

CHAPTER 1

INTRODUCTION AND BACKGROUND

In 1999 the Wisconsin Legislature enacted a comprehensive planning law, which is set forth in Section 66.1001 of the *Wisconsin Statutes*. The requirements supplement earlier provisions in the *Statutes* for the preparation of county development plans (Section 59.69(3) of the *Statutes*) and local master plans (Section 62.23 of the *Statutes*). The requirements, which are often referred to as the "Smart Growth" law, provide a new framework for the development, adoption, and implementation of comprehensive plans in Wisconsin.



Portion of Pleasant Prairie aerial view--2005

The law includes a "consistency" requirement, whereby zoning, subdivision, and official mapping ordinances adopted and enforced by towns, villages, and cities must be consistent with the comprehensive plan adopted by the town board, village board, or common council, respectively. Zoning and subdivision ordinances adopted and enforced by a community must be consistent with the comprehensive plan adopted by the community. The consistency requirement will take effect on January 1, 2010.

To address the State comprehensive planning requirements, a multi-jurisdictional comprehensive planning process was undertaken by Kenosha County, nine (9) local government partners, including the Village of Pleasant Prairie, UW-Extension, and the Southeastern Wisconsin Regional Planning Commission (SEWRPC). The nine (9) local government partners are shown on Map 1.1.

As a result of the multi-jurisdictional process, a Comprehensive Plan that satisfy the planning requirements set forth in Section 66.1001 of the Statues has been developed for the County and the County Plan formed the basis for the Village of Pleasant Prairie to prepare this update to the current Village Compressive Plan, which was adopted in June 1996, as amended from time to time.

MULTI-JURISDICTIONAL PARTNERSHIP

In April 28, 2004, a meeting of local government officials was sponsored by the Kenosha County Executive to discuss planning efforts at the region, county and local levels. The Village of Pleasant Prairie together with the Towns of Brighton, Bristol, Paris, Salem, Somers and Wheatland, the Village of Silver Lake and the City of Kenosha agreed to cooperate in the multi-jurisdictional planning effort with Kenosha County, UW-Extension and SEWRPC.

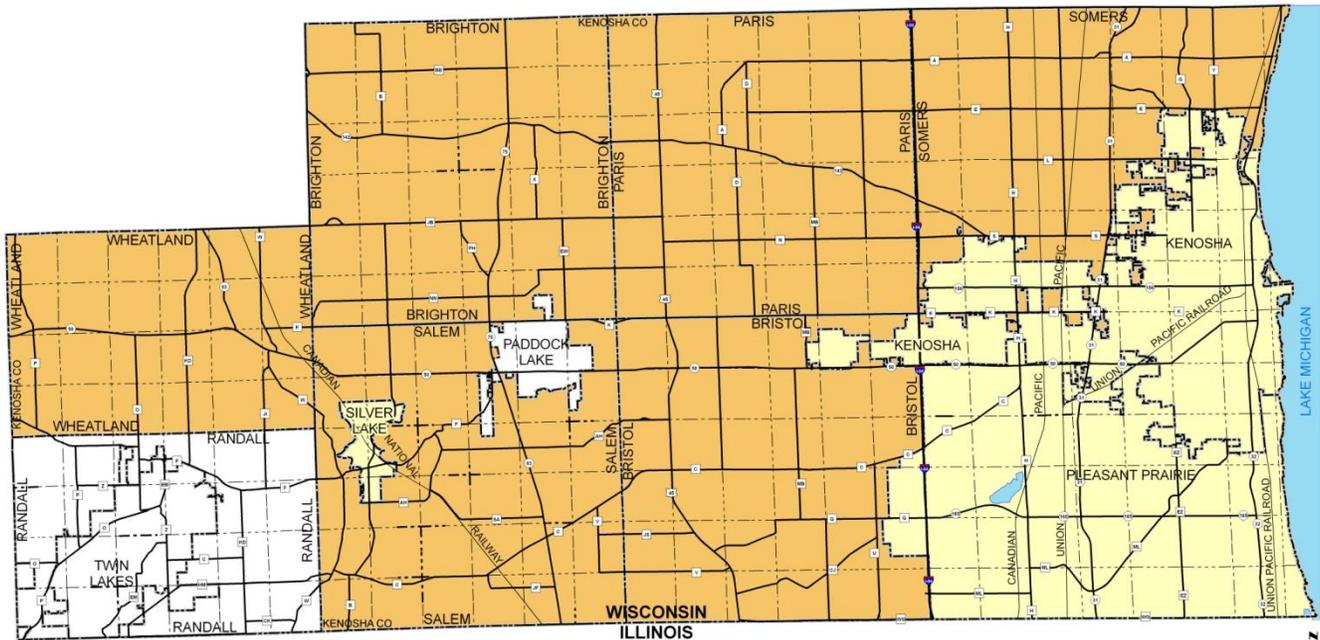
In the fall of 2005, Kenosha County and participating communities submitted an application for a comprehensive planning grant application. A grant was awarded in March, 2006. An Agreement between Kenosha County (on behalf of the municipalities participating) and the Wisconsin Department of Administration (DOA) was signed on June 9, 2006.



