

Village of West Salem Comprehensive Plan 2023-2043

July 18, 2023



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CORPORATION

Village of West Salem Comprehensive Plan 2023-2043

Prepared by:
Plan Commission

Adopted by:
West Salem Village Board
July 18, 2023

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Chapter 1 Issues and Opportunities

About this Plan

The Village of West Salem Comprehensive Plan has been updated to provide background and direction for a variety of land use decisions. Included in this updated plan are a variety of chapters, or elements, which 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 (~2043). 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 that all numbers and figures represented herein are as of October 2022.

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 downtown 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 2010 Department of Administration (DOA) estimates, West Salem is projected to grow by approximately 745 people over the next twenty years (from a



projected 5,045 in 2020 to 5,790 by 2040). Note the DOA estimated population of West Salem in 2021 was 5,116.

- Approximately 252 new housing units are projected by 2040 (from 2,048 in 2020 to 2,300 in 2040).
- The Village is projected to require about 197 acres for development by 2040; a portion of this total will be residential development (77 acres).

Agriculture

- Currently, about 23.6% of existing land use in West Salem is agricultural (514 acres).
- In 2020, approximately 1.4% of West Salem's workforce is employed on local farms (21/2,443).

Housing

- The average household size is 2.46 people per household.
- Over 40% of West Salem's housing units have been built since 1990 (840/2,041).
- The median home value in the Village was \$190,400 in 2020, which was higher than the County median, but lower than the surrounding townships.

Employment

- The Village's unemployment rate was 3.3% in 2020, slightly lower than the County but higher than the surrounding townships.
- Over 40% of residents have a bachelor's degree or higher (1,373/3,401).
- Nearly half 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 four 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 Analysis

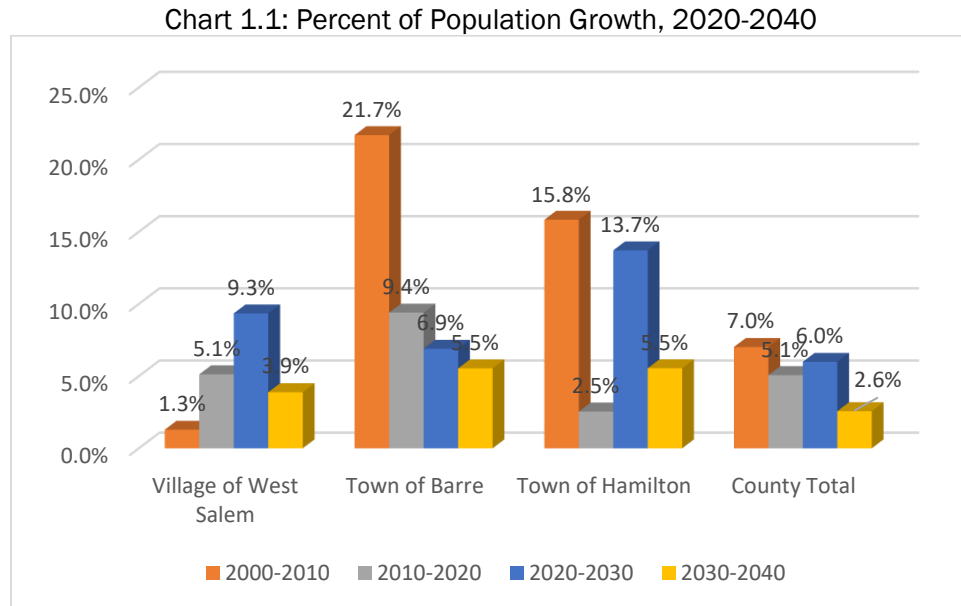
The section provides information about current demographic trends. For the purpose of this report, demographic data is provided at the municipal level, the sub-area level, and the county level, and where necessary, state data is provided for comparative purposes.



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 percentage 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.



Source: U.S. Bureau of the Census, 2000, 2010, American Community Survey 2016-2020

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 (2000-2020) were provided by the U.S. Census Bureau and State of Wisconsin Department of Administration (DOA). Projections for the next twenty-year period (2020-2040) have been provided by the 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

Location	Census			Estimate	Projections	
	1990	2000	2010	2020	2030	2040
Village of West Salem	3,611	4,738	4,799	5,045	5,565	5,790
Town of Barre	909	1,014	1,234	1,350	1,450	1,535
Town of Hamilton	1,633	2,103	2,436	2,498	2,895	3,065
County Total	97,904	107,120	114,638	120,447	128,120	131,500

Source: U.S. Bureau of the Census, 1990, 2000 and 2010, American Community Survey 2016-2020

