. This section then examines intra-city transportation opportunities, County and local streets, local transit services, bicycling facilities, and pedestrian facilities.

The La Crosse Area Planning Committee (LAPC) has completed the 2030 La Crosse and La Crescent Metropolitan Area Transportation Plan, which is the new long-range transportation plan for the La Crosse and La Crescent area. The plan was adopted by the LAPC on August 17, 2005. Chapter 5 of the plan contains a highly detailed analysis and description of all transportation modes available in La Crosse County. Any reader of this section of the Existing Conditions Report seeking further details should consult Chapter 5 of the Metropolitan Area Transportation Plan.

Movement of Goods

A 1996 study showed that Wisconsin’s freight movements were accommodated through three modes: trucks on highway (58 percent), rail (33 percent), and water (9 percent). All three cargo modes are available in La Crosse County. The convergence of highway, rail, and water cargo facilities in La Crosse County provides the opportunity for a fully intermodal terminal for freight distribution. The County’s closest intermodal terminals are in Minneapolis/St. Paul and Chicago.

Highways

The officially designated trucks routes within the Village are Interstate 90 and STH 16. The east-west route is I-90 through the Village, connecting West Salem to the City of La Crosse directly to the west and Madison and Chicago to the east. STH 16 also runs east to west through the northwest portion of the Village from the City of La Crosse to Monroe County. STH 16 through the Village of West Salem is an NHS/FAF truck route, but truck traffic often continues eastward off of STH 16 and onto Garland St. to CTH C (Neshonoc Rd) in order to access I-90. The 2030 La Crosse and La Crescent Metropolitan Area Transportation Plan states, “West Salem officials want to establish a truck route to I-90 via CTH M on the west side of the village, thus removing the traffic from Garland St. The Village would need to coordinate with the Town of Hamilton and La Crosse County to study potential truck traffic issues such as clearance of I-90 overpass, and to sign the route as a truck route.”

Water

Direct water access for waterborne freight is available through both public and private terminals in the City of La Crosse and the Town of Campbell. The Port of La Crosse serves incoming and outgoing barge traffic on the Mississippi River. The port handles nearly 1.2 million metric tons of commodities annually and offers connections to the Upper Midwest and the world, including Russia, South America, Mexico, China, and other regions. Products commonly received include rock salt, coal, pig iron, liquid caustic soda, cement, asphalt, iron ore, aggregate, and cottonseed. Manufactured machinery and farm products are typical commodities shipped out of the region by barge. The Port of La Crosse has rail access and highway access. This port is approximately 15 miles from the Village of West Salem.

Rail Freight

The Canadian Pacific Railway connects La Crosse to Milwaukee and Minneapolis/St. Paul. This company provides service to Rockland, Bangor, West Salem, and the north side of La Crosse. Within West Salem, there is a freight siding in the business park and the downtown area. The Union Pacific Railroad operates with trackage rights on the Canadian Pacific between Tomah and Winona.

The Wisconsin Rail Issues and Opportunities study in 1996 forecasted that rail cargo lines that serve La Crosse County will continue to serve as higher density lines.

Air Cargo

The La Crosse Municipal Airport serves as an air cargo facility. The airport is not one of the state's six primary air cargo airports, but it does function as a feeder air service. Rather than maintain and operate a fleet of small aircraft, the integrated express carriers contract for on-demand service with a variety of aircraft operators. The airport is approximately 12 miles from West Salem.

The Wisconsin State Airport System Plan 2020 forecasts for all-cargo aircraft operations at La Crosse Municipal Airport to continue to grow. In 2020, state forecasts predict that the La Crosse Municipal Airport will have the second highest aircraft operations by commercial air cargo carriers, second to General Mitchell International in Milwaukee, but that the La Crosse Municipal Airport's share of the state's air cargo operations will be less than 12 percent.

Movement of People - Intercity**Highways**

The Village of West Salem has easy access to many of the highways that run throughout La Crosse County. Interstate 90 serves long distance, intercity trips to Minneapolis/St. Paul, Minnesota and areas west, and areas to the east including Madison and Chicago, Illinois. STH 16 provides east-west travel approximately parallel to the Interstate until it crosses the Wisconsin River in Portage.

See the Road Network by Type and Road Network by Jurisdiction Maps for a depiction of the highway and roadway system in the Village of West Salem.

Air Transportation

The La Crosse Municipal Airport, located west of the Village, is one of nine Wisconsin airports that have commercial air passenger service on a year-round basis. The airport is located on French Island and it serves passenger air travel through connections to regional hubs. American Eagle serves the airport with three flights per day every day of the week, connecting through Chicago. Northwest Airlines has eight flights per day, connecting through Minneapolis. Skyway Airlines, with service to Milwaukee and a connection to Midwest Airlines ended its service on October 31, 2005.

The Wisconsin State Airport System Plan 2020 forecasts an increasing number of enplanements. The plan forecasts 201,000 thousand enplanements in 2010 and 231,000 enplanements in 2020.

At the airport, the multimodal connection opportunities are to rent a vehicle from three national car rental companies (Avis, Hertz and National) or to utilize the Onalaska/Holmen/West Salem Public Transit program where local airport service is provided to and from the Onalaska, Holmen, and West Salem service area.

Passenger Rail

Intercity passenger rail is available through Amtrak service in the City of La Crosse. The Amtrak Empire Builder serves La Crosse, with regional connection to Chicago, Milwaukee, Columbus, Portage, Wisconsin Dells, Tomah, Winona, Red Wing, and St. Paul. The Empire Builder also connects to the West Coast (Seattle, WA and Portland,

OR). Through a connection in Chicago, the national Amtrak network is available. The passenger rail station is located at St. Andrew and Caledonia Streets (601 St. Andrew Street in the City of La Crosse).

WisDOT has been studying ways in which Wisconsin's intercity passenger rail system could be expanded and developed into a more robust component of the state's overall transportation system. WisDOT, along with Amtrak and eight other Midwestern state DOTs, is currently evaluating the Midwest Regional Rail System, a proposed 3,000-mile, Chicago-based passenger rail network in the Midwest. The regional rail system would provide 6 round trips at peak times between Chicago, Milwaukee, Madison, La Crosse, and St. Paul. Modern trains operating at peak speeds of up to 110-mph could produce travel times competitive with driving or flying.

Intercity Bus

Intercity passenger bus service in the La Crosse area was provided by Greyhound Lines; however, in August 2004, Greyhound discontinued service to the La Crosse area as part of its route restructuring. Intercity bus transportation is now provided by Jefferson Lines, a connecting carrier to Greyhound Bus Lines. Jefferson Lines runs daily scheduled bus service that connects to Greyhound's national service in Madison and Minneapolis/St. Paul. The intercity bus terminal is located at 601 St. Andrew Street in the City of La Crosse.

Movement of People – Intracity

There are a variety of modes that provide transportation within the Village of West Salem, and, subsequently La Crosse County.

Local Roadway Network

The street network shapes access and circulation through the Village. Public streets in the area are classified by their primary function, as described below:

- Principal Arterials – Serve longer intra-urban trips and traffic traveling through urban areas. They carry high traffic volumes and provide links to major activity centers.
- Minor Arterials – Provide intra-community continuity and service to trips of moderate length, with more emphasis on land access than principal arterials. The minor arterial system interconnects with the urban arterial system and provides system connections to the rural collectors.
- Collectors – Provide both land access and traffic circulation within residential neighborhoods, commercial areas, and industrial areas. These facilities collect traffic from local streets in residential neighborhoods and channel it onto the arterial system. In the central business district, and in other areas of like development and traffic density, the collector system may include the street grid which forms the basic unit of traffic circulation.
- Local Streets – Local streets primarily provide direct access to adjacent land and access to higher order systems. Local streets offer the lowest level of mobility and through traffic movement on this system is usually discouraged.

Average Annual Daily Traffic (AADT)

One method to understand the usage patterns on a community's street network is through counting the daily traffic of each roadway segment present on an average day. These counts are one characteristic that can be used to describe the function of a road and to observe change in usage over time.

Interstate traffic volumes are represented by an AADT which has been determined from an actual count or growth factored count. The most recent evaluation for the Village of West Salem was completed in 2002. The AADT count indicates approximately 5,700 vehicles entered the Village from the south (I-90). An additional 5,900 vehicles enter the Village from the west along STH 16, and another 4,300 entered Village limits from the northeast along the same route.

Rustic Roads

While the County’s transportation system supports all economic activity, some roadways in La Crosse County have been designated to promote tourism and related economic activity. These Rustic Roads are scenic, lightly traveled country roads that have outstanding natural features along its borders such as rugged terrain, native vegetation, native wildlife, or include open areas with agricultural vistas that singly or in combination uniquely set this road apart from other roads. The Village of West Salem has one designated Rustic Roads (R31):

Location: La Crosse County. R31 travels on several streets in the Village of West Salem to County Highway C, north to WIS 16, then loops around Swarthout Lakeside Park, back to WIS 16.

Length: 2.6 miles

Surface: Paved

Rustic Road travelers can view such historic spots as the Gullickson Octagon House, on the National Register of Historic Places, and the Hamlin Garland Homestead, where the late Pulitzer prize-winning author, who was born near West Salem, did much of his writing. Other points of interest include the former home of Thomas Leonard, founder of West Salem, and Swarthout Lakeside Park, a recreation area near Lake Neshonoc.

Public Transportation and Transit

The Village of West Salem is part of the Onalaska/Holmen/West Salem Shared Ride Program. The La Crosse Municipal Transit system is also located within close proximity.

The La Crosse Municipal Transit Utility (MTU), operated by the City of La Crosse, provides the only standard mass transit service in the County. Six bus routes serve virtually the entire City with a connection to the City of La Crescent. Four of the routes serve the City of La Crosse, one serves the Onalaska/La Crosse Shopping District, one serves the Town of Campbell, and one serves La Crescent.

The Onalaska/Holmen/West Salem Public Shared Ride Program is a demand response door-to-door transportation system. The shared ride taxi service provides transportation to all citizens and meets Americans with Disabilities Act accessibility requirements. The program is administered by the Onalaska City Council, and it contracts with a private transit company to provide the service. In addition to fares, funding for the service comes from a combination of federal, state, and local dollars. Service is provided on ADA-compliant minivans within the City of Onalaska and Village of Holmen, and to the Village of West Salem and City of La Crosse.

Paratransit

Paratransit, in its broadest sense, includes all modes of “public” or “mass” passenger transportation systems other than privately driven automobiles or regularly scheduled bus/train service.

To meet the special needs of persons with disabilities and to comply with the Americans with Disabilities Act, the Onalaska/Holmen/West Salem Public Transit operates lift-equipped vans and vehicles within the Onalaska, Holmen, and West Salem service areas and outside the service area and local zones for an extra charge. The Public Transit system also works with the La Crosse MTU for rider transfers to and from MTU-served locations. Both major medical facilities pay the costs of public transit for their patients as well.

La Crosse County Department of Aging contracts with a private operator to provide “mini-bus” service to all residents of La Crosse County age 60 or over, or 18 and over who are self-defined disabled, or otherwise unable to use conventional mass transit if it is available. The Aging Unit also sponsors the Volunteer Driver Program through Retired Senior Volunteer Program (RSVP). RSVP provides rides based on a suggested donation, which is determined by the distance traveled.

Taxis

There are three taxi cab companies operating in La Crosse County, that service the Village of West Salem, that will provide chauffeured taxi service from or to anywhere in the County, or to or from other destinations, with a La Crosse County starting or ending point, at market rates.

Biking

The Village of West Salem has access to multiple on-road bicycle routes and existing and proposed multipurpose facilities. The 2030 Metropolitan Area Transportation Plan describes in detail each of the off-road bicycling facilities.

La Crosse River State Trail: Developed on another abandoned rail line, this 21.5-mile trail heads east from its connection with the Great River State Trail in La Crosse to West Salem and beyond to Sparta where it connects with the 33-mile Elroy-Sparta State Trail. While most bicyclists and hikers use this crushed limestone facility for recreational purposes, some bicyclists do use the facility to commute the 7 miles between West Salem and La Crosse.

West Salem Veteran's Park Trail: This trail is an 8-ft-wide asphalt trail that connects Veteran's Park on the west side of the Village to the street network at Heritage Ln. From here, an on-road bicycle route connects bicyclists to the sidewalk on the south side of STH 16.

Planned Trail Improvements: La Crosse County now has a multipurpose trail system proposal as part of a traditional neighborhood development on La Crosse County Farm and abutting lands. The trail will extend from the La Crosse River State Trail, north to the Neshonoc Park South, around the south side of Lake Neshonoc, north to the County park, and beyond to Neshonoc Beach. The primary function of the trail is recreational; however, it will provide essential commuter links between residential areas and the Lakeview Business Park. See Map 4.2.

Bicycling advocates and community representatives on the LAPC's Bicycle and Pedestrian Committee (BPAC) have voiced a desire to have bicycle accommodations on STH 16 from S Kinney Coulee Rd in Onalaska to West Salem. One issue of concern is how to get bicyclists safely across the I-90 exit.

Pathways: The Village of West Salem Economic Development Advisory Committee applied for and received funding for a Wisconsin Department of Transportation Enhancement Program grant. "Pathways" encompasses seven blocks in downtown West Salem with improvements for pedestrians and bicyclists. From the La Crosse River Trail, Pathways would advance economic development and improve tourism. It provides safe connections to the Village parks, bike shelter, residential neighborhoods, and traffic calming, while creating an esthetically inviting streetscape. Improvements provide multimodal pathways, decorative lighting, pavers, benches, green space, and easily readable signs. A logical link to and around the downtown area is created, with dedicated options for pedestrians and bicyclists, promoting walking and bicycling for work and recreation.

Wisconsin Safe Routes to School Program: The Village of West Salem Economic Development Advisory Committee is currently developing a Safe Routes to School Program. Safe Routes to School is a federally funded program that enables and encourages children ages K-8 to walk and bike to school. Projects eligible for Safe Routes to School funding must be within two miles of an elementary or middle school and grants are awarded through a statewide competitive process.

Walking

Pedestrian facilities are not mapped by most local governments in La Crosse County, including the Village of West Salem. However, the 2030 Metropolitan Area Transportation Plan makes the following generalizations about the pedestrian network:

- For the most part, the roadways in suburban and urban-fringe areas of the planning area are constructed with curb and gutter; yet, these roads generally lack sidewalks, and have a narrow, 3-ft gutter pan and/or a wide curb lane within which a pedestrian might travel (not recommended). The lack of sidewalks forces pedestrians to walk in the roadway, increasing the likelihood of pedestrian/motor vehicle crashes.
- The cities and villages have gaps in the sidewalk system or lack sidewalks entirely in their fringe areas. This is due mainly to the incorporated areas annexing unincorporated areas that were not under development requirements to provide sidewalks.

The Village of West Salem has a formally adopted sidewalk policy (Code of Ordinances, Chapter V: “Streets, Alleys and Sidewalks”). It requires the installation of sidewalks in new developments and maintaining existing facilities.

Transportation Plans

2030 La Crosse and La Crescent Metropolitan Area Transportation Plan (MTP)

The La Crosse Area Planning Committee (LAPC) has completed the 2030 La Crosse and La Crescent Metropolitan Area Transportation Plan, which is the new long-range transportation plan for the La Crosse and La Crescent area. The plan was adopted by the LAPC on August 17, 2005. Chapter 5 of the plan contains a highly detailed analysis and description of all transportation modes available in La Crosse County. Specific recommendations for the Village of West Salem include:

- The cities of La Crosse, La Crescent, and Onalaska; and the villages of Holmen and West Salem should develop TOD (Transit Oriented Development) plans;
- The villages of West Salem and Holmen, and the City of La Crescent should enact TND (Traditional Neighborhood Development) ordinances;
- West Salem should develop an access management strategy.

LAPC Regional Transportation Plan: Multimodal Transit Element

This element is one of three that comprise the LAPC 2030 Long Range Transportation Plan (described above). The others include the Bicycle and Pedestrian Element and the Highway Element. The Multimodal Transit Element discusses the need for transit planning in a regional context. The plan identified one route, from West Salem to Downtown Onalaska, as an expanded regional fixed route.

Wisconsin State Highway Plan (2000)

The Plan pertains to State Roads in Wisconsin (STH). There are no specific projects identified within the Plan, though it does recommend strategies and actions to improve the State’s highway system. The Plan emphasizes preservation of pavement and bridges, traffic movement, and improved safety. The local policy on this plan is to encourage continued development of the State Highway system, and to be active in planning for, and ensuring access to local highways.

Wisconsin Bicycle Transportation Plan 2020

WisDOT encourages planning for bicyclists at the local level, and is responsible for developing long-range, statewide bicycle plans. Guidelines for accommodating travel by bicycles when roadways are reconstructed, or new roads are built, are available and their use is encouraged.