Grant award presentation



**MAP 1.1
PLANNING PARTNERS FOR THE KENOSHA COUNTY MULTI-JURISDICTIONAL
COMPREHENSIVE PLAN**



PARTNERING CITIES AND VILLAGES
 City of Kenosha
 Village of Pleasant Prairie
 Village of Silver Lake

PARTNERING TOWNS
 Town of Brighton
 Town of Bristol
 Town of Paris
 Town of Salem
 Town of Somers
 Town of Wheatland

OTHER MUNICIPALITIES IN KENOSHA COUNTY
 Town of Randall
 Village of Genoa City
 Village of Paddock Lake
 Village of Twin Lakes



Source: SEWRPC.

Prior to accepting the grant, Kenosha County and SEWRPC signed a three-party Agreement with each of the nine local government partners. The Agreement was a formal commitment among the local governments to participate in a coordinated, multi-jurisdictional comprehensive planning effort.

The multi-jurisdictional comprehensive planning effort was intended to build on the land use and master plans and official maps prepared and adopted by the County and the local governments prior to the start of the planning process. To assist in facilitating the development of the multi-jurisdictional comprehensive plan, the Kenosha County Board of Supervisors established a Multi-Jurisdictional Comprehensive Planning Advisory Committee (MJAC), consisting of local government representatives, stakeholders and citizens. The MJAC was advisory to the planning process and made recommendations to the County's Land Use Committee, including a recommended multi-jurisdictional comprehensive plan for Kenosha County. The MJAC provided a formal role for participating local governments to work with County officials to shape the recommended County's comprehensive plan.

The MJAC held regular meetings during the planning process. All meetings were open to the public and provided an opportunity for public comments during these meetings. In addition, the Village of Pleasant Prairie staff presented each of the draft chapters to the Village Plan Commission and Village Board at regularly scheduled meetings to obtain their input and to gather comments to be brought back to the MJAC for consideration.

The Comprehensive Plan presented in this report provides a long-range guide for the Village of Pleasant Prairie officials, staff, and citizens to effectively address future development and natural resource protection in the Village through the year 2035, and sets forth Village planning goals and objectives. The Village Board and affected Commissions and Committees of the Village shall refer to the Comprehensive Plan as a matter of course in their deliberations on planning issues and give the Plan due weight when making decisions on such matters, particularly with regard to the Statutory requirements for consistency between the Village Comprehensive Plan and the Village Zoning and Land Division and Development Control Ordinances. In addition, the Comprehensive Plan is intended to provide general awareness and understanding of Village planning goals and objectives by residents, landowners, developers, business community, and other private interests, and among the many government departments with land use related responsibilities within the Village.