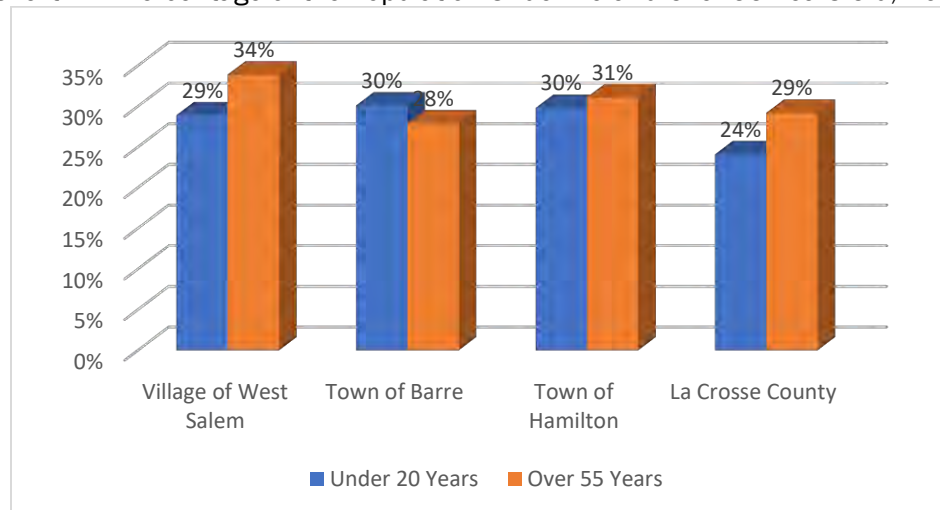
Age

The median age for the Village is 43.4 years old, which is slightly higher than the state median age of 39.6, and significantly higher than the County median age of 36.3. Table 1.2 outlines the age distribution for the population of West Salem residents. Just under 29% of West Salem



residents are under age 20, which is greater than the rest of La Crosse County overall. The population percentage for residents aged over 55 years shows an aging population in the region, with between 28% and 34% of the local population falling within that age group. West Salem's population falls on the higher end of the comparable communities listed in Chart 1.2, with nearly 34%.

Chart 1.2: Percentage of the Population Under 20 and Over 55 Years Old, 2020



Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Table 1.2: Percentage of Age Cohort, 2020

Age Cohort	Village of West Salem		Town of Barre		Town of Hamilton		La Crosse County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Under 5 years	208	4.2%	74	5.9%	219	8.6%	5,971	5.1%
5 to 9 years	532	10.6%	79	6.3%	221	8.7%	6,361	5.4%
10 to 14 years	401	8.0%	154	12.3%	136	5.4%	7,010	5.9%
15 to 19 years	305	6.1%	70	5.6%	180	7.1%	9,063	7.7%
20 to 24 years	163	3.3%	52	4.1%	100	3.9%	13,598	11.5%
25 to 34 years	549	11.0%	114	9.1%	268	10.6%	15,348	13.0%
35 to 44 years	514	10.3%	133	10.6%	300	11.8%	13,374	11.3%
45 to 54 years	639	12.8%	232	18.5%	326	12.9%	13,122	11.1%
55 to 59 years	563	11.2%	103	8.2%	307	12.1%	7,631	6.5%
60 to 64 years	257	5.1%	75	6.0%	165	6.5%	7,416	6.3%
65 to 74 years	439	8.8%	109	8.7%	260	10.3%	11,069	9.4%
75 to 84 years	230	4.6%	46	3.7%	42	1.7%	5,305	4.5%
85 years +	210	4.2%	16	1.3%	12	0.5%	2,900	2.5%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Race

The vast majority, or 93 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, 2020

Race	Village of West Salem		Town of Barre		Town of Hamilton		La Crosse County	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White	4,661	93.0%	1,208	96.1%	2,440	96.2%	106,698	90.3%
Black or African American	4	0.1%	23	1.8%	21	0.8%	1,955	1.7%
American Indian and Alaska Native	0	0.0%	4	0.3%	0	0.0%	269	0.2%
Asian	177	3.5%	7	0.6%	39	1.5%	5,098	4.3%
Native Hawaiian and Other Pacific Islander	0	0.0%	0	0.0%	0	0.0%	16	0.0%
Some other race	15	0.3%	0	0.0%	0	0.0%	876	0.7%
Two or More Races	153	3.1%	15	1.2%	36	1.4%	3,256	2.8%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

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 significantly lower than the towns of Barre and Hamilton. The per capita income for West Salem is \$37,453, which is higher than the other localities listed.

Table 1.4: Median Household Income, Median Family Income, and Per Capita Income, 2020

Location	Median Household Income	Median Family Income	Per Capita Income
Village of West Salem	\$66,027	\$93,750	\$37,453
Town of Barre	\$82,813	\$92,188	\$35,734
Town of Hamilton	\$106,979	\$108,424	\$32,796
La Crosse County	\$60,307	\$82,778	\$33,609
Wisconsin	\$63,293	\$80,844	\$34,450