The development of WisDOT’s statewide long-range bicycle plan, Wisconsin Bicycle Transportation Plan 2020, involved many people, including an advisory committee. This bicycle planning document is intended to help both communities and individuals in developing bicycle-friendly facilities throughout Wisconsin. Although specific projects in the planning area are not specified, the recommendations within the plan are worth considering locally if development of a regional bicycle plan occurs.

Wisconsin Pedestrian Policy Plan 2020

The Wisconsin Pedestrian Policy Plan 2020, created by the Wisconsin Department of Transportation (WisDOT), was established to make pedestrian travel a viable, convenient and safe transportation choice throughout Wisconsin. While the Policy Plan primarily aims to minimize the barrier to pedestrian traffic flow from State Trunk Highway expansions and improvements, it provides guidance to local communities on how to encourage pedestrian travel through the creation of pedestrian plans, increasing enforcement of pedestrian laws, adopting and implementing sidewalk ordinances, and addressing pedestrian issues through the public participation component of Comprehensive Smart Growth Planning.

Planned and Scheduled Improvements

The Village of West Salem has developed a 5-year Street Renovation Plan (2008-2012). Planned improvements for the next five years include:

- 2010: West Avenue – Brickl Road to WWTF, 1600 LF (Resurface, widen, add storm sewer)
- 2011: Mill Street – Hamilton Street to Jefferson Street, 3 blocks or 9500 LF (Resurface)
Memorial Drive – Leonard Street to Mill Street, 1 block or 350 LF (Resurface and new sidewalk)
- 2012: West Garland Street – Leonard Street to West Avenue, 5 blocks of 3300 LF (Resurface + 610' sanitary sewer)
W. Franklin Street – Youlon Street to Harmony Street, 1 block or 600 LF (Reconstruct & Realign)
Oak Avenue – Franklin Street to Hamilton Street, 1 block or 500 LF (Resurface)
East Avenue – North Mill Street to Mark Street, 4 blocks or 1900 LF (Reconstruct)
- 2013: South Youlon – Franklin Street to Hamilton Street (Reconstruct)
Griswold Avenue – Highway 16 to Franklin Street (Resurface)
- 2014: Youlon Street – Hamilton to Elm Street (Reconstruct)
Hamilton Street – West Avenue to Harmon Street (Resurface)
- 2015: Franklin Street – Harmony Street to Leonard Street (Reconstruct)

Sources

La Crosse County Development Plan 2020
2030 La Crosse and La Crescent Metropolitan Area Transportation Plan
Wisconsin State Highway Plan 2020 for WisDOT District 5
Port of La Crosse Harbor Plan
Wisconsin State Airport System Plan 2020
The Village of West Salem

Goals, Objectives, and Recommendations

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals.

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following goals, objectives, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal 1: The Village of West Salem will work with La Crosse County and neighboring jurisdictions to provide a safe, efficient and economically sound transportation system that meets the needs of all its residents, businesses and visitors.

Objectives

- a. To maintain and improve a balanced, efficient and low cost transportation system. This system should take advantage of the existing infrastructure and accommodate a variety of transportation choices including driving, walking, biking and rail.
- b. To continue to recognize and monitor safety problems at key or busy intersections and existing or potentially hazardous areas.
- c. To continue to monitor the existing local and regional transportation system to make sure it continues to meet the needs of residents who are elderly or disabled.
- d. To provide multimodal connections between local jurisdictions and regional attractions.
- e. To coordinate the provision and improvement of transportation infrastructure with land use and development in and adjacent to the Village.
- f. To continue participating in the La Crosse Area Planning Committee (LAPC), the region's metropolitan planning organization (MPO).
- g. To explore alternative methods of traffic calming, especially in new subdivisions where roadways are being constructed.
- h. To continue the creation and implementation of a Safe Routes to School Program to ensure safe biking and walking routes for students to school.

Recommendations:

1. Continue to coordinate paratransit with the Onalaska/Holmen/West Salem Shared Ride Taxi and the La Crosse Metropolitan Transit Utility. Look for ways to increase ridership through altered service and public outreach. Smaller buses may be necessary on some routes with low ridership levels.
2. Support the LAPC/MPO in establishing a Regional Transit Authority (RTA) for La Crosse County to increase available transit options around the County.
3. Properly maintain street trees, landscaping, signage, roads, etc. to ensure adequate visibility and safety.
4. Improve traffic safety by requiring transitions between different transportation modes, such as; crosswalks, bike crossings, traffic calming measures and/or appropriate signage. These transitions could also include colored pavers for crosswalks.
5. Maintain a list of dangerous intersections and designate funding for improving these intersections in a Capital Improvement Program.
6. Discourage through traffic on local neighborhood streets by the prohibition of truck traffic, restricted turns at intersections, and enforcing existing residential neighborhood speed limits by ticketing, increasing police patrol and/or using digital speed displays.

7. Coordinate with the West Salem School District to establish infrastructure and non-infrastructure projects for the youth of the West Salem area.

Goal 2: Encourage and promote biking and snowmobiling activities and services on the La Crosse River State Trail.

Objective

- a. Inform trail users about the West Salem and opportunities for tourism, food, lodging that exist within close proximity.
- b. Enable safe connections from the Trail to places of special interest through appropriate signage and facility development (crosswalk striping, etc.)

Recommendations:

1. Develop safe commuter and recreational bikeways in West Salem utilizing collector streets that connect residential areas to businesses, schools, commercial areas, the La Crosse River State Trail and the West Salem Veteran's Park Trail.
2. Incorporate wayfinding signage to access the downtown and other destination areas from the La Crosse River State Trail.
3. Include the requirements of pedestrian and bicycle traffic in the design for new neighborhoods including development of the La Crosse County Farm site.
4. Encourage major employers, institutions, and businesses to provide safe and accessible bicycle parking and daytime storage.
5. Continue to require the installation of sidewalks in new developments, and the replacement of deteriorated sidewalks in existing locations.
6. Encourage park-and-rides, ride-sharing initiatives, bike-to-work and bike-to-school week and improved pedestrian/bicycle facilities.
7. When STH 16 reconstruction occurs, promote development of paved shoulders, multi-use trails, or sidepaths along STH 16 from S. Kinney Coulee Rd in Onalaska to West Salem to enhance the bikeability of this transportation route.

Goal 3: Provide an attractively designed transportation system.

Objectives

- a. By maintaining or elevating the quality of street design so that streets are more attractive and inviting for pedestrians, bicyclists, drivers, and transit riders.
- b. By ensuring that the gateways to the Village are attractively designed, such as the entrance to the Village off I-90 at CTH C and Neshonoc Road and STH16.

Recommendations:

1. Discourage the use of cul-de-sacs and dead-end streets when through-streets are possible. Cul-de-sacs may be necessary where the natural topography requires them, especially in the coulee areas.

2. Consider allowing for narrower streets, which can reduce traffic speeds and add to a “neighborhood” feel without affecting public safety and public works functions. Local street widths (pavement width) should be carefully reviewed during development phases and during capital street reconstruction projects.
3. Adopt design guidelines to help determine what future transportation design should look like. As transportation corridors are developed, design features such as sidewalks, benches, pedestrian scale light fixtures, banners and landscaping should be implemented.
4. Promote nodal mixed use development patterns with good internal multimodal transportation accommodations according to Village Ordinances and street specifications.
5. Utilize access management as a strategy to ensure that public roadways in the Village of West Salem continue to function at a high level of service over the long-term. Access management practices might include: reviewing driveways for safe spacing, combining driveways where feasible, creating front or rear access roads, limiting access on certain roadways, and reviewing development proposals for safe access.
6. Continue to promote street trees, which add to neighborhood aesthetics and provide a barrier between the pedestrian and the street.
7. Where appropriate in infill developments, encourage commercial re-developments to locate parking in the rear of the building.

Goal 4: Support transportation strategies that improve West Salem’s economic vitality.

Objectives

- a. By supporting reasonable, reliable and safe travel ways for freight and goods movement in the Village and region.
- b. By working closely with the LAPC or DOT to ensure a safe, efficient, and multimodal regional transportation system that maintains access to major employment centers.

Recommendations:

1. Promote business-friendly policies for large trucks requiring access to business parks and industrial locations. Consider adopting an official “truck route” through the Village and augment facilities for use by larger vehicles to encourage use of the route.
2. Promote “interior” circulation within commercial districts and business parks in interchange areas to reduce the amount of local traffic using major arterials. Additionally, minimize the number of driveways and access points in the vicinity of interchanges and major intersections.
3. Ensure safe and sufficient access to I-90, STH 108, and STH 16 are maintained and upgraded as development and traffic patterns increase.
4. Apply for the Wisconsin Department of Transportation’s Transportation Enhancement (TE) grants to renovate streetscapes and preserve historic sites.

Goal 5: Ensure affordable transportation.

Objectives

- a. By operating and maintaining transportation facilities in a way that reduces the need for expensive future repairs.

- b. By requiring developers to pay the costs of transportation improvements that result with new development. In locations where multiple developments generate traffic, portion the payments based on trip generation. Also, include bicycle, pedestrian and transit improvement costs.

Recommendations:

1. Routinely plan for upgrades and repairs in a Capital Improvements Plan and routinely review the personnel required to effectuate said upgrades and repairs. Identify and prioritize infrastructure improvements based on a series of criteria including usage, prominence, available funding and potential grants (especially for transportation enhancement projects).
2. Develop Complete Streets from the outset of a transportation construction project to reduce later retrofitting. The cost to include bike lanes or other multimodal facilities during the design and construction of a roadway project will reduce the need to plan for and construct additional facilities (such as wider shoulders along roadways) at a later date.
3. Continue to require developers pay the full cost of infrastructure development necessitated by their development. Enforce plans for inter- and intra-community linkages to trails, parks, or other regional destinations within these new developments and ensure the costs of facilities development is borne upon the developer when reasonable.

4 Utilities & Community Facilities

This element includes background information, goals, objectives, and recommendations to guide the future development of utilities and community facilities in the Village of West Salem. It describes current facilities and includes recommendations for future utilities needs, upgrades, and considerations.

Overview

Utilities and community facilities provide the foundation on which the Village of West Salem is built and maintained and also provide the basis for how the Village functions. Utilities include sanitary sewer, storm sewer, water systems, electricity, natural gas, telecommunications, and solid waste disposal systems, including recycling. Community facilities include schools, libraries, parks, police, fire, health care, churches, and other similar facilities. Utilities and community facilities contribute significantly to the quality of life and it is important to assess the existing services and understand how and if they need to be changed or improved.

Water Supply

The Village's public water system includes three wells, two iron filter plants, a ground-level steel storage reservoir with 750,000-gallons of capacity and an elevated water storage tank having 750,000 gallon capacity. Well #4 and the iron/manganese filter plant were put into service in May 1998. The iron filter plants have greatly improved the quality of the water. The entire community is served by the Village's water system.

Overall, West Salem's water system is in good condition and is well maintained and operated. In 1999, the Village replaced the entire water control system with a state-of-the-art computerized telemetry system. The Village has four state-certified operators. At the present time, water flows and pressures of approximately 85 psi are throughout the system. As part of its long-range plan, the Village has developed a computerized water model to assist with prioritizing the replacement of undersized water mains. In 2006, the Village replaced some undersized water mains. With this model, the Village will also be able to install future planned developments and simulate its effect on the entire water system.

In 2009, the Village completed a new 750,000 gallon water storage facility located in the Business Park. Also in 2009, the iron/manganese filtration system for Wells #2 and #3 and a new well house at Well #2 were completed. After these improvements, the Village will have a 1.9 mgd pumping capacity and 1.5 million gallons of storage.

Sanitary Sewer Service

West Salem's wastewater treatment facility was completed in October 1999. The new facility is a contact stabilization type activated sludge plant. The plant was designed to meet the following criteria: an average flow of 640,000 gallons per day; a peak flow of 1,100,000 gallons per day; an average BOD(5) loading of 1,223 pounds per day; and an average suspended solid load of 1,438 pounds per day. At this time, wastewater contributions from commercial and industrial users are considered to be minor. In 2006, the Village adopted an updated sewer use ordinance that identified rates and procedures for new industries and other significant contributors to the wastewater system. The current flows at the wastewater treatment plant average 349,400 gallons per day.

Since 1997, the Village has brought four lift stations online. One station serves the West side of the Village, one station serves the Business Park, another serves new land annexed near Lake Neshonoc, and the last is located at Riverview Estates. Recent improvements to West Salem's wastewater system have included replacement of some sewer lines and manholes, updating the Village utility maps, and collection of flow data on key sewer interceptors.

Solid Waste Disposal and Recycling Facilities

Solid waste from the Village is disposed of at the La Crosse County Landfill, which is located between I-90 and Highway 16 as shown on the Utilities Map. Glass, aluminum, plastic, and tin are collected for recycling at this facility. Garbage and recyclables are picked up every Monday or Tuesday. Only refuse placed at the curb in clear plastic bags is collected. Recyclable materials are placed in a separate 18-gallon recycling bin provided by the Village. Special pick-up for large items is available for a fee.

La Crosse County recently entered into a contract to mine an estimated 2 million cubic yards of waste that was buried in the landfill in the 1970s and 1980s and rebury it in a new section designed to better prevent groundwater contamination. The old landfill has been leaking contaminants into the groundwater for years and the plume of contaminants threatened the wells of residents to the south. The project could extend the life of the landfill by up to 40 years, which is well beyond the planning horizon of this Comprehensive Plan.

Stormwater Management

Stormwater management has gained attention in recent years as an environmental concern because of its impacts on flooding, erosion of lands, property damage, and surface water quality issues. Similar to water supply and wastewater treatment, stormwater management is an important part of municipal infrastructure. The Village of West Salem created a Stormwater Utility in March of 2007, and the system for the collection and disposal of stormwater provides services to all properties not currently served by the system. The cost of operating and maintaining the Village Stormwater Management System and financing necessary repairs, replacements, improvements, and extensions thereof are to the extent practicable allocated in relationship to the services received from the system.

Telecommunication Facilities

Local and long-distance telephone services are provided to the entire County by various providers. Digital video services and high-speed internet access are also provided countywide by various providers.

Power Plants, Electricity, and Transmission Lines

There are no power plants or telecommunication towers within the Village of West Salem. The nearest plants are located on French Island in the Cities of La Crosse and Genoa. It is important to note that overall, according to Wisconsin's Citizen Utility Board, the electrical system in western Wisconsin is congested and not as robust as in other parts of the state. At the same time, the Village of West Salem is within close proximity to three transmission lines, one north of the Village and two others along I-90. West Salem is served by Xcel Energies for power, WE Energies supplies natural gas service to the Village.

Libraries

The Village of West Salem is serviced by the La Crosse County Public Library System. These libraries serve residents throughout the County. A main branch is located in the Village of Holmen and five other branches are located throughout the County including the Hazel Brown Leicht Memorial Library located at 201 Neshonoc Rd in West Salem (pictured on right). Each branch is housed in a building provided, furnished, and maintained by the municipality in which it is located. The County is responsible for books and other media contained in each library, the processing of the materials, and the personnel to provide the services. Computer stations with Internet access are available.



The Hazel Brown Leicht Memorial Library is designed to serve the community in several ways. A community room is available for meetings and activities. The library has adequate adult seating, a study room, and a dedicated children's room. The West Salem community is aggressively working to provide a creative and attractive setting for

life long learning for all members of the community in the tradition of Mrs. Leicht, educator and former La Crosse County Superintendent of Schools.

Schools

The Village of West Salem is served by the School District of West Salem, which includes the Village of West Salem and towns of Bangor, Barre, Burns, Farmington, Greenfield, Hamilton, Medary, Shelby and Washington. With a growing enrollment of approximately 1700, PreK-12th grade students are housed in three buildings organized in a campus concept in the Village of West Salem (PreK-5, 6-8 and 9-12).

In addition, the County has 16 private schools that provide additional educational choices for residents. The Coulee Region Christian School is located at 230 West Garland Street in West Salem, the school serves approximately 242 students in grades PreK-12. Another private school in the Village, Christ Lutheran School, serves about 120 students who are in grades PreK-8; the facility is located on Park Street.

Village residents also have access to several post-secondary education schools, including the following:

University of Wisconsin-La Crosse was founded in 1909 and is now one of the 13 four-year campuses in the University of Wisconsin System with enrollment around 9,000 students. UW-L has joined the City’s other two institutions of higher education and the region’s medical facilities to form a consortium to bring cutting-edge health care to the region, along with a state-of-the-art health research and education facility for professionals and students.

Western Technical College (La Crosse) is a public two-year college with a focus on technical education. The college has an annual enrollment of approximately 9,400 credit students and 12,900 non-credit students. The average age of WTC’s credit and non-credit student is 33.

Established in 1890, Viterbo University is a co-educational Catholic University founded in the Franciscan tradition. Viterbo offers undergraduate and graduate degrees and has an enrollment of approximately 2,100 students.

Globe University/Minnesota School of Business is located in Onalaska, Wisconsin, offers master’s, bachelor’s, associate, and diploma programs. The institute is located at 2651 Midwest Drive, Onalaska, and it offers both on-campus and online courses taught by professional instructors.