STATUTORY REQUIREMENTS

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

Nine Elements of the Comprehensive Plan

This Plan contains the following nine (9) elements required by Section 66.1001(2) of the *Wisconsin Statutes*:

1. ***Issues and opportunities element.*** Background information on the Village and a statement of overall goals, objectives and recommendations to guide the future development and redevelopment of the Village over the next 25-years. Background information includes population, household and employment forecasts used in developing this Comprehensive Plan, and demographic trends, age distribution, educational levels, income levels and employment characteristics that exist within the Village.

2. **Housing element.** A compilation of goals, objectives, recommendations that include policies and programs to provide an adequate housing supply that meets existing and forecasted housing demand in the Village. The element shall assess the age, structural, value and occupancy characteristics of the local governmental unit’s housing stock. The element shall also identify specific policies and programs that promote the development of housing for residents of the Village and provide a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs, policies and programs that promote the availability of land for the development or redevelopment of low-income and moderate-income housing, and policies and programs to maintain or rehabilitate the Village’s existing housing stock.



Village Green Heights Addition #1 mass grading

3. **Transportation element.** A compilation of goals, objectives and recommendations that include policies and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water transportation. The element shall compare the Village’s objectives, policies, goals and programs to state and regional transportation plans. The element shall also identify highways within the Village by function and incorporate state, regional and other applicable transportation plans, including transportation corridor plans, county highway functional and jurisdictional studies, urban area and rural area transportation plans, airport master plans and rail plans that apply in the Village.



I-94 at Wisconsin Illinois Stateline

4. **Utilities and community facilities element.** A compilation of goals, objectives and recommendations that include policies and programs to guide the future development of utilities and community facilities in the Village such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the Village, shall include an approximate timetable that forecasts the need in the Village to expand or rehabilitate existing utilities and



Village water tower

facilities or to create new utilities and facilities and shall assess future needs for government services in the Village that are related to such utilities and facilities.

5. **Agricultural, natural, and cultural resources element.**

A compilation of goals, objectives and recommendations that include policies and programs for the conservation, and promotion of the effective management, of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.



East of Green Bay Road at 95th Street

6. **Economic development element.**

A compilation of goals, objectives and recommendations that include policies and programs to promote the stabilization, retention or expansion, of the economic base and quality employment opportunities in the Village, including an analysis of the labor force and economic base of the Village. The element shall assess categories or particular types of new businesses and industries that are desired by the Village. The element shall assess the Village’s strengths and weaknesses with respect to attracting and retaining businesses and industries, and shall designate an adequate number of sites for such businesses and industries. The element shall also evaluate and promote the use of environmentally contaminated sites for commercial or industrial uses. The element shall also identify county, regional and state economic development programs that apply to the Village.



Uline Corporate Office under construction

7. **Intergovernmental cooperation element.**

A compilation of goals, objectives and recommendations that include policies and programs for joint planning and decision making with other jurisdictions, including school districts and adjacent local governmental units, for siting and building public facilities and sharing public services. The element shall analyze the relationship of the Village to school districts and adjacent local governmental units, and to the region, the state and other governmental units. The element shall incorporate any plans or agreements to which the local governmental unit is a party under s. 66.0301, 66.0307 or 66.0309. The element shall identify existing



Village Information Meeting related to the Kenosha County Multi-Jurisdictional Plan

or potential conflicts between the Village and other governmental units that are specified in this paragraph and describe processes to resolve such conflicts.

8. **Land use element.** A compilation of goals, objectives and recommendations that include policies and programs to guide the future development and redevelopment of public and private property. The element shall contain a listing of the amount, type, intensity and net density of existing uses of land in the Village, such as agricultural, residential, commercial, industrial and other public and private uses. The element shall analyze trends in the supply, demand and price of land, opportunities for redevelopment and existing and potential land-use conflicts. The element shall contain projections, based on the background information specified in the Issues and Opportunities Element for the next 25 years, in 5-year increments, of future residential, agricultural, commercial and industrial land uses including the assumptions of net densities or other spatial assumptions upon which the projections are based. The element shall also include a series of maps that show current land uses and future land uses that indicate productive agricultural soils, natural limitations for building site development, floodplains, wetlands and other environmentally sensitive lands, the boundaries of areas to which services of public utilities and community facilities, as those terms are used in the Utilities and Community Facilities element, will be provided in the future, consistent with the timetable described in Utilities and Community Facilities Element and the general location of future land uses by net density or other classifications.
9. **Implementation element.** A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in all previous elements discussed above. The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the Village's progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.