Source: U.S. Bureau of the Census, American Community Survey 2016-2020



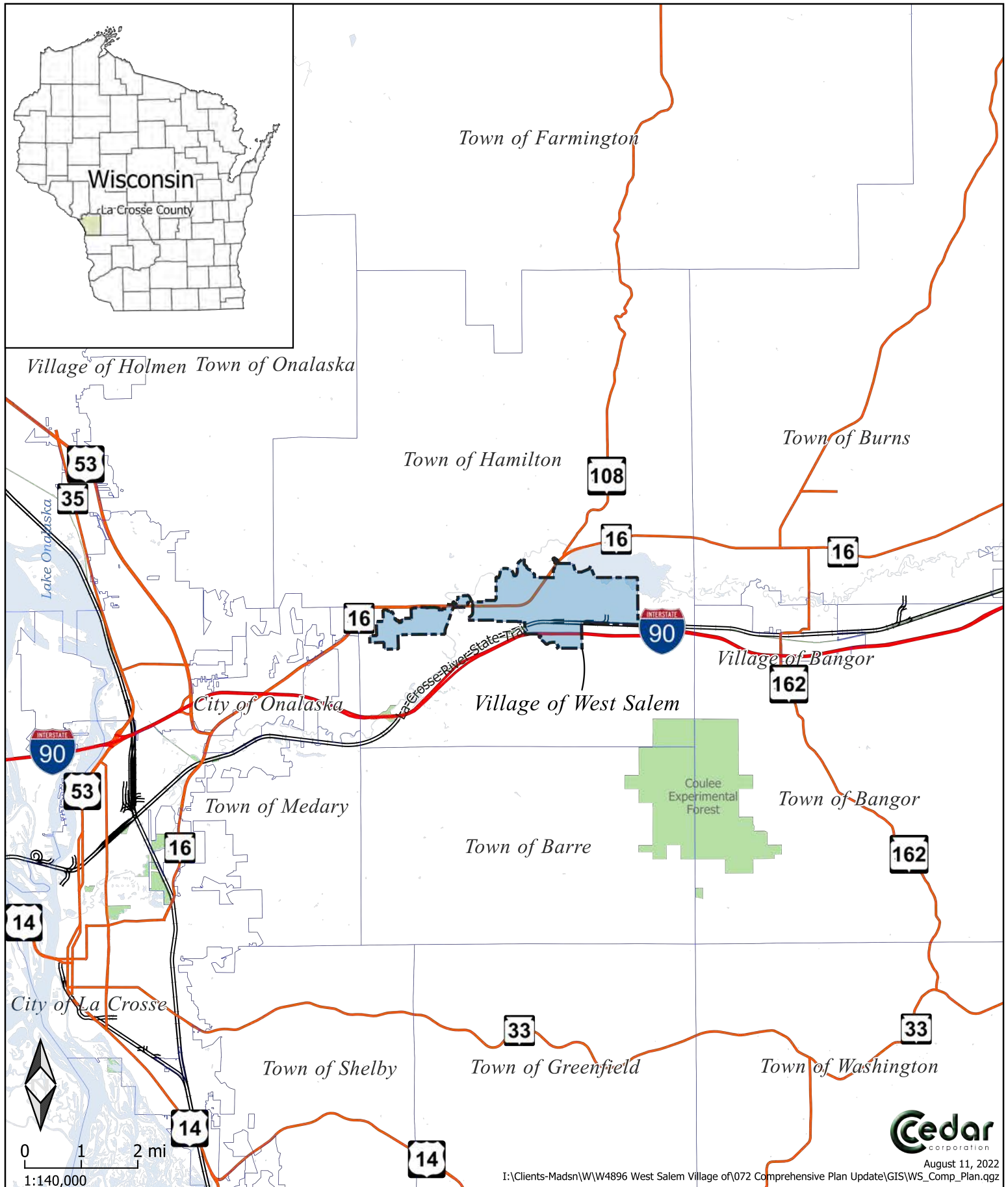
High rates of poverty can signal a depressed economy. As outlined in the table below, over 1.5 percent of families and 6.1% of individuals in the Village live below the poverty line. These numbers, while lower than the County numbers, should still be considered as the plan is further developed.

Table 1.5: Poverty Level by Percentage of Total Population, 2020

Location	Families			Individuals					
	Percent of Families below poverty level	With related children under 18 years	With related children under 5 years	Individuals Below Poverty Level	Related children under 18 years	Related children under 5 years	Related children 5 to 17 years	18 years and over	65 years and over
Village of West Salem	1.50%	3.20%	17.20%	6.10%	1.90%	4.50%	1.40%	7.40%	7.30%
Town of Barre	2.70%	2.60%	0.00%	2.60%	2.50%	0.00%	3.20%	2.70%	0.00%
Town of Hamilton	0.60%	0.00%	0.00%	1.00%	0.00%	0.00%	0.00%	1.30%	0.60%
La Crosse County	4.10%	6.90%	12.10%	12.20%	6.50%	10.00%	5.20%	13.60%	6.50%
Wisconsin	6.80%	11.50%	12.00%	11.00%	13.80%	16.40%	12.80%	10.10%	7.80%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020





Regional Location Map

Village of West Salem
La Crosse County, WI

- Village of West Salem
- Municipal Boundaries



August 11, 2022

Map
1.1

Chapter 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 Characteristics

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 homeowner, the percentage of units that are renter occupied, and the percentage of units that are vacant. In the Village, there are 1,381 housing units that are owner occupied, 582 units that are rental occupied, and 78 that are vacant.

Table 2.1: Housing Occupancy, 2020

Location	Total Housing Units	Owner Occupied		Renter Occupied		Vacant Units	
		Number	Percent	Number	Percent	Number	Percent
Village of West Salem	2,041	1,381	70.4%	582	29.6%	78	3.8%
Town of Barre	490	421	90.7%	43	9.3%	26	5.3%
Town of Hamilton	898	789	92.7%	62	7.3%	47	5.2%
La Crosse County	50,680	30,074	62.5%	18,031	37.5%	2,575	5.1%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Age of Housing

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 over 41% of housing in the Village was constructed later than 1990.