Parks and Recreation Facilities

The Village of West Salem has an excellent network of park and recreation facilities. In addition, thousands of acres of quality recreational lands for hunting, fishing, camping, cross country skiing, and snowmobiling exist in the surrounding area. An inventory of the West Salem park system is provided in the La Crosse County Comprehensive Outdoor Recreation Plan. Locally, the Mississippi River Regional Plan Commission (MRRPC) is working on the Village of West Salem Outdoor Recreation Plan 2006-2010, which provides goals and objectives for long-term park development and recreation within the municipality.

Some of the local parks and recreation facilities that exist in, or nearby the Village of West Salem include:

- West Salem Community Center: Second floor senior citizens noon meal and recreation site. Activities include: Cards, bingo, musical entertainment, pool table, exercise equipment, and special events.
- West Salem Boys & Girls Club: 134 North Leonard Street. Club open daily for children ages 7 through 18. The Club features games, arts and crafts, physical activities, field trips, homework tutoring, mentorship, and a safe place for children to socialize.
- La Crosse River State Trail: 21.5 mile bicycle, walking, and snowmobile trail between Medary and Sparta. The trail lies south of, and adjacent to, the Canadian Pacific Railroad right-of-way and passes nearby Village Park. A bike shelter and kiosk were constructed in downtown West Salem in 2004 to provide a resting place with shade and water for bikers.

- Village Park: 4.9-acre park located adjacent to the central business district. Recreation facilities include two lighted tennis courts, two half-court basketball standards, and two horseshoe courts. There are two separate areas with playground apparatus, including climbing structures and a merry-go-round. A lighted softball diamond with bleachers and concession stand is located in the eastern part of the park. There are paved walks throughout the park and a bandstand (gazebo) with picnic tables, a shelter house, and restroom facilities.
- Veteran’s Memorial Park: 232-acre County Park located within the Town of Hamilton on the west side of the Village. Facilities include 3.5 miles of paved roadways, four shelter houses serving picnic areas, and approximately 120 camping sites. In addition, the park contains three ball diamonds, four grass volley ball courts and one sand court, and hiking trails. There is also a link on the south side of the park to the La Crosse River State Trail.
- West Salem Veteran’s Park Trail: this paved 0.12-mile trail links Veteran’s Memorial Park on the west side of the Village to the street network at Heritage Lane.
- Pineview Park: 3-acre park located in a residential subdivision. Facilities include playground apparatus, an open-side picnic shelter, a two goal non-regulation size soccer field, and planted trees.
- Riverview Park: 9-acre park located at the north end of West Avenue North. The park features a 2-acre lighted ball diamond with scoreboard tower and concession stand. Construction is in progress for a new 2-acre practice ball field.
- Salem Corral Park: a small .81-acre park located in a residential area on the Village’s west side. Facilities include a volleyball net and a single basketball standard.
- Neshonoc/Swarthout Park: 20-acre County Park located on the northwest end of Lake Neshonoc within the Village limits. Rustic Road R-31 terminates within this park. Facilities include picnic tables and grills, vault toilets, hand pump, one grass volleyball court, playground apparatus, and a boat ramp and courtesty pier.
- Swarthout Pool: this school-owned property is adjacent to, and west of, the high school. Facilities include a heated, outdoor swimming pool, three lighted tennis courts, and some grassy open space.
- Well House Open Area: small .48-acre grassy area located on the Village municipal water system property south of I-90. The area features three steel “dinosaur skeleton” sculptures.
- Bike Trail – Mill Street: the La Crosse River State Trail traverses West Salem including an open .24-acre parcel at the intersection of the Trail and Mill Street, which is maintained by the Village.
- La Crosse Fairgrounds and Speedway: the La Crosse Fairgrounds Speedway is a 5/8 mile asphalt oval with a second 1/4 mile inner oval. The speedway first operated as a dirt track with asphalt racing starting in 1970. The 5/8th mile has three grooves of racing and is used weekly by the NASCAR Weekly Racing Series Late Models, the Grand National Sportsman, touring classes such as the NASCAR ITEMS cars and special event classes also use the 5/8th or 1/4 mile. The Thunderstox use the 1/4 mile on a weekly basis; they are joined there by Hornet cars on occasion.
- Memorial Athletic Field: An approximately 14-acre open field adjacent to the West Salem High School and Middle School, part of which is owned by the Village and part by the West Salem School District. Site contains three ball diamonds and the varsity football field.
- West Salem Community Shelter and Park: On a total of 9.4 acres at the south end of the Memorial Athletic field complex is a large, open-sided roof pavilion that serves as a community shelter for large gatherings. In the winter it is converted to a hockey rink. Adjacent to the pavilion is an enclosed, heated community building. The building contains two meeting rooms and kitchen area.
- Neshonoc Lake Addition: In 2005, the Neshonoc Lake Addition was developed in the shoreland district of Lake Neshonoc. This is a 7.43-acre area of lakefront property along Lake Neshonoc. Included in this total is approximately 2.5 acres of wetland. Conceptual plans as to what recreational amenities will be included in the park will be developed in the next phase.
- Jim Zanter Park: Also included in the Neshonoc Lake Addition is a 1-acre park located at Mark and Lewis Streets. The park includes a walkway, play equipment, open play areas, drinking fountain, and shaded areas for relaxation.

- Lake Neshonoc South Park: This 60-acre tract is part of the larger County-owned land that was formerly used as a farm by the health care facility. There is currently ½ mile of lakefront, ¾ mile of paved road, a boat launch ramp, pier/dock, and a parking area for approximately 24 vehicles with trailers.
- Greene Park: This 1.43-acre park is located between Daffodil Street and West Elm Street.

Police, Fire, and Rescue

The Village of West Salem's Police Department is located at 175 S. Leonard. There are five patrol officers and a police chief. The department has four police cruisers and is responsible for law enforcement activities in the Village of West Salem. The department has a mutual aid agreement with the La Crosse County Sheriff's Department.

West Salem utilizes a volunteer fire department. The West Salem Volunteer Fire Department is located at 100 S. Mill St. Facilities include eight vehicles for emergency rescue and fire fighting including pumper trucks and tanker truck and a Jaws of Life unit. The department serves the Village of West Salem and the towns of Hamilton and Barre.

The West Salem Emergency Medical Team provides First Responder service with 18 emergency medical team members. The facility, which is housed at 567 Brickl Road, was constructed in 1993 and includes an ambulance and a four-wheel drive vehicle.

Health Care Facilities

Health care facilities located within close proximity to the Village are located in the City of Onalaska and the City of La Crosse. Gundersen Lutheran and Franciscan Skemp Healthcare, Mayo Health System are two (2) large medical centers that operate in the region, each with a hospital and large clinic in the City of La Crosse.

Gundersen-Lutheran Medical Center is the area's recognized leader in heart, trauma and cancer care, births, business services, research and health education, with over one million clinic, hospital, and emergency room visits each year. Gundersen Lutheran operates a 325-bed teaching hospital with a Level II Trauma and Emergency Center in La Crosse.

Franciscan Skemp, MHS La Crosse Campus operates a 250 bed hospital with a 24-hour Emergency Trauma Center. Franciscan Skemp Healthcare, partnered with world-renowned Mayo Clinic, offers excellent specialty services including cardiology, neurology, nephrology, oncology, orthopedics and many others, as well as comprehensive, compassionate primary care throughout an 11-county region in Wisconsin, Minnesota, and Iowa. Franciscan Skemp is a leader in women's health, having established the area's first Women's Health Center in 1983.

A health care education consortium that includes Viterbo University, Western Technical College and the University of Wisconsin at La Crosse exists in the region.

There are two nursing homes located in West Salem: Mulder Health Care Facility and West Salem Lakeview Health Center. Mulder Health Care Facility is a Wisconsin licensed skilled nursing facility with 99 beds. Services provided include rehabilitation, extended convalescence or long term care. West Salem Lakeview Health Center (a La Crosse County facility) is long-term nursing facility.

Salem Terrace, 104 Lewis Street, offers 44 one- and two-bedroom apartments for senior or disabled independent residents and residents in need of assisted-living. The facilities are owned by Bethany St. Joseph Corporation and offer meal options, many recreation areas, beauty salons, whirlpools, and laundry facilities, all in the building complex. Rent is based on the tenant's needs and the type of apartment which is leased.

Mill Street Manor, 840 North Mill Street, offers 28 to 31 one- and two-bedroom apartments for senior or disabled independent and assisted-living. The facilities are owned by Bethany St. Joseph Corporation and offer meal options,

many recreation areas, beauty salons, whirlpools, and laundry facilities, all in the building complex. Rent is based on the tenant’s needs and the type of apartment which is leased.

Child Care Facilities

There are many child care options within the Village of West Salem. These include four child care centers within the Village proper, and any number of informal networks of child care that exist through family and friends. The La Crosse County Family Resource Center helps to connect parents and children to childcare providers.

La Crosse County has 33 regulated full day group child care centers and 254 regulated full day family child care homes. 212 child care facilities offer infant care and 47 offer care during second and third shift.

Religious Institutions and Cemeteries

Several area churches provide Village of West Salem residents with religious institution. They are:

- West Salem Baptist Church
- Our Saviors Lutheran Church
- Christ Lutheran Church
- Saint Leo the Great Church
- Hope Evangelical Free Church
- Presbyterian Church of West Salem
- Prince of Peace Lutheran Church

There are three cemeteries located within the Village: Hamilton Cemetery and Christ Church Cemetery, which are contiguous. The cemeteries are bordered on the north by Highway 16, on the south by Franklin Street, and runs from Vera Lane to Rosewood Lane in the southwest corner of the Village. The third cemetery is located on the former County Farm lands annexed in 2005.

Timetable for the Expansion of Utilities and Community Facilities

An important part of this planning process is to determine what upgrades or expansions to the Village’s utilities and community facilities are needed, and when. This analysis will be completed throughout this planning process and upgrades and expansions will be identified as needed.

Planned or Identified Improvements for Future Consideration:

Water System: The Village water system includes three wells, two iron filter plants, a ground level steel storage reservoir and a new elevated bolted steel water tower. The entire community is served by the Village’s water system; however, it is estimated that the Village will likely need another well in ten years.

Park Improvements: There is an “Action Program” listed within the Village of West Salem Outdoor Recreation Plan 2006-2010 that include both on-going maintenance needs and longer-term capital improvements.

Other Capital Improvements: There is a list of improvements for the Five-Year Street Renovation Plan listed in the Transportation Element. Of these improvements, some are non-transportation related. They include:

- Some sanitary sewer work W. Garland St. from Leonard St. to West Ave. (2011)
- Some replacements of undersized water mains throughout the Village.
- Miscellaneous sanitary sewer replacements/repairs throughout the Village
- Miscellaneous facility and equipment upgrades which support a reduction in energy usage throughout the Village.
- Extension of public services to areas within the Village which are currently undeveloped.

Sources:

La Crosse County Development Plan 2020
 La Crosse County Land Conservation Department
 La Crosse County Land and Water Conservation Plan 1999
 Numerical Simulation of Ground-Water Flow in La Crosse County, Wisconsin, and into Nearby Pools of the Mississippi River, USGS 2003
 La Crosse County Outdoor Recreation Plan 1998
 La Crosse County Website – Various Departments
 Wisconsin Department of Natural Resources
 Village of West Salem Outdoor Recreation Plan 2006-2010 (Draft)
 Village of West Salem

Goals, Objectives, and Recommendations

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals.

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following goals, objectives, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal I: Ensure Village residents and businesses are adequately served by desired public utilities and facilities in a cost-effective way and in a manner that promotes a high quality of life.Objectives

- a. To maintain current facilities and provision of services to appropriate levels.
- b. To work cooperatively with La Crosse County, the West Salem School District, the Town of Hamilton, Neshonoc Lake District, West Salem Fire District, the Department of Natural Resources (DNR), U.S. Fish & Wildlife Service (USFWS), Army Corps of Engineers, and other jurisdictions to ensure efficient, economical, and quality provision of community services and facilities.
- c. By directing new development to areas that can be efficiently and economically served by existing or planned Village streets, sanitary sewers, public water mains, stormwater management facilities, life and safety services.
- d. By continuing to require new development to pay the cost of municipal services, so that the existing taxpayers are not burdened with inequitable taxes or service costs.
- e. By seeking grants, state loans and alternative methods of funding improvements.
- f. By maximizing the use of West Salem's existing utility systems and using existing public facilities to serve new development whenever possible.
- g. By supporting a strong interrelationship with the school district in cooperative use of facilities.

- h. By encouraging the economical and efficient provision of infrastructure and public services including identifying and reserving for future use lands sufficient to meet needs for necessary services.
- i. By promoting the highest and most efficient levels of police, fire and first responder services for the Village.

Recommendations:

1. The Village should approve proposals for annexation into the Village of West Salem when meeting the following utilities and community facilities criteria, or if other important community goals are met:
 - a. The area proposed for annexation has access to or can be easily connected to areas already served by the Village, thereby allowing efficient delivery of services, facilities and utilities.
 - b. The Village can readily provide services, utilities and facilities to the area, both through capital improvement plans and the personnel required.
 - c. The annexation is in an area designated for growth on the Village's Future Land Use Map.
 - d. All public improvements, both off-site and on-site, necessary to serve the annexation area can be constructed and financed in accordance with Village standards and policies, and with goals and objectives within this plan.
 - e. The annexation area can be developed in a timely manner so the Village does not invest in development costs without the timely return of necessary fees and taxes.
 - f. The increased tax base and overall benefit to the Village of approving the annexation outweigh the actual financial impact on the community for providing police, fire, road maintenance and other public improvements and services to the annexation area.
2. The Village and School District should work together to encourage appropriate provision of facilities (including playing fields). Meetings should include discussions about shared use of community facilities or joint programming options.
3. When reviewing subdivision applications, allow the West Salem School District to comment on the impacts of the new development on the District's capacity to provide education services, facilities, and bus routes to those developments.
4. Continue to replace and update infrastructure (water, sewer, streets, etc) as needed in the older areas of the Village to encourage reinvestment.
5. Extend and upgrade public utilities (public water, sanitary and storm sewer) to logical infill areas as an incentive to encourage growth at appropriate locations in compliance with this plan.
6. Refer to West Salem's Comprehensive Plan on an annual basis when updating a Capital Improvement Plan and addressing equipment and personnel needs.
7. Seek federal, state and private funding for parks and greenways, such as the DNR Stewardship Fund grant.

Goal 2: Consider environmentally sensitive areas when extending and constructing new utilities and community facilities.

Objective

- a. By consulting the Environmental Features Map (5.1) before making decisions regarding location of new utilities or community facilities, and encourage development and redevelopment practices that will maintain or improve the natural environment.

Recommendations:

1. Promote infill development where appropriate to preserve as much of the natural environment as possible while allowing planned growth to occur in identified undeveloped areas.
2. Promote the preservation of natural features within development sites when practical during the development review process.
3. Plan for logical extensions of utilities along efficient routes that do not significantly disturb environmental sensitive areas when practical.
4. Continue to update the Environmental Features Map to show environmentally sensitive areas such as threatened and endangered species habitats, wetlands, lakes, rivers, streams, floodplains, woodlands, remnant prairies/grasslands, steep slopes and bluffslands. Consult this map when considering major development proposals.

Goal 3: Continue to provide and improve outdoor recreational facilities for active uses (e.g. ball games) and natural areas for passive uses (e.g., birdwatching).

Objectives

- a. By ensuring recreational facilities and programs are planned to serve both local residents and tourists and designed at a scale appropriate to the intended use and the surrounding environment. Recreational uses and facilities should also be consistent with the other goals and objectives identified in this plan, especially those related to land use, transportation and the environment.
- b. By preserving and protecting compatible land uses adjacent to existing community parks and recreation areas.
- c. By promoting the multiple use of facilities in design and development, such as developing school/park combinations and community centers/recreation spaces.
- d. By using pedestrian and bicycle facilities to connect parks and open spaces.

Recommendations:

1. Continue to negotiate parkland dedication or trail rights-of-way for all new developments. Consider performing a Public Facilities Needs Assessment to collect impact fees for facilities development.
2. Staff should regularly (seasonally, annually or as appropriate) evaluate park and recreation sources (programs, facilities and operations) to ensure that community needs are being met. Evaluations may be in the form of qualified supervision, periodic written reports, surveys, interviews, and analysis of records and/or outcomes.
3. Parks should be designed with multiple access points from the surrounding neighborhoods and should be accessible by various modes of transportation.

4. To the extent possible, park facilities should be designed to meet the needs of all Village residents, including the elderly, disabled, economically disadvantaged and pre-school age children.
5. Continue to consult the most recent Village of West Salem Outdoor Recreation Plan when making parks development and maintenance decisions and amend the plan as needed.
6. Continue to explore options for a multimodal trail to serve pedestrians, bicyclists, and snowmobilers. Work with residents, bicyclists, and the snowmobile community to ensure that the trail will provide connections to the larger community.