Portion of Highpoint Neighborhood Plan

Comprehensive Plan and Ordinance Consistency

To comply with the consistency requirements in Section 66.1001 (3) of the comprehensive planning law, the Village will make the changes needed, if any, to bring the Village Zoning Ordinance, the Official Zoning Map, and the Village Land Division and Development Control Ordinance into compliance with the Village Comprehensive Plan as outlined in the Implementation Element (Chapter 10) of this Plan.

State of Wisconsin Goals

The 1999 Wisconsin Act 9 (revised 2001, 2004) included legislation changing the framework for comprehensive planning in Wisconsin. This law, Section 16.965(4)(b) of the *Wisconsin Statutes* establishes 14 local comprehensive planning goals, as follows:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural areas, including: wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive areas, including farmland and forests.
5. Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.
10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local level.
12. Balancing individual property rights with community interests and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependant and disabled citizens.

The Plan is also intended to meet these planning goals and objectives, as well as to carry related elements of existing plans into greater depth and detail.

Public Participation Plan

Section 66.1001(4) of the *Statutes* requires that the Village Board adopt written procedures that are "designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a Comprehensive Plan. Proposed plan elements must be widely distributed, and opportunities must be provided for written comments to be submitted by the public to the governing body.



Pleasant Prairie Cafe

The MJAC prepared a public participation plan that was adopted by the Kenosha County Board of Supervisors on January 16, 2007. In addition, the Pleasant Prairie Village Board adopted a separate Public Participation Plan on November 20, 2006 (Resolution #06-53). The adopted Public Participation Plans will enhance public awareness of the planning effort and its importance; educate citizens about planning issues; and provide opportunities for citizens to help identify key community issues. Public participation activities included a "Kenosha County Café" countywide visioning session; a "Pleasant Prairie Café" issue forum; public meetings; planning-related programs on cable TV; bus tours for County and local officials to view various types of urban and rural development; MJAC and Village newsletters; newspaper articles; and a comprehensive planning website.

The public participation plans for the Kenosha County and the Village are included in Appendix 1-1. Appendix 1-2 is a summary of the Smart Growth Kick-off Meeting held on March 21, 2007 and the Kenosha County Café held on May 12, 2007. Appendix 1-3 is a summary newsletter related to the Pleasant Prairie Café held on August 21, 2007. Appendix 1-4 is a summary of the bus tour held on September 30, 2008. Appendix 1-5 is information provided at the public informational meeting held on October 22, 2007 related to inventory information for the Village. Appendix 1-6 is a copy of the Compass Points Newsletters.

In addition the information found in these Appendixes, the Village Plan Commission and the Village Board held public meetings to discuss each chapter of the Multi-Jurisdictional Comprehensive Plan and held two (2) workshops to discuss draft chapters of the Village 2035 Comprehensive Plan. The first workshop was held on September 3, 2009 and the second workshop was held on November 9, 2009. The entire Village 2035 Comprehensive Plan was posted on the Village website for review by the public. In addition, a special edition of *The Village* newsletter as shown in Appendix 1-7 was mailed to all Village property owners and other interested persons inviting them to view the Plan online or at the Village Hall and to attend the Open House held on December 1, 2009, the Public Hearing held on December 14, 2009 and the Village Board meeting on December 21, 2009.



Open House on December 1, 2009

Information obtained through the public participation process and the inventory presented in each Element assisted in the formation of the Village's goals, objectives and recommendations presented in this Plan.