Table 2.2: Age of Housing Structures, 2020

Age of Structure		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Housing Units		2,041	490	898	50,680
Built 2014 or later	Number	37	55	41	1,906
	Percent	1.8%	11.2%	4.6%	3.8%
Built 2010 to 2013	Number	123	0	15	1,621
	Percent	6.0%	0.0%	1.7%	3.2%
Built 2000 to 2009	Number	274	161	211	6,094
	Percent	13.4%	32.9%	23.5%	12.0%
Built 1990 to 1999	Number	406	62	133	8,195
	Percent	19.9%	12.7%	14.8%	16.2%
Built 1980 to 1989	Number	256	18	123	5,371
	Percent	12.5%	3.7%	13.7%	10.6%
Built 1970 to 1979	Number	330	68	147	7,855
	Percent	16.2%	13.9%	16.4%	15.5%
Built 1960 to 1969	Number	70	32	51	4,236
	Percent	3.4%	6.5%	5.7%	8.4%
Built 1950 to 1959	Number	78	14	27	4,488
	Percent	3.8%	2.9%	3.0%	8.9%
Built 1940 to 1949	Number	159	4	2	2,462
	Percent	7.8%	0.8%	0.2%	4.9%
Built 1939 or earlier	Number	308	76	148	8,452
	Percent	15.1%	15.5%	16.5%	16.7%

SOURCE: U.S. BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY 2016-2020

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 (54.5%) are the most common type of housing with mobile homes (12.6%) the second most frequent type of single-family housing. Multifamily structures constitute 21.5% of the homes within the Village compared to the towns of Barre (0.4%) and Hamilton (2.1%).



Table 2.3: Types of Unit in Structure, 2020

Unit Type		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Housing Units		2,041	490	898	50,680
1-Unit, Detached	Number	1,113	395	820	30,817
	Percent	54.5%	80.6%	91.3%	60.8%
1-Unit Attached	Number	232	34	53	3,559
	Percent	11.4%	6.9%	5.9%	7.0%
2 Units	Number	44	2	19	2,633
	Percent	2.2%	0.4%	2.1%	5.2%
3 or 4 Units	Number	89	0	0	2,467
	Percent	4.4%	0.0%	0.0%	4.9%
5 to 9 Units	Number	84	0	0	1,804
	Percent	4.1%	0.0%	0.0%	3.6%
10 to 19 Units	Number	59	0	0	2,355
	Percent	2.9%	0.0%	0.0%	4.6%
20 or More Units	Number	163	0	0	5,020
	Percent	8.0%	0.0%	0.0%	9.9%
Mobile Home	Number	257	59	0	2,019
	Percent	12.6%	12.0%	0.0%	4.0%

SOURCE: U.S. BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY 2016-2020

Housing Values

Table 2.4 outlines the values of owner-occupied housing units within the Village of West Salem according to the 2016-2020 American Community Survey. In 2000, the median home value in the Village was \$190,400 as compared to \$184,500 in La Crosse County. Over 85% of the housing units in the Village were valued at over \$100,000. Realtor.com lists the August 2022 median list price closer to \$349,6500 for the La Crosse/Onalaska area, which still compares higher than La Crosse County (\$344,900).



Table 2.4: Median Value and Value of Owner Occupied, 2020

Unit Value		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Owner-Occupied Units		1,381	421	789	30,074
Less than \$50,000	Number	195	33	4	1,692
	Percent	14.1%	7.8%	0.5%	5.6%
\$50,000 to \$99,999	Number	10	17	5	1,967
	Percent	0.7%	4.0%	0.6%	6.5%
\$100,000 to \$149,999	Number	143	29	59	6,009
	Percent	10.4%	6.9%	7.5%	20.0%
\$150,000 to \$199,999	Number	476	52	111	7,203
	Percent	34.5%	12.4%	14.1%	24.0%
\$200,000 to \$299,999	Number	324	123	312	7,507
	Percent	23.5%	29.2%	39.5%	25.0%
\$300,000 to \$499,999	Number	219	127	232	4,489
	Percent	15.9%	30.2%	29.4%	14.9%
\$500,000 to \$999,999	Number	14	34	57	1,106
	Percent	1.0%	8.1%	7.2%	3.7%
\$1,000,000 or more	Number	0	6	9	101
	Percent	0.0%	1.4%	1.1%	0.3%
Median Value (Dollars)		190,400	261,200	270,400	184,500

SOURCE: U.S. BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY 2016-2020

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 2016-2020 American Community Survey. It is generally recommended that a person/family should spend no more than 30% of their income on housing costs.

According to the data, over 85% of West Salem's homeowners spend less than 30% of their income on home related expenses. Just under 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 nearly 38% of renters pay more than 30% of their income towards their housing costs.