5 Agricultural, Natural, and Arts & Cultural Resources

This element includes an analysis of existing agricultural, natural, and cultural resources in and around the Village of West Salem. The chapter includes existing conditions, goals, objectives, and recommendations for the effective management of resources in the village.

Agricultural Resources

Agricultural Lands

There are 396 acres of agricultural/open land within the Village of West Salem. This accounts for 25% of all the land within the Village. Farming is part of the local economy and is also a way of life for some residents. Map 5.1 depicts where these uses are located and how these agricultural lands are utilized.

Soil Types & Capability

The majority of the Village is covered with Merit Silt Loam or Toddville Silt Loam.

More detailed information on these soil types can be found in the La Crosse County Farmland Preservation Plan 1980. Soil suitability is depicted on Map 5.3. Soil suitability classes for agriculture range from Class I to Class VIII, with I being most suitable and VIII being the least suitable soils for agriculture. Table 5.1 below shows the acreage total of each soil classification as it exists within the jurisdiction.

Table 5.1: General Soil Suitability

Soil Classification	Acres	Description
Class I	576.21	No significant limitations for raising crops.
Class II	475.23	Suited for cultivated crops but have limitations such as poor drainage, limited root zones, climatic restrictions, or erosion potential.
Class III	196.44	Suited for cultivated crops but have limitations such as poor drainage, limited root zones, climatic restrictions, or erosion potential.
Class IV	98.94	Suitable for crops but only under selected cropping practices.
Class V	0	Best suited for pasture and range
Class VI	129.51	Best suited for pasture and range
Class VII	56.8	Best suited for pasture and range
Class VIII	6.56	Suited only for wildlife habitat, recreation, and other nonagricultural uses

Source: USDA Soil Survey, 2005

Agricultural Dependency

The Village has 21 people, or less than 1% of the population over 16 working on a farm. This rate is similar to the overall County level, but is smaller than the Towns directly adjacent to the Village.

Table 5.2: Employed by Agricultural Industry, 2000

	Village of West Salem		Town of Barre		Town of Hamilton		La Crosse County	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Agriculture, forestry, fishing and hunting, and mining	21	0.9%	28	4.7%	75	6.3%	745	1.3%

Source: US Census, 2000

The U.S. Department of Commerce reported that farm earnings in La Crosse County decreased by 48 percent between 1990 and 1998, which was a greater decline than in the Mississippi River region (37 percent), the State of Wisconsin (26 percent) or the United States (2 percent).

According to the Wisconsin Agricultural Statistics Service, between 1992 and 1997 the following agricultural land trends occurred in La Crosse County:

- Land in farms decreased 7 percent from 182,339 to 169,543 acres
- Average size of farms decreased 3 percent from 231 to 223 acres
- Full-time farms decreased 21 percent from 507 farms to 403 farms

The State of Wisconsin showed similar agricultural trends during this time period. However, market value of agricultural products sold statewide increased by six percent and average market value of agricultural products sold per farm statewide increased by 10 percent.

Natural Resources

Floodplains

The La Crosse River flows along the northern border of the Village of West Salem. The majority of floodplains that exist within the Village are located along the La Crosse River. The northwestern corner of the Village also has floodplains that are adjacent to Lake Neshonoc. Floodplains are land areas that have been or may be covered by floodwater during the "regional flood." The regional flood is a flood determined to be representative of large floods known to have occurred in Wisconsin or which may be expected to occur on a particular lake, river or stream. Floodplains are identified and mapped by the Federal Emergency Management Agency (FEMA). The Nation's annual flood recovery costs are high and the human hardship beyond this is immeasurable. It is for this reason that the federal, state, and local governments encourage hazard mitigation planning that discourages floodplain development. Counties, cities, and villages are responsible for administering floodplain zoning in accordance with regulatory standards of Chapter NR 116 of the Wisconsin Administrative Code and the standards of the National Flood Insurance Program.

Wetlands

Wetlands can be found in two areas within the Village, one area being in the northeastern corner of the Village near Lake Neshonoc, and the other area is the most southwestern corner of West Salem. Less than 1% of the land within the Village is wetlands.

Wetlands are defined in Wisconsin Statutes 23.32 as 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. Wetlands are environmentally sensitive due to the many values and functions they provide, including:

- Filtering and replenishing groundwater.
- Flood protection – wetlands act like sponges by storing and slowly releasing rainfall and runoff, which reduces flood peaks and flood recovery costs.
- Filters for certain kinds of wastes and soluble contaminants generated from runoff, which protects water quality.
- Food and habitat for many plants and animals, which benefits hunting, fishing, sightseeing, and other recreational or tourism interests.
- Shoreline protection – wetlands protect shorelines from erosive wave action and enhance the quality of life by providing spacious and scenic open spaces.

Groundwater

Groundwater resources are plentiful in La Crosse County and it is the sole source of residential water supply for Village residents. A sandstone and dolomite aquifer coupled with the soil geology of the area allow for rapid groundwater recharge, which supplies a constant supply of water. Groundwater in the area is generally considered to be of good quality; however, the area's porous soil geology, while allowing for rapid groundwater recharge, can also make the groundwater more susceptible to contamination.

The Village of West Salem is served by the West Salem Waterworks, which the Wisconsin DNR has claimed has no unacceptable levels of contaminants within it. The DNR has noted that the West Salem system is susceptible to contamination by nitrate, antimony, mercury, thallium, fluoride, and nickel and is moderately susceptible to contamination by volatile organic compounds (VOCs), synthetic organic compounds (SOCs), and microbes. The Village does have a well head protection ordinance for the groundwater wells within the Village.

Surface Water

The Village of West Salem is located within the La Crosse-Bad Axe River Basin. The La Crosse River runs along the northern border of the Village. Lake Neshonoc is the largest surface water source within the Village and begins in the northeastern corner of the West Salem. The lake is 600 acres in size and has an average depth of 4 feet, with a maximum depth of 9 feet. A private dam was constructed in 1940 and is still in operation today and is used for hydroelectric power. The lake was dredged in 2000 in order to remove waste sediments. There is an excessive amount of algae blooms within the lake that cause increased pH levels and have subsequently placed the lake on the US EPA's impeded water list. There are also an abundant amount of carp within the lake that pose a threat to native fish, and therefore carp removal efforts have been pursued.

**Table 5.3:
Features within the La Crosse-Bad Axe Basin**

Water within the La Crosse- Bad Axe River Basin	
Little La Crosse River Watershed	
La Crosse River	Dutch Creek
Big Creek	Burns Creek
Fish Creek	Adams Creek
Prairie Creek	Lake Neshonoc
Lower La Crosse River Watershed	
La Crosse River	Pleasant Valley Creek
Neshonoc Creek	Bostwick Creek
Larson Coulee Creek	Smith Valley Creek
Gills Coulee Creek	Pammel Creek
Coon Creek Watershed	
Berge Coulee Creek	Mormon Creek
Coon Creek	Chipmunk Coulee Creek

Source: SAA, 2005

Woodlands

There are zero acres of woodlands within the Village; however the West Salem and La Crosse County are located in a region of the country known as the Prairie-Forest Border, which forms the transition zone between the plains to the south and west and the forests to the north and east. Wisconsin forest statistics published in 1996 by the U.S. Department of Agriculture reported 136,500 acres of forest land in the County. Oak is the predominant hardwood with maple replacing some of the oak stands following logging. The State's Managed Forest Law (MFL) program is available to landowners with 10 or more contiguous acres of forestland. Participating landowners must agree to a forest management plan that includes harvesting at least 80 percent of their forest area. In exchange, their land is

taxed at a rate below the state average. There are nearly 2,000 private acres within the Towns (Bangor, Barre, and Hamilton) directly surrounding West Salem that are included within the program.

Woodlands perform important aesthetic, environmental, and ecological functions. The area's scenic wooded covered hills and coulees are one of the most attractive features of the landscape and have a major impact on residents and tourists alike. Woodlands also provide important settings, backdrops, and screens for homes, businesses, farms, roads, and shorelines, which creates an attractive landscape that benefits the economy and aesthetics of the County. In addition woodlands generate or contribute to energy, oxygen, nitrogen, and carbon cycles. They also provide essential habitats for numerous varieties of plants and animals and can mitigate the destructive affects of erosion, pollution, and severe weather.

Topography

The Village and County lie in the heart of the driftless area, which covers southwestern Wisconsin, southeastern Minnesota, and northeast Iowa. This area was missed by the most recent glacial advance but was highly dissected by the glacial melt water created 11,000 years ago by the retreating glacier. The scenic ridges and valleys created by this melt water were named coulees by early French settlers resulting in this area becoming known as the "Coulee Region". Many of the ridges have bluffs of exposed limestone outcroppings.

Steep Slopes

The Environmental Features Map 5.2 illustrates areas with slopes of 20 percent or greater. Steep slopes can be found surrounding the borders of the Village, particularly on the southern edge.

Steep slopes are environmentally sensitive from a water quality perspective because increased erosion and stormwater runoff occurs when these slopes are developed. The detrimental effect of stormwater runoff from impervious surfaces such as rooftops and driveways increases greatly when such surfaces are constructed on steep slopes. La Crosse County has many creeks, some of which support trout fisheries. All of these creeks, as well as the larger rivers and lakes, are or could be recipients of runoff from development on steep slopes. The water quality of these rivers and creeks provides biologic, recreational, and aesthetic benefits. The creeks classified as trout streams, in particular, make handling of runoff from development on steep slopes especially critical if these sensitive aquatic environments are to be maintained or enhanced.

To protect the area's rivers, lakes, and streams from excessive stormwater runoff, the County Land Conservation Department and Committee enforce a construction site erosion control ordinance that calls for approval of an erosion control plan prior to construction activity taking place. This ordinance also prohibits construction activity from occurring on slopes of 30 percent or greater. Increased erosion control measures are called for in this ordinance when slopes of 20 percent or greater are to be disturbed. In addition to erosion, sedimentation, and water quality problems, development on steep slopes can impair the natural beauty and viewsheds in the area. When development occurs on steep slopes, or on top of these steep slopes at higher elevations, it greatly impacts the visual character of the area as the development can dominate the viewshed.

Wildlife, Rare, Threatened, and Endangered Species

There are 96 endangered and threatened species within the Little La Crosse River and the Lower La Crosse River Watersheds. The species include certain plants, fish, amphibians, and birds. Over the last few decades the communities within the County have experienced changes in the composition of their animal and plant life. Historically the majority of changes occurred through human encroachment and consequent disturbance to the wildlife and its habitat. Land uses that have drastically altered the natural environment such as the cutting of forests, wetland drainage, agriculture, and increased urbanization have resulted in the reduction of the quantity and quality of habitat for many species. This reduction in habitat has also resulted in the near extirpation of some species.

The U.S. government, in an attempt to protect biological resources, enacted the Endangered Species Act (ESA) of 1973. The Act essentially prohibits the taking of a threatened or endangered species or its habitat. Wisconsin, in accordance with the ESA, has developed the Wisconsin Natural Heritage Working Lists. The Wisconsin Natural Heritage Working Lists contains species known or suspected to be rare in the state. The list and a map depicting the general location of these rare species can be viewed on the DNR website.

Open Spaces, Environmental Corridors, and Environmentally Significant Areas

Environmental corridors are continuous systems of open space that include environmentally sensitive lands, floodplains, wetlands, and natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Important environmental corridors that are suitable for preservation include the river and stream corridors, the bluffs, the coulees, and the important wildlife habitats located throughout the Village. The Environmental Features Map shows these important environmental areas.

Open space can be valuable just for its existence, regardless of ownership or public entry and use provisions. The preservation and recreational spaces available in West Salem contribute to the high quality of life that exists within the Village.

Mining and Non-Metallic Mineral Resources

While there are 15 registered non-metallic mine sites with La Crosse County, none exist within the Village of West Salem.

Arts & Cultural Resources

Historic Structures and Places

There are numerous historic properties and sites in the Village of West Salem that are an important part of its historical past. As of 2005, there were three sites listed on the National Register of Historic Places in West Salem. The Village is home to La Crosse County’s only national historic landmark, the Hamlin Garland House.

Table 5.4: State and National Registered Historic Places in the Village of West Salem

Feature	Location
Hamlin Garland House	357 W. Garland St
Palmer-Gullickson Octagon House	358 N Leonard St
Palmer-Lewis Octagon House	USH 16, east of CTH C

Source: Wisconsin Historic Society

In addition to these places, there are 53 sites in West Salem that are listed as local historic resources in the Wisconsin Historical Society’s Architecture and History Inventory (AHI) database. The AHI contains data on buildings, structures and objects that illustrate Wisconsin's unique history. The inventory has been assembled over a period of more than 25 years from a wide variety of sources. In many cases, the information is dated. Some properties may be altered or no longer exist. The majority of properties included in this inventory are privately owned and not open to the public. Inclusion in this inventory conveys no special status, rights or benefits to owners of these properties.

Table 5.5: Summary of Other Historic Places

Feature	Location
Joseph Culpitt House	238 West Ave
Thomas and Belinda Leonard House	99 E Jefferson St
West Salem Presbyterian Church (former)	NW Corner of E Hamilton and N Mill St
West Salem High School (former)	230 W Garland St
Masonic Hall	102 S Leonard St
Mercereau	126 S Leonard St
Guy Wakefield House	346 N Leonard St

Source: Wisconsin Historic Society

Archaeological Resources

Native Americans inhabited the La Crosse County area for twelve thousand years prior to the arrival of the first white settlers. Survey and excavations have documented the presence of Paleoindian and Archaic camps, Woodland villages and mounds, and extensive Oneota agricultural villages. The latter includes cemeteries, long houses, and an elaborate ridge field system. Many of the archaeological sites have been documented by the Mississippi Valley Archaeology Center (MVAC), which has displays open to the public at the University of Wisconsin-La Crosse. As of 2005, over 1,000 archaeological sites have been recorded in La Crosse County, and 24 are listed on the National Register of Historic Places. Under Wisconsin law, Stat. 157.70 all burial sites, including Native American mounds, and both marked and unmarked burials, are protected from encroachment by any type of development. Under Wisconsin law, Stat. 157.70 all burial sites, including Native American mounds, and both marked and unmarked burials, are protected from encroachment by any type of development.

Arts & Cultural Resources

The Marie W. Heider Center for the Arts is owned by the West Salem School District. Scheduling priority is given to West Salem School’s performing arts, visual arts, and academic activities. The West Salem Fine Arts Board, a separate, non-profit organization, operates the facility, including professional touring productions, community rentals, and school activities. The Fine Arts Board employs an Arts Director who is in charge of day-to-day facility operations and scheduling. The Heider Center is not supported by local tax dollars. It is the mission of the Marie W. Heider Center for the Arts to enhance and ensure the appreciation of the arts and its vitality in the Coulee Region. It is the intent of the Center to provide schools, community, and non-profit groups with an environment in which all the arts can flourish.

Goals, Objectives, and Recommendations

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals.

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following goals, objectives, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal 1: Preserve the scenic views, wetlands, woodlands, and wildlife habitat within the Village and encourage the protection of these resources on surrounding lands.

Objectives

- a. By continuing to require the protection of existing vegetation on new development sites to the greatest extent possible to minimize soil erosion during and after construction.
- b. By locating all public facilities (roads, buildings, etc.) to minimize impacts on environmental features, when possible.
- c. By requiring natural resource features to be accurately depicted on all site plans, certified survey maps, preliminary plats and final plats.
- d. By purchasing or acquiring through conservation easement environmentally important lands, when possible.

Recommendations:

1. Promote awareness of natural resources and critical resource issues in the Village through public education and volunteer stewardship activities in public parks and through collaboration and partnership with local landowners, conservation groups (such as the Mississippi Valley Conservancy), public agencies, UW-Extension and other stakeholders.
2. Discourage disruptive development in areas with extreme topography. Where development does occur near ridgelines, the development should take place on the lowest portion of the parcel and in the area with the least slope.
3. Require important natural resource features be depicted on all site plans and preliminary plats and certified survey maps in order to facilitate preservation of these resources.
4. The Village should encourage the preservation of wildlife corridors and open space in new developments through the use of incentives and flexible regulations, such as land trusts, open space and cluster zoning, density bonuses and conservation easements.
5. The Village should work with the DNR, the U.S. Fish and Wildlife Service, Neshonoc Lake District, and environmental groups to identify the locations where sensitive species occur within the Village of West Salem, and they should cooperate with these agencies on creating maintenance plans and development guidelines to protect these species.
6. Continue to enforce the Village's erosion control ordinance.
7. Work with neighboring jurisdictions to encourage an orderly, efficient development pattern that protects productive agricultural land and minimizes conflicts between urban and rural uses.

Goal 2: Encourage land use patterns and practices that are environmentally sensitive and minimize the disruption to the natural hydrologic system, including the balance between ground and surface waters.