Plan Review and Adoption

Section 66.1001 (4) of the *Statutes* requires that a comprehensive plan or an amendment to the comprehensive plan be adopted by an ordinance enacted by a majority of vote of the full membership of the Village Board. The law further requires that all nine (9) elements be adopted simultaneously, and that at least one public hearing be held prior to adopting the Village Comprehensive Plan. The *Statutes* require that an adopted comprehensive plan, or an amendment to a plan, shall be sent to all governmental units within and adjacent to the Village; Kenosha County; the Wisconsin Department of Administration; the Regional Planning Commission (SEWRPC); and the public library that serves the Village, which is the Kenosha Public Library-Southwest.

RELATIONSHIP BETWEEN COUNTY AND LOCAL COMPREHENSIVE PLANS

The multi-jurisdictional comprehensive planning effort built on the land use and master plans and official maps prepared and adopted by cities, villages, and towns prior to the start of the planning process in mid-2006. Section 59.69(3) of the *Wisconsin Statutes* explicitly requires Kenosha County to “incorporate” into the County plan master plans and official maps that have been formally adopted by cities and villages. It is the County’s intent to also “incorporate” master plans and official maps that have been adopted by towns. While all such plans—cities, villages, and towns—will be “incorporated” into the Kenosha County plan document, it is recognized that Kenosha County, in preparing its plan and readying that plan for adoption by the County Board, may choose to disagree with one or more proposals included in the city, village, or town plans and in the Village may choose to disagree with one or more proposals in the County Plan. Every effort will be made to discuss and resolve issues between Kenosha County and the cities, villages, and towns. Where conflicts cannot be resolved, they will be documented in the intergovernmental cooperation element of the plan report. Kenosha County explicitly recognizes that cities, villages, and towns may choose to disagree with a position that the County may take on one or more issues. The County respects the rights of cities, villages, and towns to adopt plans that may differ from the County Plan.

VILLAGE STRUCTURE

The Village Plan Commission and the Village Board had the primary responsibility for reviewing this Village Comprehensive Plan and all aspects of the multi-jurisdictional county plan that related to the Village. A draft of the Village Comprehensive Plan was prepared for review under the guidance of the Village Plan Commission and Village Board of Trustees. On December 14, 2009 the Village Plan Commission held a public hearing and recommended that the Village Board adopt this Comprehensive Plan pursuant to Resolution #09-08 as shown in Appendix 10-1. The Village Board reviewed this Plan and recommendations of the Village Plan Commission and on December 21, 2009 the Village Board adopted this Plan by Ordinance #09-59 as shown in Appendix 10-2 in accordance with the requirements of Section 66.1001 (4) of the *Wisconsin Statutes*.