Table 2.5: Percent of Income Spent on Owner Occupied Units, 2020

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Owner-Occupied Housing Units		1,381	421	789	29,972
Less than 20 Percent	Number	913	229	498	18,474
	Percent	66.1%	54.4%	63.1%	61.6%
20 to 24.9 Percent	Number	194	56	114	4,145
	Percent	14.0%	13.3%	14.4%	13.8%
25 to 29.9 Percent	Number	73	41	95	2,316
	Percent	5.3%	9.7%	12.0%	7.7%
30 to 34.9 Percent	Number	47	24	23	1,264
	Percent	3.4%	5.7%	2.9%	4.2%
35 Percent or More	Number	154	71	59	3,773
	Percent	11.2%	16.9%	7.5%	12.6%
Not Computed	Number	-	-	-	102
	Percent	0.0%	0.0%	0.0%	0.6%

SOURCE: U.S. BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY 2016-2020

Table 2.6: Percent of Income Spent on Renter Occupied Units, 2020

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Total Renter Occupied Housing Units		550	37	53	17,141
Less than 15 Percent	Number	79	7	15	2,446
	Percent	14.4%	18.9%	28.3%	14.3%
15 to 19.9 Percent	Number	115	11	21	2,661
	Percent	20.9%	29.7%	39.6%	15.5%
20 to 24.9 Percent	Number	59	19	17	2,415
	Percent	10.7%	51.4%	32.1%	14.1%
25 to 29.9 Percent	Number	89	0	0	2,197
	Percent	16.2%	0.0%	0.0%	12.8%
30 to 34.9 Percent	Number	53	0	0	1,183
	Percent	9.6%	0.0%	0.0%	6.9%
35 Percent or More	Number	155	0	0	6,239
	Percent	28.2%	0.0%	0.0%	36.4%
Not Computed	Number	32	6	9	890
	Percent	5.8%	16.2%	17.0%	5.2%

SOURCE: U.S. BUREAU OF THE CENSUS, AMERICAN COMMUNITY SURVEY 2016-2020

Household Size

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 2.46 people, while the average family in West Salem consists of 3.04 people. The majority, 89.0%, of households in the Village consist of related families.



Table 2.7: Household Characteristics, 2020

Location	Average Household Size	Average Family Size	Total Households	% of Family Households	% of Households Living Alone
Village of West Salem	2.46	3.04	1,963	89.0%	11.0%
Town of Barre	2.71	3.11	464	93.5%	6.5%
Town of Hamilton	2.97	3.14	851	97.8%	2.2%
La Crosse County	2.35	2.96	48,105	86.6%	13.4%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Household Projections

The following household growth projections have been used to generate one set of future land use scenarios. These projections in Table 2.8, prepared by the State Department of Administration are generally considered conservative growth projections. These figures are based on the 2010 U.S. Census and 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 252 households (12.3%) over the next fifteen years.

Table 2.8: Wisconsin DOA Housing Projections 2025-2040

Location	Total Households	Projected Households			
	2020	2025	2030	2035	2040
Village of West Salem	2,048	2,127	2,199	2,251	2,300
Town of Barre	501	527	550	571	589
Town of Hamilton	943	995	1,043	1,079	1,117
La Crosse County	50,388	51,968	53,262	54,159	54,929

Source: Wisconsin Department of Administration

Special Needs Housing

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

1. 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.
2. West Elm Manor – 540 W. Elm St: 20 one-bedroom apartments for senior or disabled independent living, funded under the Public Housing Program.
3. West Elm Duplexes – 430, 432, 440, 442 W. Elm St: 4 two-bedroom apartments for low income families funded under the Public Housing Program.
4. Whispering Pines I – 780 East Ave: 16 one-bedroom apartments, fully accessible for residents aged 62+ years.
5. Whispering Pines II – 790 East Ave: 10 two-bedroom apartments for residents aged 62+ years.
6. 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.



7. 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.
8. Cedar Court Apartments – 321 Wagon Drive: 52 one- and two-bedroom apartments.

Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. For more information on this program, contact the Wisconsin Department of Commerce, Bureau of Housing.

Wisconsin Housing and Economic Development Authority (WHEDA)

For more than 45 years, WHEDA has worked to provide low-cost financing for housing and small business development in Wisconsin. Since 1972, WHEDA has financed more than 75,000 affordable rental units, helped more than 133,000 families purchase a home and provided more than 29,000 small business and agricultural loan guarantees. WHEDA is a self-supporting public corporation that receives no tax dollars for its operations. For more information on WHEDA programs, visit wheda.com or call 800-334-6873.

Department of Agriculture (USDA) Rural Housing Programs

The mission of the US Department of Agriculture Rural Development is to improve the quality of life in rural areas. The housing programs help rural communities and individuals by providing loans and grants for housing and community facilities to fund single-family homes, apartments for low-income persons or the elderly, and housing for farm laborers. A complete list of programs can be found on the USDA Rural Development Web Site:

<https://www.rd.usda.gov/about-rd/agencies/rural-housing-service>

Goals, Objectives, Policies, 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.



Policies are a set of ideas for what to do in certain situations and that the Village agrees is the right approach. 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, policies, 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:

1. 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.
2. By encouraging investment in existing housing units to maintain and enhance the Village's current supply of housing.
3. By encouraging the development of housing dedicated to senior citizens.