Objectives

- a. By requiring proper stormwater management practices, such as rain gardens, detention, infiltration and wetland restoration, to maintain or increase groundwater recharge and reduce excess runoff.
- b. By preserving wetlands as essential components of the hydrologic system and as valuable wildlife habitat.

- c. By continuing to enforce the Village’s Wellhead Protection Requirements (Chapter IX) and update the ordinance as necessary. Consider developing a long-term plan to account for future wells.
- d. By requiring Best Management Practices to control erosion and sedimentation during construction.
- e. By discouraging the re-grading of large areas that alter natural topography and drainage patterns.
- f. By continuing to protect floodplain areas and natural drainageways from being filled or altered in any way that reduces their function.

Recommendations:

1. The Village should amend its zoning and subdivision regulations as necessary to incorporate low-impact development and conservation design techniques that:
 - Limit total impervious area;
 - Minimize site disturbance and soil compaction to preserve natural topography and minimize erosion;
 - Ensure sound water quality and run-off controls while minimizing the use of storm drain pipes (this includes allowing, where applicable, the use of rain gardens, permeable pavements, etc.);
 - Require adequate buffer areas and setbacks to minimize encroachment and preserve the natural character and scenic quality of sensitive resources, including the bluffs and coulee slopes; and
 - Utilize native vegetation in new plantings.
2. Work with public education entities such as UW-Extension to promote environmentally sensitive stormwater management practices (BMP’s). Continue funding and operation of the West Salem Stormwater Utility for management of stormwater collection systems.

Goal 3: Enhance public access, use and enjoyment of the community’s natural and recreational resources.

Objectives

- a. By maintaining public access to Lake Neshonoc where environmentally feasible.
- b. By establishing and maintaining an efficient system of parks, trails, pedestrian pathways, bicycle routes and greenways to provide access and linkage to natural and recreational resources.
- c. By promoting the cooperation and coordination of acquisition and development of natural and recreational areas among state and local agencies, individuals, businesses and foundations.

Recommendations:

1. Maintain appropriate access to major environmental features in the West Salem area. Determine if additions or enhancements to existing facilities are warranted and budget for these improvements within a Capital Improvements Plan. Ensure sufficient access to Lake Neshonoc and continue planning for facilities development as part of the West Salem Outdoor Recreation Plan 2006-2010.
2. Work with the DNR, Neshonoc Lake District, and other entities to identify opportunities to enhance the recreational character of West Salem. This may include purchase of public lands for greenways, active use parks, or open space corridors that preserve significant environmental viewsheds.

Goal 4: Identify, conserve and protect West Salem’s cultural, historical and archaeological resources.

Objectives

- a. By encouraging the preservation of historically significant buildings and sites in West Salem. These include, but are not limited to, the Hamlin Garland Homestead and the Palmer-Gullickson, Palmer-Lewis octagon homes.
- b. By ensuring West Salem’s environmental and aesthetic qualities, including the water quality of Lake Neshonoc, are preserved or enhanced.
- c. By encouraging and assisting the West Salem Historical Society in their mission.

Recommendations:

1. Continue to encourage and support property owners who wish to rehabilitate and designate their historic properties. Adaptive reuse of historic buildings, such as the Hamlin Garland Homestead (museum), should be strongly encouraged.
2. During public development projects that have federal, state or local government involvement, continue to be aware of and enforce applicable laws to protect cultural resources, including:
 - a. Section 106 of the National Historic Preservation Act for federal projects
 - b. Wisconsin Statute § 44.40 for state projects
 - c. Wisconsin Statute § 66.1111 for local projects
 - d. Wisconsin Statute § 120.12 (21) for projects involving schools
3. Continue to protect natural environmental features as a historic resource because they enhance and define the entire La Crosse County area as much or more than any man-made structure. Use applicable laws and ordinances to protect these resources.

6 Economic Development

This element includes existing conditions, goals, objectives, and recommendations to help guide development of economic resources within the Village. This element also includes an assessment of local strengths and weaknesses with respect to attracting and retaining businesses.

Existing Conditions

Education Level of Labor Force

The labor force in West Salem has a high level of educational attainment as demonstrated below. Almost 22% of the population had an educational attainment including or exceeding a bachelor's degree in 2000.

Table 6.1: Educational Levels, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Population 25 Years and Over		2,932	657	1,551	63,308
Less than 9th Grade	Number	188	10	56	2,687
	Percent	6.4%	1.5%	3.6%	4.1%
9th to 12th grade, no diploma	Number	143	43	80	4,062
	Percent	4.9%	6.5%	5.2%	6.2%
High school graduate - includes equivalency	Number	897	236	459	20,823
	Percent	30.6%	35.9%	29.6%	31.9%
Some college, no degree	Number	710	125	368	14,176
	Percent	24.2%	19.0%	23.7%	21.7%
Associate degree	Number	352	105	155	6,945
	Percent	12.0%	16.0%	10.0%	10.6%
Bachelor's degree	Number	470	93	196	10,642
	Percent	16.0%	14.2%	12.6%	16.3%
Graduate or professional degree	Number	172	45	237	5,928
	Percent	5.9%	6.8%	15.3%	9.1%

Source: U.S. Bureau of the Census, 2000

Participation in Labor Force

Only 4% of residents 16 years and over that are active in the labor force were without a job in 2000. Almost 72% of West Salem’s total population was employed during this same year, which compares higher than La Crosse County overall, at 67%.

Table 6.2: Workforce Participation, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Population 16 Years and Over		3,304	746	1,751	84,831
Civilian labor force	Number	2,481	616	1,220	59,516
	Percent	75.1%	82.6%	69.7%	70.2%
Employed	Number	2,373	594	1,184	57,073
	Percent	71.8%	79.6%	67.6%	67.3%
Armed Forces	Number	6	0	0	40
	Percent	0.2%	0.0%	0.0%	0.0%
Not in Labor Force	Number	817	130	531	25,275
	Percent	24.7%	17.4%	30.3%	29.8%
Unemployment Rate		4.4	3.6	4.1	4.1%

Source: U.S. Bureau of the Census, 2000

Employment Statistics

In 2000, the majority of the labor force in the Village derived its income from private companies (81%). The figure below outlines the various sources of income by employer type. Government workers accounted for 13% of the labor force.

Figure 6.3: Employment by Employer Type

	Private Company	Government	Self-Employed	Unpaid Family Worker
West Salem	81.1%	13.0%	5.6%	0.3%
La Crosse County	81.5%	13.5%	4.8%	0.2%
Wisconsin	81.1%	12.5%	6.1%	0.3%

Source: U.S. Bureau of the Census, 2000

Table 6.4 below details employment by occupation in 2000 for the Village of West Salem and select jurisdictions. The table indicates the greatest percentage of workers in the Village were employed in the Management, professional, and related occupations segment with almost 30% of the workforce. This is also true for the comparable communities listed, and for La Crosse County overall.

Table 6.4: Employment by Occupation, 2000

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Employed civilian population 16 years and over		2,373	594	1,184	57,073
Management, professional, and related occupations	Number	700	199	450	17,601
	Percent	29.5	33.5	38.0	30.8%
Service	Number	371	58	161	9,584
	Percent	15.6	9.8	13.6	16.8%
Sales and Office	Number	553	149	285	15,636
	Percent	23.3	25.1	24.1	27.4%
Farming, fishing, and forestry	Number	0	4	17	190
	Percent	0.0	0.7	1.4	0.3%
Construction, extraction, and maintenance	Number	213	52	103	4,346
	Percent	9.0	8.8	8.7	7.6%
Production, transportation, and material moving	Number	536	132	168	9,716
	Percent	22.6	22.2	14.2	17.0%

Source: U.S. Bureau of the Census, 2000

Table 6.5 indicates the “information” industry supplied the highest annual wage in La Crosse County for 2003.

Table 6.5: Average Annual Wages for La Crosse County Employees 2003

	Average Annual Wage
All Industries	\$29,982
Natural Resources	\$29,952
Construction	\$36,917
Manufacturing	\$37,342
Trade, Transportation, Utilities	\$26,404
Information	\$40,021
Financial Activities	\$35,861
Professional & Business Services	\$31,815
Education & Health	\$34,901
Leisure & Hospitality	\$9,588
Other Services	\$17,483
Public Administration	\$32,509

Source: State of Wisconsin Department of Workforce Development, 2003

Economic Base

Table 6.6 lists the top ten industry groups by employment for La Crosse County in March 2003. Two (2) industry types experienced employment increases between 2002 and 2003; most of the gains were in health care, and finance. Six (6) industry types were down in 2003; most of these job losses were in wholesaling, and merchandising. Data was unavailable for two (2) of the ten (10) industry types.

Table 6.6: Top Industry Groups: La Crosse County

Industry Group	March 2003		Number change
	Employers	Employees	2002-2003
Educational Services	30	5,428	-64
Food Services and Drinking Places	205	4,977	-5
Hospitals	(x)	(x)	(x)
Ambulatory Health Care Services	103	4039	472
Machinery Manufacturing	(x)	(x)	(x)
Administrative and Support Services	97	2421	-78
Merchant Wholesalers, Nondurable Goods	54	2139	-312
Credit Intermediation and Related Activity	45	2013	216
General Merchandise Stores	12	1955	-152
Nursing and Residential Care Facilities	16	1805	-78

Source: Wisconsin Department of Workforce Development, 2003

Table 6.7: Top Employers in La Crosse County

Private		
Gundersen Lutheran	5,000 FTE employees	Health Care
Trane	2,500 FTE employees	Manufacturer
Franciscan Skemp Healthcare/Mayo Health System	2,350 FTE employees	Health Care
Kwik Trip	900 FTE employees	Convenience Store
CenturyTel	830 FTE employees	Telephone Utility
The Company Store	567 FTE employees	Manufacturer
APAC Customer Service	500 FTE employees	Telephone & Telecommunications
Dairyland Power Cooperative	425 FTE employees	Electric Utility
Bethany-St. Joseph Corp.	420 FTE employees	Nursing Home
Burlington Northern Santa Fe Railroad	400 FTE employees	Rail Transport
Government/Education		
County of La Crosse	1,100 FTE employees	Government
School District of La Crosse	1,060 FTE employees	Education
University of Wisconsin-La Crosse	1,000 FTE employees	Education
City of La Crosse	525 FTE employees	Government
School District of Holmen	449 FTE employees	Education
Western Wisconsin Technical College	418 FTE employees	Education

Source: La Crosse Area Chamber of Commerce. 2005

Environmentally Contaminated Sites

The Comprehensive Planning Law requires communities to evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The Wisconsin Department of Natural Resources (DNR) Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or brownfields. The DNR identifies brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” Properties listed in the DNR database are self-reported and do not represent a comprehensive listing of possible brownfields in a community. Other state and federal databases may provide more comprehensive lists for the Village. The Bureau for Remediation and Redevelopment Trading System (BRRTS) has 51 records of possible contamination within the Village of West

Salem. Of these, only six records remain “Open” as of December 2007. The designation of “Open” means the contamination activity is in need of clean up or the cleanup is still underway. In West Salem these include:

- Record 02-32-547298: Farmers Coop Supply & Shipping, 136 E. Elm St.
- Record 03-32-001229: West Salem Gas N Go, 3905 W. HWY 16
- Record 03-32-001303: Hansens IGA, Memorial Drive
- Record 03-32-098337: Farmers Coop Supply, Mill St & Elm
- Record 03-32-120909: Lindvig Auto and Truck Repair, 650 W HWY 16

Employment Projections

The State of Wisconsin’s Department of Workforce Development’s “La Crosse County Workforce Profile” provides insight into the regional employment forecast for the County. This section illustrates employment forecasts for the La Crosse County area and for the entire State of Wisconsin.

Table 6.8 lists the top 10 occupations experiencing the fastest growth rates and the most job openings in Western Wisconsin. Many of the fastest growing occupations fall into either the “management, professional or related occupations” category or the “service” category, and there is a particular growth trend in computer software and support occupations as well as medical support occupations. The areas with the most openings are generally “service occupations,” with some exceptions.

Table 6.8: Western Region Occupation Projections: 2010

	Top Ten Occupations	Education & Training Typically Required	Average Wage
Fastest Growth	Computer Support Specialists	Associate degree	\$16.65
	Network Systems/Data Communications Analysis	Bachelor's degree	\$23.49
	Medical Records/Health Info Techs	Associate degree	\$11.43
	Medical Assistants	1-12 mo. on-the-job	\$10.61
	Personal and Home Care Aides	1-month or less training	\$8.25
	Computer/Information Systems Managers	Work experience & degree	\$29.77
	Social/Human Service Assistants	1-12 mo. on-the-job	\$12.30
	Computer Systems Analysts	Bachelor's degree	\$24.14
	Home Health Aides	1-month or less training	\$9.03
	Dental Assistants	1-12 mo. on-the-job	\$10.93
Most Openings	Combination Food Preparation/Service Workers Including Fast Food	1-month or less training	\$6.91
	Cashiers	1-month or less training	\$7.60
	Retail Salespersons	1-month or less training	\$9.04
	Waiters/Waitresses	1-month or less training	\$7.55
	Registered Nurses	Bachelor's degree	\$20.23
	Truck Drivers/Heavy/Tractor-Trailer	1-12 mo. on-the-job	\$20.88
	Janitors/Cleaners, Maids/Housekeepers	1-month or less training	\$9.42
	Office Clerks/General	1-month or less training	\$10.27
	Bartenders	1-month or less training	\$7.41
	Nursing Aids/Orderlies/Attendants	1-month or less training	\$9.95

Source: WI DWD, Bureau of Workforce Information, 2002

As part of the Economic Development element, the Village of West Salem explored its strengths and weaknesses for economic development, and what business types are preferred by residents.

Strengths and Weaknesses

The Village of West Salem has many strengths. Chief among them is access to the interstate highway system (I-90). There is also rail access via the Canadian Pacific Railway. The transfer of goods is further enhanced through West Salem’s proximity to the Port of La Crosse, and in 1996 shipping accounted for 9% of all freight movements. In

terms of labor force, according to the last US Census completed West Salem had almost 72% labor force participation which is higher than La Crosse County overall. The highest percentage of workers were employed in the Management, professional, and related occupation. These white-collar jobs are a growing segment within the region and state. Lakeview Business Park is also an active development park and capable of sustaining forecasted growth.

Weaknesses in West Salem include its proximity to large communities, such as the City of La Crosse, and while this is an asset in many respects it's also a weakness for West Salem to compete against a community with a more established economic base.

New Businesses Desired by West Salem

- Technology and information-centered efforts
- Industrial/assembly facilities
- Distribution facilities

Goals, Objectives, and Recommendations

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals.

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following goals, objectives, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal I: Create jobs for the West Salem area work force and broaden Village property tax revenues by increasing and further diversifying Village employment opportunities by retaining and attracting clean non-polluting industry.

Objectives:

- a. By working with La Crosse County and other area jurisdictions on regional economic development initiatives that benefit the Village and region.
- b. By creating an economic development plan for the Village that addresses background data, available sites, incentives and the Village's overall economic development goals.
- c. By identifying properties that are suitable for the expansion of business and industrial parks by conducting a commercial building lands inventory.
- d. By marketing the assets of the region to stimulate high-quality economic growth. These assets include convenient access to railroad, air, trucking and the interstate as well as the outstanding natural amenities of the area.
- e. By encouraging high-technology/clean manufacturing industries to locate in the Village of West Salem to provide improved employment opportunities.

Recommendations:

1. Encourage well-planned and attractively designed commercial land uses.
2. Assist entrepreneurship and new business development by providing (or working with other agencies, such as the West Salem Business Association, La Crosse Area Development Corporation, and Greater La Crosse Area Chamber of Commerce, to provide):
 - a. Management assistance (programs on entrepreneurship, business accounting, market research, product development, management)
 - b. Overhead assistance (incubators, shared services, below market rents)
 - c. Financial assistance (microloan programs, U.S. Small Business Administration, revolving loan funds)
 - d. Networking opportunities (roundtables, CEO networking groups, trade associations)
 - e. Feedback (business appreciation events and promotion of the successes of small and emerging businesses in West Salem)
3. Ensure development of businesses that are accessible by a variety of multi-modal transportation options. This includes locating businesses so that employees and/or potential customers can safely walk, bike, drive or take public transportation to work or shop.
4. Consider creating an economic development plan for:
 - a. Improving retention and expansion capabilities of existing businesses
 - b. Developing or improving the support system for entrepreneurial development
 - c. Targeting and attracting new businesses (such as technology sectors)
 - d. Redeveloping the downtown

Goal 2: Encourage the development and growth of downtown, other business-zoned areas and other community attractions through promoting the Village as a unique shopping and tourism center.

Objectives:

- a. By encouraging reinvestment, redevelopment and infill development on vacant or underutilized land in the downtown business district.
- b. By directing retail businesses to established commercial corridors and districts through the use of this comprehensive plan.
- c. By communicating with business and industry leaders on a regular basis to ensure their needs are being met.
- d. By striving to promote the Village of West Salem as a friendly place to do business and working to promote tourism-related business development.
- e. By attracting firms that complement existing industries and increase business for established companies.