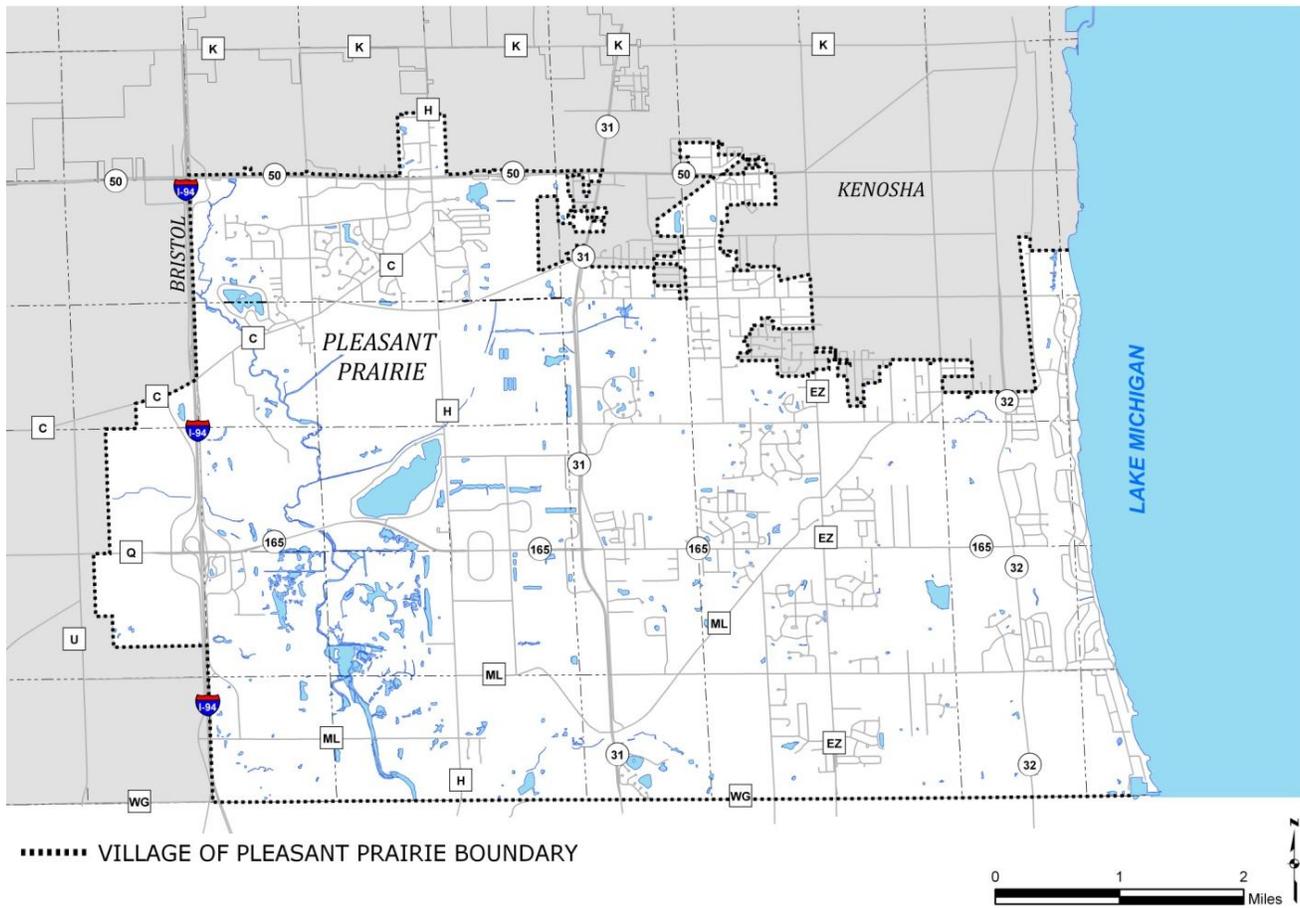


*Public Hearing held by the Plan Commission on
December 14, 2009*

THE PLANNING AREA

The planning area is comprised of the Village of Pleasant Prairie, which in 2009 encompasses a total of 33.6 square miles or 21,484.5 acres as shown on Map 1.2. The Village of Pleasant Prairie is bordered by the City of Kenosha on the north, Town of Bristol on the west, Lake County in Illinois on the south, and Lake Michigan on the east.

**MAP 1.2
VILLAGE OF PLEASANT PRAIRIE CORPORATE LIMITS: 2009**



Source: Village of Pleasant Prairie

REGIONAL CONTEXT

The Village of Pleasant Prairie is located within the southeastern portion of Kenosha County. Kenosha County is one of the seven counties that together make up the Southeastern Wisconsin Region. Several significant urban centers are within 100 miles of the Region including the Chicago area; Madison area; and the Janesville, Beloit, and Rockford area. Most important to Kenosha County is its location directly along the corridor between the Cities of Milwaukee and Chicago. The Southeastern Wisconsin Region encompasses 2,689 square miles; includes the Milwaukee, Racine, and Kenosha urbanized areas; and in 2000 had a population of over 1.9 million residents. Kenosha County is in the southeast portion of the Region, and contains a mix of urban areas, small villages, and extensive areas of farmland and natural resources. Kenosha County is considered part of the Chicago metropolitan area by the U.S. Census Bureau.