Policies and Recommendations:

1. Encourage use of the TND (Traditional Neighborhood Development) for new 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

1. 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.
2. 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.
3. By developing large ownership parcels as Planned Unit Developments where practical, consistent with Village Ordinances and planned uses prescribed by the Village.
4. 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.
5. By indicating adequate infrastructure and public services to meet existing and future demand for residential development.

Policies and 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. If a project is part of a larger TIF project, the Village may be able to assist if the costs are part of an approved project plan and meet statutory requirements.

Goal 3: Strengthen and support existing West Salem neighborhoods.

Objectives

1. By protecting neighborhoods from incompatible land uses through effective land use and design controls.



2. 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.
3. By improving transportation connections, particularly bicycle paths/routes and pedestrian facilities, between and within existing neighborhoods and other parts of the Village and region.
4. By preserving historic homes and culturally important community features – both built and natural – in existing neighborhoods.
5. By encouraging and supporting the maintenance and rehabilitation of older and deteriorating housing stock.

Policies and 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, streetlights, 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. Encourage 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. Update local historic preservation ordinance as needed to meet the State Historic Preservation Office requirements.



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

Objectives

1. Through encouraging quality architectural design with attention to detail and building materials in new neighborhoods.
2. 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.
3. By considering alternate residential development patterns such as cluster development and neo- traditional neighborhoods.
4. By allowing for a mix of dwellings, workplaces, shops, civic spaces or buildings and parks if the market demand exists for such developments.

Policies and 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. Consider developing and enforcing 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, 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. Consider developing neighborhood design guidelines that factor existing structures or linkages to existing structures adjacent to the development.

Chapter 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 Comprehensive Plan 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) is the designated Metropolitan Planning Organization (MPO) for the La Crosse, WI-La Crescent, MN Urbanized Area. MPOs are designated for urbanized areas of 50,000 or more in population to carry out the metropolitan transportation planning process as established in 23 CFR 450 and to provide a forum for local decision-making on transportation issues of a regional nature. As required by the Fixing America's Surface Transportation (FAST) Act and its predecessors, the La Crosse Area Planning Committee (LAPC) as the Metropolitan Planning Organization (MPO) for the La Crosse, WI – La Crescent, MN urbanized area must review and update a long-range, metropolitan transportation plan (MTP) every five years. This ensures that the plan is valid and consistent with current and forecasted transportation and land use conditions and trends and that the forecast period extends to at least a 20-year planning horizon.

The scope of the metropolitan transportation planning process includes:

- Considering 10 planning factors
- Utilizing a performance-based approach
- Coordinating with the statewide transportation planning process
- Consistency with the development of applicable regional intelligent transportation systems architectures
- Ensuring the coordinated public transit-human services transportation plan is coordinated and consistent with the MPO planning process.

The latest metropolitan transportation plan (MTP), known as Beyond Coulee Vision 2040 was approved on September 16, 2020 is the current MTP. Chapter 4 of this plan contains a highly detailed analysis and description of all transportation modes available in La Crosse County.



Movement of Goods

According to the 2018 Wisconsin State Freight Plan, almost 577 million tons of freight were moved to, from or through Wisconsin in 2013. In terms of tonnage and modes, trucking carried nearly 60 percent of freight, followed by rail at 36 percent, and water at five percent, with the remainder attributable to air and other modes of transportation. 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 next closest intermodal terminals are in Minneapolis/St. Paul and Chicago.

Highways

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.

The officially designated trucks routes within the Village are designated by the Wisconsin Department of Transportation. 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.

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 757,500 short tons (2014) 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 and train traffic ranges from 25 to as many as 60 dependent upon freight deliveries. 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 State Rail Plan 2030 lists the replacement of La Crosse-La Crescent bridge is a key infrastructure issue and has been ranked as a high priority by the Army Core of Engineers.

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, Air cargo out of La Crosse is carried by the airlines or otherwise trucked to Rochester, Minneapolis-St. Paul, or Chicago. The Wisconsin State



Airport System Plan 2030 forecasts cargo aircraft operations at La Crosse Municipal Airport to continue to grow. The airport is approximately 12 miles from West Salem.

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 Regional 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 Airlines and Delta Air Lines provide passenger service with two non-stop destination hubs (Minneapolis and Chicago) served daily.

The Wisconsin State Airport System Plan 2030 forecasts an increasing number of enplanements for La Crosse. The plan forecasts 111,820 thousand enplanements in 2020 and 122,570 enplanements in 2030 (SASP Forecasts).

At the airport, the multimodal connection opportunities are to rent a vehicle from three national car rental companies (Avis/Budget, Enterprise, and National/Alamo) or to utilize the La Crosse Municipal Transit (MTU) service where local airport service is provided.

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).

As part of a national planning effort, the Federal Railroad Administration (FRA) initiated the Midwest Regional Rail Planning (MWRRP) Study to explore the potential for a high-performance, multistate, intercity passenger rail network in the Midwest region that builds on current rail planning efforts within the 12 states of Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota, and Wisconsin. The Study will provide a 40-year framework out to 2055 for the Midwest passenger rail network, service, financing, and governance.