- f. By continuing to improve on architectural and landscape architectural standards for development and redevelopment by promoting design that complements or improves the character of commercial areas and equal, high-quality materials and architectural detailing on all facades.

Recommendations:

1. Ensure adequate parking for all business areas. In the downtown area and other appropriate locations, creative and flexible parking solutions and/or requirements should be encouraged to achieve a balance among economic vitality, convenience and efficient land use. The zoning ordinance should be amended as necessary to allow for these parking solutions.
2. Whenever possible, business developments and redevelopments should be designed so vehicles servicing the site can move from one location on the site to another without re-entering a public street.
3. Maintain an inventory of available commercial and industrial sites within the Village. This includes lots within the Lakeview Business Park, and infill sites in older or redeveloping portions of West Salem.
4. Promote the redevelopment and mitigation of environmentally contaminated sites to promote the likelihood of reuse. Explore programming available through the Wisconsin Department of Commerce (Blight Elimination and Brownfield Redevelopment Program – BEBR).
5. Continue budget appropriations to the West Salem Area Tourism Ad Hoc Committee for tourism–related expenditures.
6. Encourage the formation of a Business Improvement District (BID) that collects fees from participating members to fund festivals, landscaping, or staffing. The BID should include members from public and private entities to better plan for and utilize available resources.

7 Intergovernmental Cooperation

Intergovernmental cooperation is a critical component of this planning effort and the future well-being of the Village of West Salem. Local services and planning strategies can be strengthened by cooperative relationships with neighboring communities. This chapter contains an overview of the Village's intergovernmental relationships and identifies known existing or potential conflicts between this Comprehensive Plan and the plans of local cities, villages, towns, School Districts, the State of Wisconsin, and important federal agencies that maintain a presence in the area.

This chapter also contains goals, objectives, and recommendations for maintaining or enhancing intergovernmental relationships.

Existing relationships between the Village of West Salem and each of the surrounding or overlapping jurisdictions are described below. A process for resolving conflicts is described at the end of this element.

Existing Relationships

La Crosse County

La Crosse County encompasses 481 square miles and is located in western Wisconsin along the Mississippi River. The County's 2004 population was estimated at 109,616. La Crosse County is approximately 150 miles southeast of Minneapolis/St. Paul, MN, 175 miles from Waterloo, Iowa, and 145 miles from Madison, WI. The County is comprised of 18 local units of government: 12 towns, 4 villages, and 2 cities. Interstate 90 and the La Crosse River bisect the County from east to west. Trempealeau and Jackson County border La Crosse County to the north, Monroe County lies to the East, Vernon County lies to the south, and the Mississippi River and Minnesota lie to the west. The County continues to update its Comprehensive Plan, which is an update to the County's existing plan, the La Crosse County Development Plan 2020. In addition, the County has adopted numerous other plans, studies, and ordinances that provide policy and direction to local communities, such as West Salem, including:

- La Crosse County, Wisconsin Farmland Preservation Plan, 1980
- La Crosse County Comprehensive Outdoor Recreation Plan, 1998
- La Crosse County Land & Water Resource Management Plan, 1999
- Zoning Ordinance (for unincorporated areas)
- Land Division Ordinance

La Crosse County is also party to general cooperative agreements for fire and emergency medical services, police, rescue, road maintenance, solid waste, recycling, and other services with several towns, villages, and cities in the County. West Salem and La Crosse County maintain an open and cooperative relationship. La Crosse County enforces shoreland zoning within the Village.

Surrounding Municipalities

Town of Hamilton

The Village of West Salem is surrounded by the Town of Hamilton. Existing relationships with the town include equipment rental/sharing to reduce costs for each entity. While each jurisdiction plows their own roadways, the West Salem Police Department can provide service to town residents via a mutual aid agreement with the La Crosse County Sheriff's Department. West Salem shares service from the West Salem Volunteer Fire Department with the Town of Hamilton (and Town of Barre).

The Village and Town have a long-standing cooperative relationship, including extraterritorial zoning reviews and approvals, cooperative boundary agreements, election, recreational, and public works equipment sharing, transportation coordination, area beautification efforts, official mapping, and financial assistance for the public library constructed in the Village.

Regional Planning Jurisdictions

Mississippi River Regional Planning Commission (RPC)

The Village of West Salem is located within the Mississippi River Regional Planning Commission's (MRRPC) jurisdiction. The MRRPC prepares and adopts regional or county-wide plans and represents Pierce, Pepin, Buffalo, Trempealeau, La Crosse, Vernon, Crawford, Jackson, and Monroe counties. The RPC was established to:

- Carry out comprehensive and intergovernmental planning;
- Have jurisdiction throughout the seven-county area, including incorporated and unincorporated areas;
- Meet area-wide requirements so local jurisdictions could receive federal grants;
- Provide an organization to receive federal grants.

The MRRPC is currently working with La Crosse County to update their Comprehensive Plan and the Outdoor Recreation Plan. Both of these documents will include specific information pertaining to the Village of West Salem. West Salem is also located within the Western Wisconsin Technology Zone which allows up to \$5M in state income tax credits and is administered by the MRRPC. The MRRPC also administers the La Crosse County Business Fund.

The MRRPC bi-annually updates the Recreation Plan for the Village of West Salem.

La Crosse Area Planning Committee (MPO)

West Salem is a member community of the La Crosse Area Planning Committee (LAPC). Member communities participate and share the cost of a metropolitan planning program for the development and maintenance of a long-range transportation plan pursuant to the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and rules found in 23 CFR 450 and 49 CFR pertaining to metropolitan planning.

The objective of the LAPC is to develop and maintain a long-range transportation plan for the La Crosse/La Crescent Urbanized Area, and to conduct other area-wide planning programs as it deems necessary.

Important State and Federal Agency Jurisdictions

There are many state and federal agencies that affect planning in La Crosse County. The Wisconsin Department of Transportation (DOT) District 5 plays a critical role in many aspects of the County's transportation system, from highway design and development to bicycle and pedestrian facilities and networks. The Wisconsin Department of Natural Resources (DNR) also has a prominent role in the County because of the many DNR-owned land and facilities that are located here. The University of Wisconsin Extension office is located in the City of La Crosse and serves as an educational resource for County residents. The U.S. Fish and Wildlife Service maintains a presence in the County because of the Upper Mississippi River National Wildlife and Fish Refuge. The U.S. Army Corps of Engineers also maintains a presence in the County because of their ownership and management of locks and dams along the Mississippi River, which borders the western edge of the County. The County and its local units of government recognize the importance of working with these state and federal agencies, and are committed to continuing an ongoing dialogue with these agencies, both during and after the development of this Comprehensive Plan.

West Salem communicates with state and federal agencies on an as-needed basis. For the comprehensive planning process, state agencies may be asked to review the plan documents as follows:

- WisDOT: review the Transportation Element and provide planning expertise and comments, particularly regarding development and related planning for I-90 and STH 16, both of which traverse Village boundaries.
- WDNR: review the Agricultural, Natural, and Cultural Resources Element regarding future park and trail development and protection techniques for West Salem’s existing natural resources.

School Districts

The Village of West Salem is served by the School District of West Salem. The entire school system (grades PreK-12) is located in three buildings within the Village proper. There are no apparent existing or potential conflicts between the Village and the West Salem School District.

Other Regional/Intergovernmental Agreements

The Village of West Salem participates in a “Joint Municipal Court” with the City of Onalaska, Town of Campbell, Town of Shelby, and villages of Bangor, Holmen, and Rockland. The Joint Municipal Court is located in the City of Onalaska City Hall. A Municipal Judge and Municipal Court Committee determine times for Municipal Court hearings.

The Village of West Salem is part of the Onalaska/Holmen/West Salem Shared Ride Program, which is a demand response door-to-door transportation system. The program is administered by the Onalaska City Counsel, with representatives from each of the participating municipalities as members of the operating committee.

Goals, Objectives, and Recommendations

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals.

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following goals, objectives, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal I: The Village will maintain good relationships with governmental units in and around the region.

Objective:

- To establish and maintain excellent communication with other government officials (staff, elected and appointed officials) both formally (on committees, etc.) and informally (telephone calls, emails, etc.); and continue to build and establish new relationships while maintaining municipal independence.
- To communicate with surrounding towns and municipalities on issues of annexation, extraterritorial jurisdiction, road plowing, and other intergovernmental efforts.
- To identify properties that are suitable for the expansion or growth to the Village.

Recommendations:

1. Work together with the City of Onalaska, Town of Onalaska, Town of Hamilton, Village of Bangor, Town of Bangor, and La Crosse County to develop compatible land use and zoning regulations.
2. Participate in planning meetings proposed by La Crosse County to include planning and zoning administrators from area cities, villages and towns.
3. Continue to participate in existing intergovernmental cooperation efforts such as emergency medical services, the West Salem Volunteer Fire Department, Neshonoc Lake District, Coulee Region Joint Municipal Court, the Shared Ride Transit Service, and the La Crosse Metropolitan Transit Utility.

Goal 2: Participate in regional planning efforts and coordinate planning activities with neighboring communities and La Crosse County.

Objectives:

- a. To participate in regional planning efforts and coordinate planning efforts (e.g., comprehensive, land use, transportation, and natural resource protection), regulations, and specific land use decisions with neighboring communities, La Crosse County, MRRPC, and the La Crosse Area Planning Committee (MPO).
- b. To work with regional municipalities to discuss long-term acquisition, or facilities extension, of municipal services including water and sewer.
- c. By considering boundary agreements.

Recommendations:

1. Develop an intergovernmental agreement with the Town of Hamilton to address issues such as:
 - a. The boundaries for which the agreement will be implemented, which should be the Village’s Long Range Planning Area.
 - b. The period for which the plan will remain in effect and intervals in which either or both communities can call for the agreement to be amended or re-negotiated.
 - c. The mechanism(s) and/or forum(s) for representatives of the Village and the Town to discuss and plan for the orderly development or conservation of lands within the agreement’s boundaries.
 - d. Describe how development or other Town actions will not impede the logical expansion of the Village’s urban expansion to areas appropriate for such growth and development.
 - e. Create criteria/standards on which to base annexation decisions. The criteria/standards should address:
 - i. Economic impacts.
 - ii. Social impacts.
 - iii. Environmental impacts.
 - f. The Village’s use of extraterritorial zoning and plat authority in the Town within the Long Range Planning Area based on the Village’s Future Land Use Plan.
 - g. Seek to establish consistency between the communities’ Future Land Use Plans and policies within the Long Range Planning Area. For example, the Village and Town may agree that

conservation development is appropriate in the Town, but the agreement should define conservation development in terms of land use, density, open space, etc.

- h. Determine an approximate schedule for Village’s growth into the Town.
 - i. Revenue sharing and financial participation in the provision of public parks, trails, recreation and other public facilities in both communities.
 - j. Describe how services and facilities will be provided to area(s) designated by the agreement for the expansion of such services and facilities.
 - k. Providing/selling public utilities without annexation.
 - l. Identify a formal method for conflict resolution.
2. Consider an intergovernmental agreement with the City of Onalaska to address the following:
- m. A mechanism and/or forum for representatives of the Village and City to discuss and plan for the orderly development of territory located between and adjacent to the Village and City boundary along STH 16.
 - n. To provide for appropriate and cost effective municipal services within the growth area.
 - o. To provide a forum and mechanism to discuss boundary issues between the Village and City.
 - p. To include the School District of West Salem, Town of Hamilton, and La Crosse County in the planning and zoning of the growth area by including a representative from the Town and County and perhaps the School District in the planning committee.
 - q. To control urban sprawl by preventing unplanned development, to promote quality and orderly development, and to protect the area’s natural resources, including waterways, wetlands, groundwater and woodlands.
 - r. To promote and jointly plan orderly highway improvements.
 - s. Identify a formal method for conflict resolution.

Goal 3: Coordinate with neighboring communities and La Crosse County to provide high quality services in the most cost effective manner possible.

Objective:

- a. To work cooperatively with neighboring communities to provide more effective, and lower cost services provision.
- b. By identifying opportunities to jointly provide expanded or new services such as additional recreational programs or parks facilities with neighboring communities.

Recommendations:

- 1. Jointly plan transportation and trail (bicycle, pedestrian, and snowmobiling) improvements and connections between the Village and neighboring communities.
- 2. Work with neighboring communities and regional planning agencies to implement this Comprehensive Plan and coordinate regional planning efforts, such as open space corridors, recreational systems, adjacent land uses.
- 3. Cooperate with surrounding jurisdictions to determine the feasibility of combining Village and Town services in order to save money and improve service delivery through the reduction or elimination of

the duplication of services. This may be accomplished through cooperative agreements and/or other methods.

Goal 4: To collaborate with all neighboring jurisdictions, La Crosse County, and organizations (e.g., LAPC) to implement this Comprehensive Plan.

Objectives

- a. By collectively protecting environmental resources and enhancing transportation access.
- b. By working together to create a coordinated growth and development strategy for the region.
- c. By jointly pursuing economic development initiatives including the promotion and enhancement of West Salem.

Recommendations:

1. Support regional economic development efforts that are consistent with the Village's vision and goals.
2. Work with surrounding jurisdictions to provide affordable housing for the existing and growing population on a regional basis.
3. Involve the school districts in long range planning efforts and in reviewing current development proposals.
4. Consider participating in a regional Purchase of Development Rights and similar programs to preserve environmentally sensitive areas, important open spaces for recreational uses or other public purposes, and farmland.

Land Use

I. Introduction & Overview

This element of the Comprehensive Plan contains existing conditions, goals, objectives, policies, and recommendations to guide the future development and redevelopment of public and private property in West Salem. This chapter also explains future land use designations and describes these uses on the Future Land Use Map (located in the appendix).

The analysis and consideration of land use issues is among the most critical components of the Village of West Salem Comprehensive Plan. This element was prepared pursuant to Section 66.1001 of the Wisconsin Statutes.

This Land Use Plan consists of the following sections:

1. Introduction & Overview
2. Existing Conditions
3. Opportunities for Redevelopment
4. Land Use Projections
5. Future Land Use Policies
6. Future Land Use Districts
7. Goals, Objectives, and Recommendations

2. Existing Conditions

Existing Land Use Patterns

The Village of West Salem has over 1,900 acres of land within its jurisdiction. This includes the Wes-Sal-E.S.T. Annexation which occurred August 2009. The greatest percentage of land is currently classified as “agricultural” use with 40% (772 acres). Single-family residential with 310 acres (16%), rights of way with 274 acres (14%), and other public and semi-public use (institutional) with 146 acres (7.6%) are the next most common uses within the Village. A significant portion of public, non-taxable lands exist within the jurisdiction 23%. These include 146 acres of institutional uses, 10 acres of railroad right of way, 29 acres of recreation uses, and almost 274 acres of roadways. See Table 8.1.

Map 8.1 illustrates what type of land uses exist within the Village and where in the Village they are located.

Table 8.1: Existing Land Use Table (Acres)

Land Use Type	Village of West Salem	
	Number of Acres	Percentage
Single-Family Residential	310.65	16%
Multi-Family Residential	33.10	< 2%
Mobile Home	30.55	< 2%
Farmstead	4.29	<1%
Motels-Lodging	2.77	<1%
Retail	98.02	5%
Office	18.20	<1%
Manufacturing	69.28	3.5%
Institutional	146.94	7.6%
Railroad	10.60	<1%
Recreation	29.87	<2%
Agricultural	772.46	40%
Woodlands	101.70	5.2%
Wetlands	11.28	<1%
Water	14.39	<1%
Roads	273.95	14%
Vacant	4.42	<1%
Total	1932.46	100%

Source: La Crosse County, 2004 and including Wes-Sal-E.S.T. Annexation (August 2009)

Residential Densities

In 2000, the Village of West Salem had an average density of 1,911 people per square mile. Within the Village there were 743 housing units per square mile. West Salem has a population and household density that is far greater than either of the two towns listed. In fact, in 2000 the Village had the highest level of population density in La Crosse County after the City of La Crosse (2,573) and Village of Holmen (1,945). Recent annexations may have altered West Salem's residential density, though the built environment is still considerably compact when compared to less urbanized areas. High densities symbolize West Salem's efficient use of land. Some considerations that may be associated with high densities include the possibility of increased traffic congestion and excessive stormwater runoff.