Pursuant to Statutory requirements, SEWRPC prepared and adopted a series of regional plan elements, including a regional land use plan, regional transportation system plan, regional water quality and water supply plans, a regional natural areas plan, and a regional park and open space plan (comprised of the seven individual park and open space plans for each County), which provided a framework for development of the Kenosha County plan. The regional plan elements were refined and detailed through the preparation of the Kenosha County Comprehensive Plan.

NEED FOR COMPREHENSIVE PLANNING

The Village of Pleasant Prairie has experienced growth and increased urbanization in recent decades, which has been accompanied by a variety of development issues. Some of the development issues that have surfaced during past decades include: the rate and location of new urban development; the need to construct and expand utilities, stormwater management facilities, transportation facilities, area-wide schools, and other essential urban services and, in some cases, to coordinate efforts in multiple jurisdictions; the availability of affordable housing; protection of the natural resource base, including the preservation open space; and conflicts between the Village and the Town of Bristol relating to annexations and exercise of extraterritorial authorities. These development issues, coupled with Wisconsin's comprehensive planning law, a projected increase in Village population and employment, a projected increase in the average age of the Village population, and the continued trend of planning and development issues crossing jurisdictional boundaries, resulted in the Village's need to update the its current Comprehensive Plan.

BENEFITS OF COMPREHENSIVE PLANNING

In addition to the need to address State planning requirements, the need to update the Village's current Comprehensive Plan (2010) and the development, timing, and growth issues specific to the Village, there are general positive results of thoughtful comprehensive planning from which the Village, may benefit, including the following:

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

- **Planning Helps Protect Natural and Cultural Resources.** Planning can help protect environmental features like wetlands, floodplains, woodlands, and stream corridors which provide important public benefits, such as stormwater storage and groundwater recharge areas and recreational opportunities. Such resources would be difficult and expensive to replace if lost or damaged. Planning can also help identify and preserve prime agricultural soils, non-metallic mining resources, and historic, archeological, and other important cultural structures and sites.
- **Planning Can Provide a Rational Basis for Local Decisions.** Plans provide a factual and objective guide that can be used by public officials and citizens to make informed decisions about land use and development. Planning is a process that can help a community prepare for change rather than react to it.
- **Planning Can Provide Certainty Regarding Future Development.** Plans and related maps show landowners and developers the location and type of development desired by the community, which can save them time and money in developing plans for future land uses. Planning can help increase the consistency and fairness of the development review and approval process while protecting the established property interests of existing residents.
- **Planning Can Save Money.** Well-planned, orderly, and phased development patterns are less expensive for a community to provide public services and infrastructure than low density and scattered development patterns.
- **Planning Can Promote Economic Development.** Planning can provide information about existing businesses and industries and help determine desirable types of new businesses. Planning can also help determine if the existing work force is sufficient to staff particular employment sectors and whether local services and housing are adequate to handle the impacts of new economic development.
- **Planning Can Promote Public Health.** Finally, well planned development patterns and transportation options can make recreational, educational, and commercial facilities accessible to pedestrians and bicyclists. The ability to safely walk or bike to these facilities promotes physical health and community interaction.

While planning provides many important public benefits, it is important to recognize that an adopted plan is not an “end result,” but rather provides recommendations and acts as a guide for future action. Plan recommendations will be fulfilled over time in generally small, incremental steps. A comprehensive plan provides a foundation and guide for many implementing tools, which may include community zoning ordinances and maps, subdivision ordinances, capital improvements programming, detailed facilities planning, and other Village ordinances, programs, and policies.

COMPREHENSIVE PLANNING PROCESS

The Village Comprehensive Plan presented in this report was developed based on the Kenosha County Multi-jurisdictional Comprehensive Plan through a three-year planning process consisting of the following steps: 1) start-up tasks, 2) inventory, 3) issue identification, 4) preparation of forecasts and analysis, 5) preparation of planning elements, and 6) plan review, refinement, and adoption. Another key step in the comprehensive planning process will be the implementation of the plan by the Village of Pleasant Prairie. Throughout the planning process, the active participation of citizens, landowners, County and local government officials, and interest groups was essential for identifying important issues and preparing a plan with realistic goals for the community.