Intercity Bus

Jefferson Lines is a long-distance, intercity bus service that serves 14 states in the United States from eastern Washington to eastern Wisconsin and northern Minnesota to southern Arkansas. Jefferson Lines offers one eastbound trip and one westbound trip through the La



Crosse area, with stops at Grand River Station in downtown La Crosse and at Mitchell Hall on the University of Wisconsin – La Crosse (UWL) campus. The eastbound trip destined for Milwaukee, WI includes stops in Sparta, Baraboo, and Madison in Wisconsin. The westbound trip destined for Minneapolis, MN and beyond includes stops in Winona and Rochester in Minnesota. The ticket counter/information desk at Grand River Station is staffed by Jefferson Lines from 12:00 p.m. to 4:00 p.m. Monday through Saturday for the purchase tickets or shipment/pick-up of packages. Mitchell Hall is only a drop-off/pick-up location, but it is also one of 18 “college connection” stops in Wisconsin, Minnesota, Iowa, and North Dakota.

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. Map 3.1 shows the road network by jurisdiction. 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. Map 3.2 shows the road network by type and various traffic counts. 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 2021. The AADT count indicates approximately 8,700 vehicles entered the Village from the south (I-90). An additional 13,300 vehicles enter the Village from the west along STH 16, and another 4,800 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). 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. This road is 2.6 miles in length with a paved surface.

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

La Crosse Municipal Transit Utility (MTU)

The La Crosse Municipal Transit Utility (MTU) is the fixed-route transit provider for the city of La Crosse. The MTU operates five core routes, two circulator routes, and other routes that provide connections to neighboring communities and safe transportation between the campuses and downtown La Crosse.

Scenic Mississippi Regional Transit

Scenic Mississippi Regional Transit, or "the SMRT bus" as it is locally called, is an intercity rural regional bus service operating in Crawford, Vernon, Monroe, and La Crosse Counties. The service began in December of 2012 under the administration of the city of Prairie du Chien to provide connections for the communities of Prairie du Chien, Viroqua, Westby, and Coon Valley to the city of La Crosse and specifically to such destinations as UWL, WTC, Mayo Health System, and Gundersen Health System. As the service expanded into Monroe County in 2019 to provide connections for Tomah and Sparta to La Crosse, the administration of the program transferred from Prairie du Chien to La Crosse County. All buses include bike carriers and are wheelchair accessible. All trips regardless of origin or destination are \$3.00. Punch cards are available for a discounted rate.

Currently SMRT offers deviated, fixed-route service Monday through Friday on its four routes: Red (Prairie du Chien-La Crosse), Yellow (Viroqua-La Crosse), Blue (Viroqua-La Crosse), and Green (Tomah-La Crosse which also serves West Salem). The Green Route is roughly 95 miles and 3 hours travel time for each of its three round-trips, beginning and ending at the VA Medical Center in Tomah. It serves additional stops in Tomah and stops in Sparta, West Salem, Onalaska, and La Crosse. The park-and-ride at the Valley View Mall is a local stop that allows for multimodal connections. Service begins at 6:00 a.m. and ends at 6:00 p.m. In La Crosse, SMRT buses use MTU bus stops. This provides seamless transfers between the two systems when needed. Passengers wishing to access a SMRT bus but cannot access one of the designated bus stops can flag down a driver anywhere along the rural portions of a route.



Shared-Ride Taxi

Onalaska-Holmen-West Salem Public Transit (OHWSPT) provides door-to-door, shared-ride van transportation for trips within and between the city of Onalaska, the village of Holmen, and the village of West Salem. Rides are not accepted for origins or destinations outside of these communities. Free transfers between MTU and OHWSPT occur at Center 90 in Onalaska and at the Valley View Mall in La Crosse. Riders who will be transferring to OHWSPT must call to arrange a pick-up at one of these locations. All transfers must have a valid transfer pass. Service is available seven days per week from 6:30 a.m. to 7:00 p.m. Cash fares are \$4.25 for adults, \$3.75 for students (age 3-18), \$3.75 for seniors (55 and older) and persons with disabilities. Punch cards are also available.

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. The following paratransit services are available to West Salem residents:

La Crosse County Aging and Disability Resource Center

The La Crosse County ADRC manages the La Crosse County Minibus program, which provides reservation-based, curb-to-curb bus transportation to La Crosse County residents aged 60 and older and/or have a disability. All vehicles are wheelchair accessible.

Managed Care Organizations (MCOs)

MCOs are organizations that manage Medicaid program health care and other services in their state. In the La Crosse area, the MCOs include Includa and My Choice Family Care—Care Wisconsin, Inc. Although MCOs themselves do not provide specialized transportation, they do arrange trips with private providers like Abby Vans, Coulee Trails, and Coulee Region Taxi for their Medicaid clients. This service is critical for low-income clients with disabilities to make medical appointments and to participate in social activities.

Private Pay or Personal Vehicle

Obtaining the services of a for-profit taxicab company by private pay is one option for persons who will not or cannot take a bus or who do not qualify for other transportation assistance. Wheelchair-bound riders are limited to only two of the four private taxi companies in the area (CTS Taxi and Coulee Region Taxi). Demand for accessible vehicles can be high, however, especially when MCOs book trips for their clients' days in advance.