Table 8.2: Population and Household Density, 2000

	Population	Housing Units	Area in Square Miles			Density (Sq. Mi of Land Area)	
			Total Area	Water Area	Land Area	Population	Housing Units
La Crosse County	107,120	43,479	479.92	27.18	452.74	236.6	96
West Salem Village	4,540	1,765	2.39	0.01	2.38	1,911.20	743
Town of Barre	1,014	354	20.67	0	20.67	49.1	17.1
Town of Hamilton	2,301	732	51.11	1.04	50.07	46	14.6

Source: U.S. Bureau of the Census, 2000

Non-Residential Intensities

The Village of West Salem regulates zoning within its boundaries. Eight (8) zoning districts are provided as follows:

- Single-Family Residential (R-1)
- Two-Family Residential (R-2)
- Business (B)
- Industrial (I)
- Agricultural (A)
- Conservancy (C)
- Planned Unit Development (PUD)
- Flood Districts

According to the Existing Zoning Map (Figure 4.2) from 2005, properties in Business (B) or Industrial (I) zoning comprise 563.6 acres. This accounts for 37% of the total land area (564/1518), which is a high figure if these existing zoning districts reflect current land use. At the same time, while this percentage of business and industrial land is high for a Village the size of West Salem, it is not unusual given the regional significance of West Salem as a service center and an employment center for surrounding communities.

Land Use Supply

The supply of land to support development is based on several factors including physical suitability, local and County regulations, and community goals. Intergovernmental agreements and annexations also become considerations when looking at the available land supply at the community level. The policies developed in this Plan and subsequent community plans will help guide how growth is managed in these areas.

Land Use Demand

As development pressures increase, the demand for developable land also rises. An analysis of building trends in the 1990s indicates that approximately 3% of the County’s farmland was converted out of an agricultural use between 1990 and 1997. Not surprisingly, this conversion factor was higher for towns on the western side of the County. Towns surrounding Holmen, Onalaska, and La Crosse had close to 8% of their agricultural acreage converted to other uses.

The demand for residential land in the Village and region continues to grow. An analysis of housing unit growth over the past few decades reveals an accelerated growth rate in the Village of West Salem when compared to both La Crosse County and the State. Housing units have increased in West Salem by 45% between 1980-2000. During this same period, the County increased by 18% and the State by 14%. This analysis shows there is a relatively high demand for residential land in the Village when compared to the region and State.

Table 8.3: Housing Unit Growth (Decennial Analysis) 1980-2000

	1980	1990	% Change 1980-1990	2000	% Change 1990-2000	% Change 1980-2000
V. West Salem	3,276	3,611	10%	4,738	31%	45%
La Crosse County	91,056	97,892	8%	107,120	9%	18%
Wisconsin	4,705,642	4,891,599	4%	5,363,675	10%	14%

Source: US Census Bureau

Land Prices

According to the Wisconsin Department of Revenue, in 2002 the total assessed value for real estate in the Village of West Salem was \$184,930,000. The 2005 report recorded an assessed real estate value of \$233,962,700. This represents an increase of 26.5% (over \$49M). For comparison, the assessed value for real estate of the community that surrounds West Salem (Town of Hamilton) increased by over \$43M during this same period (33.5%). Over \$38M of the increase in Hamilton is attributed to residential real estate values. This might point to the growing rural residential market that is not being captured within the Village.

3. Opportunities for Redevelopment

The Village of West Salem does have well-defined commercial areas where traditional redevelopment opportunities, such as Main Street redevelopment, are apparent. The Village is continuing to enhance its local share of commercial and industrial enterprises. Most development interests are directed to the Lakeview Business Park of West Salem. Opportunities for redevelopment of commercial store fronts, sites, and properties within the core of the community exist sporadically throughout. The Village is working to ensure it remains a full-service regional node for residents and communities located within its extraterritorial jurisdiction.

4. Future Land Use Projections

Future Land Use Projections

Future land use projections represent generalized growth scenarios based on state projections and current densities. The Village is projected to need an additional 136 acres for new development over the next twenty years. Only a portion of these acres will come from existing land within village boundaries. Therefore, a substantial portion of the growth that may occur over the next 20 years will need to be accommodated in extraterritorial areas outside the current boundaries. Likely, new development on the scale forecasted will require annexations from the surrounding Town of Hamilton. The most popular form of development that is likely to occur over the next 20 years is residential, where the Village is expected to need almost 117 acres of land.

The calculations are based on the following sources and assumptions:

- a) State of Wisconsin- DOA Population and Household Growth Projections
- b) Residential density is based on number of housing units per acre, 2000
- c) Commercial and industrial uses are based on their 2000 ratio to residential development.

Note on Land Use data.

- a) In determining these ratios, land use estimates from the MRRPC and UW-La Crosse were considered. MRRPC data was ultimately utilized because it provided for a slightly larger demand for growth and developing acreage. For planning purposes, it was deemed appropriate to utilize the higher figure when creating general projections such as these.
- b) Following the adoption of the Comprehensive Plan, the Village of West Salem has annexed land from the Town of Hamilton. The annexation of land is not incorporated in Table 8.4. It is the intention of the Village of West Salem to update Table 8.4 when the U.S. Bureau of Census 2010 data is available.

Table 8.4: Generalized Land Use Projections (Acres)

	2010	2015	2020	2025	Estimated Total
La Crosse County					
Residential	956	787	841	933	3,517
Commercial	193	164	171	189	716
Industrial	186	163	169	183	701
Agriculture/Open Space	-1,335	-1,114	-1,181	-1,304	-4,934
Village of West Salem					
Residential	30	28	29	30	117
Commercial	4	4	4	4	15
Industrial	1	1	1	1	4
Agriculture/Undeveloped	-35	-33	-34	-35	-136

Source: Schreiber/Anderson Associates, 2005; 5-year estimates may not equal total due to rounding.

5. Future Land Use Policies

In order to balance the need to efficiently serve these areas in the future with the competing pressure for rural residential development, these policies are geared toward promoting a transition from agricultural uses to residential development. The Future Land Use Map delineates these areas as “Conservation Design Subdivision”.

General Policies:

- All major development in this district should consider using conservation by design subdivisions. This development technique allows the development to be shifted to one or a few parts of the overall property with the rest left as open space. By grouping the actual home sites, it will be easier to develop with public utilities since frontages and individual lot sizes will generally be smaller.
- The second condition for allowing development in these areas is that a lower residential density and a minimum amount of undeveloped open space should be established to allow for additional development and facilitate utility services. The general idea is to prohibit non-sewered development and to allow areas of greater density and potentially lower public utility costs. The open space that is required under conservation by design subdivisions should be divided into two categories. One category would be permanent open space that should be integrated with sewer development. The second category would be additional open space that is set aside for future development when public utilities are provided. In this way there will always be open space associated with the initial non-public sewer development, yet additional growth is permitted that can allow these regions to be more efficiently and economically serviced with public utilities in the future. The details of this approach need to be spelled out within the Village’s zoning and/or subdivision ordinance.
- A third condition for development within the Conservation Design Subdivision district is that the developments be engineered with public sewer and water service in mind. Proper street grades, utility easements, and other factors should all be examined at the time of development, so that it is easier to accomplish hook-up to public utilities.

Purpose and Standards:

Conservation by design development, or conservation by design, is a subdividing method that focuses on maintaining open space and conserving significant natural and cultural features. This is accomplished by preserving a significant portion of a development site as undivided open space with the remaining land uses for house lots and necessary roads. The open space is permanently preserved through conservation easements. A conservation by design subdivision provides the landowner with the same number of lots that could be accomplished through a conventional subdivision.

Given the strong desire of many residents to retain rural character and preserve natural features and farmland, conservation by design subdivisions offer a preferable alternative to typical subdivisions with large house lots blanketing entire tracts of land. There are several recommendations relating to conservation by design developments. They include:

- Conservation by design should be encouraged as a preferred method for future residential subdivisions, particularly in areas where there are significant natural or cultural features that should be preserved.
- Require a minimum of 30 percent of the acreages of the conservation by design subdivision to be dedicated to open space, natural areas, or agricultural uses. The 30 percent requirement can include undevelopable land, such as wetlands, creeks, and other water features, in the calculation.
- To ensure that each conservation by design subdivision meets the density requirements set by the community, plans should be required to determine the maximum number of home sites allowed. Each plan would show how many lots could be created if the tract were subdivided conventionally using a standard minimum lot area and width. The total number of lots under the plan then becomes the total number of home sites allowed within the conservation by design subdivision.
- Prime agricultural land, in addition to natural resource features such as wetlands, steep slopes, and floodplains, should be included within the preserved open space to the greatest extent possible. Additional features that a community feels adds to its rural character, such as blocks of upland woods, should be identified as secondary conservation areas and are preferred for the balance of the open space areas, if needed.
- The uses allowed in the open space areas should be limited to agricultural uses, conservation practices, and passive recreation (such as trails). However, active recreation areas (such as playgrounds and ball fields) could be considered on a case-by-case basis.

Characteristics:

The following are some characteristics of conservation by design subdivision layouts:

- Close to half of the site is undivided open space or agricultural land that can be permanently preserved.
- View from across the road to trees or open space is almost entirely preserved.
- Creates a number of common open space areas with a large area remaining for active agricultural use.

6. Future Land Use Districts

The following land use categories are included in the Village of West Salem Future Land Use Map. A description of each category is provided below.

- **Urban Residential District.** This district is generally intended for single-family detached, or two-family attached residential development. Density for this district is within the range of one to six dwelling units per acre (1-6 du/ac). Structural development will include primarily single-family and two-family residences and accessory structures as allowed by ordinance. Properties within the Urban Residential District shall be connected to municipal sewer and water service, and all housing units must have street frontage, as required by Village Ordinances.
- **Suburban Residential District.** This district is generally intended for low-density suburban single-family detached residential development at a density between one and three dwelling units per acre (1-3 du/ac). Structural development will include primarily single-family detached houses and accessory structures as allowed by ordinance, and all housing units must have street frontage, as required by Village Ordinances.

Conservation Design Subdivision. Within the Suburban Residential District there will an option extended to developers wishing to design a housing development in a rural setting that is characterized by compact lots and common open space, and where the natural features of land are maintained to the greatest extent possible. This “Conservation Design Subdivision” option would allow for an adjustment in the location of residential dwelling units on a parcel of land so long as the total number of dwelling units does not exceed the number of units otherwise permitted in the zoning district. The dwelling units are grouped or “clustered” on only a portion of a parcel of land. The remainder of the site is preserved as open space, farmland, or as an environmentally and culturally sensitive area. The clustering of the dwellings into a small area is made possible by reducing the individual lot sizes. The open space is permanently protected and held in common ownership. See section 5 “Future Land Use Policies” above.

- **Commercial District.** A Commercial District includes uses that are business related, including commercial, retail, or office. Zoning for these areas is established to provide separation from incompatible uses. Specific types of development encourage for this district include:
 - Retail. This district includes areas dedicated to the sale of goods or merchandise for personal or household consumption. Structures include neighborhood stores, or designated shopping districts such as a downtown area. Commercial districts may also include malls or areas of intensive transportation access, such as interchange areas off highways and interstates.
 - Office. Office developments include buildings that provide a workplace for primarily administrative and managerial workers. Office uses can occur in almost any building, though modern technical requirements (such as internet access) limit some older structures for reuse. A typical office building may be divided into sections for different companies or may be dedicated to one company. Large companies may develop a campus-like environment including landscaping, fountains, or other natural or artistic elements.
- **Industrial District.** Industrial Districts in West Salem are delineated for uses such as manufacturing, processing, repairing or warehouse use, wholesale establishments, or seed, feed and farm supply stores and mills. These areas are restricted to locations best suited for industrial development because of location, topography, existing facilities and relationship to other land uses. Uses incompatible with industry are not to be permitted.
- **Public/Community Facilities District.** This district encompasses a range of public, social, and institutional uses. These uses are public or semi-public, and generally tax exempt. Specific uses include schools, libraries, parks, municipal buildings, emergency response and public safety buildings, health care facilities, travel-related facilities, places of worship, or other governmental lands. Siting and structural characteristics are generally determined by need and are allowable under most zoning districts as benevolent enterprises.
- **Conservancy District.** This district is assigned to delineate those areas where substantial development of the land in the form of buildings or structures is prohibited due to natural features such as topography, drainage, or other natural conditions. The district may also include vital resources requiring preservation and protection such as historic, scientific and biologically important areas.
- **Mixed Use District.** Mixed-use development refers to the practice of containing more than one type of use in a building or set of buildings. This includes a combination of residential, commercial, industrial, office, institutional, or other uses.

Growth Areas (Service Area)

The growth areas delineated on the Future Land Use Map were jointly developed between the Village of West Salem and the Town of Hamilton over a series of meetings in 2007. Each growth area refers to the length of time from plan adoption when development is expected to occur. The underlying future land use is intended to demonstrate the type of development planned to occur in these areas when a land use change is requested. The 25-year growth area has not identified a future land use, rather, it is provided to show the potential for this area to be developed in the long term depending on what occurs over the next five to ten year period.

Service area boundaries for public utilities will expand with annexations as identified on the Future Land Use Map. Per adopted Ordinances, properties located within the municipal boundary are required to connect to and receive public utilities. Annexations will expand the service area for public utilities to each Growth Area over time. See Map 8.3.

7. Land Use Goals, Objectives, and Recommendations

Goals and objectives identify what the plan should accomplish. Goals are statements that describe a desired future condition, often in general terms. Objectives are statements that describe a specific future condition to be attained, to reach the established goals.

Recommendations identify the action necessary to achieve goals and objectives. For this reason, recommendations should be actionable, attainable, and specific. Not all recommendations can be achieved in the short-term, so they should be specific enough so that any individual or group wishing to achieve a stated goal can take action.

The following goals, objectives, and recommendations have been developed to reflect the needs and desires of the West Salem community related to land use. Statements were jointly developed by the West Salem Plan Commission and its consultants.

Goal I: Implement and maintain a land use plan and map that reflects current community values and provides for future expansion.

Objectives

- a. By making land use decisions based on the Future Land Use Plan and Map.
- b. By comprehensively reviewing and updating this Plan and Map to ensure it continues to reflect current community values. Update the Plan and Map every ten years.
- c. By maintaining an adaptive Plan that responds to new priorities over time.
- d. By ensuring consistency between planning initiatives and implementation tools.

Recommendations:

1. Review this plan and corresponding actions, maps on an annual basis.
2. Consider elements of this plan at an annual meeting. Determine the need for periodic surveys to ensure the adopted plan reflects changing community interests.
3. Assign appropriate staff or ad hoc committees the responsibility for updating codes and ordinances to ensure consistency between this plan and existing policies.

4. Ensure land use decision making is based on the directives in this plan. Distribute plan copies to all Plan Commission and Village Board members. Continue to post elements of this plan on the Village’s website.

Goal 2: Revitalize and reestablish downtown West Salem as a vibrant community destination.

Objectives

- a. By connecting the downtown to community destinations such as Lake Neshonoc and the La Crosse River State Trail to increase traffic and promote community assets.
- b. By encouraging a mix of businesses downtown.
- c. By promoting infill and redevelopment downtown.
- d. By ensuring the transportation system is adequately designed to serve the downtown. This includes bicycle compatibility and viable vehicular parking opportunities.
- e. By ensuring that new development is well designed, high quality (materials), pedestrian and handicapped-oriented, and environmentally friendly.

Recommendations:

1. Develop a wayfinding system for multimodal travelers. The signage should indicate where travelers can find food, recreational opportunities, and shopping or government destinations. The signage should be unique to West Salem and utilize a consistent design theme. Post signage at key intersections and trailhead locations.
2. Continue to promote downtown West Salem to entrepreneurial interests contacting the Village. Establish and promote available programming for façade renovation, business start-up, and business expansion. Development programming and marketing with the West Salem Business Association to promote the entire West Salem area.
3. Work with developers to publicly acquire blighted or abandoned properties and sell to developers at a reduced rate for redevelopment.
4. Promote “complete streets” in all new or ongoing transportation construction projects. Complete streets provide facilities for all traditional modes of surface transportation including walking, biking, and motorized transport.
5. Maintain crosswalk striping, pedestrian signage, and pedestrian barriers, such as trees, along downtown corridors to enhance the walkability of the district.
6. Consider developing unique design standards in the downtown business district. This overlay district would control for setbacks, street orientation, and exterior design characteristics to help promote pedestrian travel throughout the district.

Goal 3: To enhance transportation corridors that create attractive, safe and efficient transportation opportunities for residents, visitors, and industry.

Objectives

- a. By enhancing and linking commercial/industrial districts to support existing and future neighborhoods. Include connections to the La Crosse River State Trail.
- b. By limiting strip commercial patterns that decentralize pedestrian accessible development.
- c. By capitalizing on opportunities for infill and redevelopment along existing commercial corridors.
- d. By encouraging higher density housing to be located near major transportation corridors and ensuring an interconnectedness of multimodal opportunities.

Recommendations:

1. Continue to plan for communitywide improvements that link and control access to places of business, residence, recreation, and learning. Ensure new development is connected to existing streets or other access corridors early in the approval process. Extensions to new and developing neighborhoods should be maintained and controlled ensuring municipal planning is proactive to new development interests.
2. Allow commercial and residential development only in delineated areas identified on the Future Land Use map. Where possible, encourage redevelopment of existing properties before green field development and resist efforts by the development community to elongate highway commercial corridors that will further decentralize West Salem's commercial districts.
3. Encourage developers to plan for a variety of transportation opportunities to their sites. Ensure connections to existing transportation facilities, public spaces, and easements are reserved and maintained during the site approval process.

Goal 4: To promote reasonable growth and development that augments the municipal tax base and preserves community character.

Objectives

- a. By involving the public in community planning efforts. This includes the consideration of requiring neighborhood plans to be developed for large tracts of land. These plans will include site designs, access requirements, soils reports, drainage plans, and other studies deemed appropriate by local officials. It will also include a public involvement process to ensure community support. The plan will be adopted as part of the Comprehensive Plan to ease in the implementation of development in planned areas.
- b. By establishing and implementing growth management strategies to preserve community character while utilizing land as efficiently as possible and protecting environmentally sensitive areas.
- c. By establishing a Long Range Planning Area. The area contained within the Long Range Planning Area are rural areas located beyond the Village's expected urban expansion over the next 20 years, but should be reserved for eventual inclusion into the Village's growth area and be protected from

patterns of development that would impede urbanization. Intergovernmental cooperation in planning these areas is essential.

- d. By promoting compatible infill development and redevelopment throughout the Village and particularly along commercial corridors.
- e. By establishing mixed use districts to provide a variety of complementary uses within existing neighborhoods of distinct land use.

Recommendations:

1. Require the submission of neighborhood plans for new development.
2. Continue to work with the Town of Hamilton to reserve land for urban development within West Salem's extraterritorial area. Ensure linkages to these neighborhoods are planned and maintained to ensure neighborhood identity.
3. Revisit the "Growth Areas" delineated on the Future Land Use Map with the Town of Hamilton to ensure compatible uses are planned and developed in a logical progression over time.
4. Attract and encourage proposals by development professionals interested in traditional neighborhood design. Increase standards in the zoning code for mixed-use developments to enhance the livability of these areas and to uniquely tie them to surrounding land uses.

Goal 5: To encourage quality urban design and establish a clear identity and sense of place for the Village of West Salem through quality building and site designs.

Objectives

- a. By ensuring plans and regulations facilitate quality design.
- b. By ensuring public improvements (e.g., signs, streets, buildings) incorporate attractive physical features in highly visible locations.
- c. By ensuring community gateways are welcoming and attractive.
- d. By maintaining the character and quality of existing neighborhoods.

Recommendations:

1. Perform an audit of West Salem neighborhoods that will identify unique design themes inherent to each. The development of neighborhood plans, or utilization of existing organizations (such as homeowner's associations) should be developed to formalize the design intent for each neighborhood or place.
2. Engage in a public approval process for each public works project. Utilize techniques that elicit response and realistic opportunities for community input prior to the design or repair of public facilities.
3. Work with existing historic and preservation groups, individuals, and programs to preserve and enhance the historic resources of West Salem. Consider organizing community events around unique historic places or features and link them to business development efforts or programs.

4. Develop design guidelines. These guidelines may include requirements for redevelopment within established neighborhoods (e.g. maintaining 1.5 story facades) or promoting standards for new neighborhoods around a specific theme or sustainable growth tenant (such as walkable streets).

9 Implementation

The implementation of the Village of West Salem comprehensive plan involves decision-making by both public officials and the citizens of the community. These decisions will be measured by the concern for the welfare of the general community; the willingness to make substantial investments for improvement within the community, and the realization that certain procedures must be followed and adhered to for the continued high quality environment found within the Village. Suggested implementation measures include:

- The implementation and enforcement of regulatory ordinances and non-regulatory activities based on the goals and objectives identified in the comprehensive plan.
- The development of programs and support systems that further the goals and objectives set forth by the Village in this plan.
- The establishment and support of a continued planning process providing for periodic review and updates to the plan and land use control measures.
- The support of committees and local organizations to carry out specific community improvements as identified in the comprehensive plan.

9.0 Implementation Tools

Implementation Tools include the rules, policies, and ordinances used to facilitate or control for a desired outcome. Examples include zoning, subdivision, and official mapping, or the availability of certain incentives. This section includes both regulatory and non-regulatory measures.

9.1 Regulatory Measures

The following regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. The Village Board officially adopts these regulatory and land use control measures as ordinances (or as revisions to the existing ordinances). For the purposes of this document, “regulatory measures” are those that must be adhered to by everyone if adopted.

9.1.1 Zoning Ordinance

Zoning is used to guide and control the use of land and structures on land. In addition, zoning establishes detailed regulations concerning the areas of lots that may be developed, including setbacks and separation for structures, the density of the development, and the height and bulk of building and other structures. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

The establishment of zoning districts is generally conducted after careful consideration of the development patterns indicated in the comprehensive plan. Amending zoning district boundaries has the overall effect of changing the plan (unless amendments correspond to changes within the plan), therefore, it is reasonable to assume that indiscriminate changes may result in weakening of the plan. The Village Board makes the final decisions on the content of the zoning ordinance and the district map. These decisions are preceded by public hearings and recommendations of the plan commission.

The Village of West Salem Zoning Code (Chapter III) contains eight districts. To implement the Future Land Use Plan (Map 8.0) the “PUD” district could be utilized for the “Mixed Use” category identified on the map. However, additional regulations and standards may be preferred to better control for the design and use of the area.

Action: The existing ordinance is sufficient for most current uses, however, the Planning Commission should consider adding a district to control for development within a mixed use district. Such controls may include traditional neighborhood design (TND) standards to increase pedestrian travel, enhance civic spaces, or promote façade treatments.

9.1.2 Official Maps

An official map shows the location of areas which the municipality has identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for future taking for a public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

West Salem currently does official mapping within the extraterritorial area in the Town of Hamilton.

Action: Continue to update the official map at which time changes in the extraterritorial area require long-term infrastructure planning for future annexation.

9.1.3 Sign Regulations

Local governments may adopt regulations, such as sign ordinances, to limit the height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by establishing standards that assure the provision of signs adequate to meet essential communication needs while safeguarding the rights of the people in the community to a safe, healthful and attractive environment.

West Salem currently has sign regulations within the zoning ordinance that regulates for type, bulk and setback by zoning district. In the future there may be need for augmenting these regulations to better preserve viewsheds or to control for a unique design theme.

Action: Continue to utilize current standards. Monitor community desire for increased standards as determined through complaint or request basis.

9.1.4 Erosion/Stormwater Control Ordinances

Similar to water supply and wastewater treatment, stormwater management is an important part of the municipal infrastructure. The purpose of stormwater or erosion control ordinances is to set forth stormwater requirements and criteria which will prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to runoff of stormwater from development or redevelopment. The Village of West Salem created a Stormwater Utility in March 2007, and the system for the collection and disposal of stormwater provides services to all properties within the Village of West Salem and surrounding areas. The cost of operating and maintaining the Village Stormwater Management System and financing necessary repairs, replacements, improvements, and extensions thereof are factored in direct relation to the services received from the system.

The Village of West Salem has adopted the West Salem Stormwater Utility (Ordinance No. 415).

Action: Continue to utilize and update the stormwater utility as necessary to maintain the system and sufficient stormwater management.

9.1.5 Overlay Districts

An overlay district is an additional zoning requirement that is placed on a geographic area but does not change the underlying zoning. Overlay districts have been used to impose development restrictions or special considerations on new development. For the Village of West Salem, these include regulations for historic preservation on properties listed either on the national register of historic places or the state register of historic places in Wisconsin.

Action: Maintain historic preservation overlay district standards for historic properties and enact Conservation Design Subdivision District overlay.

9.1.6 Building/Housing Codes

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for just new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

West Salem has adopted the UDC within Chapter VII: Building Codes of the municipal code of ordinances. West Salem has also delineated special regulations applicable to buildings within the Village Fire Limits as part of Chapter VII.

Action: West Salem continues to require builders follow State building codes for all structures built within the jurisdiction.

9.1.7 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

Action: West Salem requires builders follow state building and mechanical codes for all structures built within the jurisdiction.

9.1.8 Sanitary Codes

Chapter VIII: Sewer Use Ordinance / User Charge System of the West Salem Code of Ordinances regulates the use of public and private sewers within the Village's jurisdiction. West Salem requires the owner of each parcel of land adjacent to a sewer main on which there exists a building useable for human habitation to connect to the wastewater collection system within twelve months.

Action: Continue to enforce this local ordinance for existing and new development, and monitor for updates when appropriate.

9.1.9 Land Division Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed subdivision by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, street design open space, and other improvements necessary to ensure that new development will be an asset to the Village. The Village Board makes the final decisions on the content of the subdivision ordinance. These decisions are preceded by public hearings and recommendations of the plan commission.

The Village of West Salem has a subdivision ordinance (Chapter IV: Land Division and Platting) adopted in the 1980s that has been revised incrementally over time. The ordinance includes application procedures, preliminary and final plat requirements, certified survey map requirements, and required improvements among other regulations. The ordinance is particularly important in light of potential boundary agreements between the Village and the Town of Hamilton (and City of Onalaska). Ostensibly, this ordinance will be used to approve plats and regulate development within the West Salem extraterritorial planning area.

Action: Continue to maintain and update the subdivision ordinance as necessary. West Salem should ensure availability of the ordinance to surrounding townships for their use in reviewing development applications.

9.1.10 Shoreland Zoning

La Crosse County regulates shorelands within its jurisdiction. The zoning code controls for water pollution, protects spawning grounds for fish and aquatic life, controls building sites including placement of structures

and land uses, and preserves natural shore cover. The Village of West Salem has adopted La Crosse County's Shoreland Zoning Ordinance.

Action: Continue to utilize county rules and regulations.

9.2 Non-regulatory Measures

The following non-regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. These measures often exist as policies or as special incentives available to willing participants. For the purposes of this document, "non-regulatory measures" are meant to encourage a particular practice, but not mandate it.

9.2.1 Capital Improvement Plan

This is an ongoing financial planning program intended to help implement planning proposals. The program allows local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

Capital improvement programming is a listing of proposed projects according to a schedule of priorities over the next few years. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities for them over a three-to-five year programming period.

Improvements or acquisitions considered a capital improvement include:

- Public buildings (i.e. police stations)
- Park acquisition and development
- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Police protection equipment

A capital improvement plan or program is a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. Each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community's changing needs.

Preparation of a Capital Improvement Program

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, various staff, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a community development plan or comprehensive plan, a planning agency review of the proposed capital improvement program is desirable.

A capital improvement plan may also identify the need for additional staff to implement the planning, procurement, or programming of capital expenditures. In some cases, staffing itself is the biggest need and requires significant cash outlay. Some communities are working to offset the costs of this staffing with increased developer fees or other revenues.

West Salem does not currently prepare a CIP per se, but they do schedule transportation improvements in a Five-Year Street Renovation Plan.

Action: Increase the facilities planned for in the Five-Year Street Renovation Plan to include non-street related public facilities needs. Update this plan on an annual basis with regular budget review. Consider developing a long-term staffing plan to ensure sufficient delivery of programs and services.

9.2.2 Site Plan Regulations

A site plan is a detailed plan of a lot indicating all proposed improvements. Some communities have regulations indicating that site plans may need to be prepared by an engineer, surveyor, or architect. Additionally, site plan regulations may require specific inclusions like: General Layout, Drainage and Grading, Utilities, Erosion Control, Landscaping & Lighting, and Building Elevations.

The Village of West Salem requires a series of detailed information submitted as part of the Land Use Permit (Chapter III: Zoning). Applicants must include site descriptions, plat of survey, sewage disposal plan, water supply plan, and additional information as requested by the Village.

Action: The current review process is sufficient for local needs. No action is required.

9.2.3 Cooperative Boundary Agreements

These agreements attempt to facilitate problem solving through citizen involvement, negotiation, mediation, and other cooperative methods. Generally, boundary agreements help both an incorporated community and an unincorporated community forecast future lands for annexation so that infrastructure needs can be forecast and funded. They can also ease contentious relationships.

West Salem has a long-standing cooperative relationship with the Town of Hamilton. This includes extraterritorial zoning reviews and approvals, equipment sharing, and other practices. Because the extraterritorial areas for the Village of West Salem and City of Onalaska overlap, there is a need to include multiple jurisdictions in boundary agreement discussions.

Action: Encourage boundary agreements between the Village of West Salem, Town of Hamilton, and City of Onalaska.

9.2.4 Impact Fees

Impact fees are exactions levied to a developer or homeowner by a municipality to offset the community's costs resulting from a development. To set an impact fee rate an analysis called a Public Facilities Needs Assessment must be performed to quantify the fee. The West Salem Water Impact Fee was adopted in 2007 for construction of a new water reservoir.

Action: Update impact fee ordinance to include other public facilities as necessary. Quantify these fees in a Public Facilities Needs Assessment prior to adoption.

9.2.5 Traditional Neighborhood Development (TND)

Traditional neighborhoods mix shops and offices with a variety of housing types. Development is compact and pedestrian friendly. Often, streets are narrower to discourage speeding and increase safety for children, bicyclists, and walkers. Sometimes parks, community centers, or retail areas are established as "town centers" to help give the development a sense of being a neighborhood. Impediments to this kind of development include large lot zoning, minimum setbacks, wide streets, and other ordinances that discourage compact development. Communities interested in allowing developers a TND option need to formally enable this type of development in a zoning code or separate TND ordinance.

Action: Amend zoning code as described in section 9.1.1 "Zoning Ordinance" above to include TND regulations.

9.3 Consistency Among Plan Elements / 20-Year Vision

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine-elements will be integrated and made consistent with the other elements of the plan. Since the Village of West Salem completed all planning elements simultaneously, no known inconsistencies exist.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To keep consistency with the Comprehensive Plan the Village should incorporate existing plans as components to the Comprehensive Plan, and adopt all future plans as detailed elements of this Plan.

The Village of West Salem will continue to make educated decisions based upon available information and public opinion. Planning will revolve around the **20-Year Vision** (below) and decisions will incorporate a comprehensive look at all elements to determine appropriate cohesiveness of the decision against stated visions.

In the Village of West Salem, we want to...

- *Encourage and support economic growth, education, and community goals.*
- *Foster job creation.*
- *Revitalize our downtown.*
- *Create a community that focuses on families, children, safety, and recreation.*
- *Create an inviting and appealing entrance to the Village.*
- *Establish local retail services.*
- *Be a well planned community with a willingness to grow in a controlled fashion.*
- *Be a community whose focus for the future is to maintain its uniqueness and character.*

9.4 Plan Adoption, Monitoring, Amendments and Update

9.4.1 Plan Adoption

In order to implement this plan it must be adopted by the Village Planning Commission. After the Commission adopts the Plan by resolution, the Village Board must adopt the plan by ordinance. This action formalizes the plan document as a frame of reference for general development decisions over the next 20 years. Once formally adopted, the Plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions.

9.4.2 Plan Use and Evaluation

The Village of West Salem will base all of its land use decisions against this Plan's goals, objectives, policies, and recommendations including decisions on private development proposals, public investments, regulations, incentives, and other actions.

The Village of West Salem can expect gradual change in the years to come. Although this Plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the Village. As such, the goals, objectives, and actions should be monitored on a regular basis to maintain concurrence with changing conditions.

The Plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the Village Board, Planning Committee, and any other decision-making body should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to the implement the plan visions, goals and objectives. The evaluation should also include an updated timetable of actions to help realize priority goals throughout the 20-year period.

9.4.3 Plan Amendments

The Village of West Salem Comprehensive Plan 2025 may be amended at any time by the Village Board following the same process to amend the plan as it originally followed when it was initially adopted (regardless of how minor the amendment or change is).

Amendments may be appropriate throughout the lifecycle of the Plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan’s maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. Any proposed amendments should be submitted to the Planning Commission for their review and recommendations prior consideration by the Village Board for final action.

9.4.4 Plan Update

According to the State comprehensive planning law the Comprehensive Plan must be updated at least once every ten years. As opposed to an amendment, the plan update is a major re-write of the plan document and supporting maps.

9.5 5-Year Action Plan

The 5-Year Action Plan provides a work schedule of major actions that the Village should complete as part of the implementation of the Comprehensive Plan. It should be noted that many of the actions require considerable cooperation with others, including the citizens of West Salem, Village staff, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the Village.

Table 9.5: 5-Year Action Plan		
Action	Who is responsible?	Schedule
1. Explore creating, with the Town, a joint planning commission to review development on Village edges.	Planning Commission	2010-ongoing
2. Amend zoning ordinance to implement comprehensive plan (especially for traditional neighborhood design or mixed-use development districts).	Planning Commission	2010
3. Enhance the Five-Year Street Renovation Plan to include other public facilities, equipment, and staffing.	Village Board	Immediate
4. Develop an official map within the extraterritorial area delineated as “Growth Areas” on the Future Land Use map.	Planning Commission; Village Board	2010
5. Enhance intergovernmental relations with the Village of Bangor and Town of Bangor, especially where extraterritorial areas overlap.	Village Board	Immediate

Appendix A:

Maps

Appendix B:

Plan Commission Resolution

Appendix C

Ordinance for Adoption