Taxis

There are three taxicab companies operating in La Crosse County, which service the Village of West Salem, which 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 2020 Metropolitan Area Transportation Plan (Beyond Coulee Vision 2040) maps and describes the off-road bicycling facilities.



La Crosse River State Trail

Developed on another abandoned rail line, this unpaved 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 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.

Bicycling advocates and community representatives on the LAPC's Bicycle and Pedestrian Committee (BPAC) have been working to provide bicycle accommodations on STH 16 from S Kinney Coulee Rd in Onalaska to Veteran's Park in West Salem by 2023.

Pathways

"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 completed 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.

Because bike lanes require dedicated space, installation in constrained environments usually means reallocating roadway space from parking and/or travel lanes—actions that often experience significant opposition. Communities try to compromise by painting shared-road markings or "sharrows," but while they provide some education to motorists and bicyclists regarding bicyclist placement in the road, sharrows do little to improve safety or security. The city of La Crosse increased its lane miles of sharrows by 54.9 percent from 6.9 lane miles in 2015 to 10.7 lane miles in 2018. The village of West Salem is the only other community that has sharrows (1.1 lane miles).



Outdoor Recreation Alliance (ORA)

The Alliance is a 501(c)3 nonprofit organization based out of La Crosse that is dedicated to building happy, healthy, and resilient communities by providing access to equitable and sustainable outdoor recreation experiences. The organization is involved in several initiatives in La Crosse County, including developing a concept plan for a bike playground currently planned for in Lewis Point Park in the Village of West Salem. The project is still in the planning and design stages, but the initial proposal was approved by both the Recreation Committee and Village Board in early 2022.

Walking

Pedestrian facilities are not mapped by most local governments in La Crosse County, including the Village of West Salem. 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

The Goals, Objectives, Policies, and Recommendations in this plan are designed to provide a complete transportation network to residents, businesses, and visitors. While the intent of the State and Regional plans are consistent with that effort, many of their specific objectives and strategies do not match up with the Village’s plans. Similar goals/recommendations include providing efficient transportation system to all, while keeping down the costs and coordinating and communicating with other jurisdictions on future plans and projects. The following subsections detail projects identified in the State and Regional Plans that impact the Village of West Salem.

Beyond Coulee Vision 2040 (MPO Plan)

The La Crosse Area Planning Committee (LAPC) has completed the Beyond Coulee Vision 2040 report in September of 2020, which is the new long-range transportation plan for the La Crosse and La Crescent area. Chapter 4 of the plan contains a highly detailed analysis and description of all transportation modes available in La Crosse County. The corresponding 2020-2023 Transportation Improvement Program (TIP) as amended in May 2020 included the following projects which are tied to, or affect, the Village of West Salem:

Highway Safety Improvement Program (HISP)

- STH 108, West Salem to Melrose; Stan Olson Rd to L Pfaff Rd. Safety improvements
- Design for various intersection improvements on USH 14, STH 16, and STH 33; Left-turn lanes and monotubes.

National Highway Performance Program

- IH 90, Onalaska to West Salem. Asphalt deck overlay on bridges B-32-0023,24,25,26,27,28. Concrete deck overlay on bridge B-32-0057.
- IH-90, STH 16 to CTH C. Pavement and bridge replacement
- IH-90, CTH C to east La Crosse County Line. Resurface.



Illustrative Projects

Illustrative projects include projects listed as illustrative in the current TIP document, projects that were submitted for Surface Transportation Program-Urban (STP-U) or Transportation Alternatives Program (TAP) funding but were not awarded, and projects that have been conceptualized in local plans and planning activities.

- Construct a bicycle/pedestrian bridge over the La Crosse River, West Salem.

Wisconsin Connect 2050 Plan

The Connect 2050 Plan replaces previous state planning documents. There are no specific projects identified within the Plan, though it does recommend strategies and actions to improve the State's highway system. Connect 2050 creates a direction WisDOT will follow to support development of an integrated, efficient, and safe multimodal transportation system. The plan is not meant to include specific policies or actions, but its goals and objectives universally affect planning for Wisconsin's entire transportation system. Technical reports and modal, operational and business plans – like WisDOT's Six-Year Highway Improvement Program and Statewide Transportation Improvement Program – will implement Connect 2050's goals and objectives through policies and actions.

WisDOT's Six-Year Highway Improvement Program and Statewide Transportation Improvement Program

There is one transportation improvement project planned for portions of the Village of West Salem. The planned improvement project is listed below.

Federal and State Highway Projects

- 2024 – STH 16 – Intersection Improvements – CTH M

Wisconsin Bicycle Transportation Plan 2020 and Wisconsin Pedestrian Policy 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.

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.



WisDOT is updating the Wisconsin Bicycle Transportation Plan and Wisconsin Pedestrian Policy Plan, which were adopted in 1998 and 2002, and combining them into the Wisconsin Active Transportation Plan 2050. The Active Transportation Plan will be a statewide long-range plan focused on human-powered modes of transportation, such as bicycling and walking.

Planned and Scheduled Improvements

The Village of West Salem has developed a 5-year Street Renovation Plan (2023-2027). Planned improvements for the next five years include:

- 2023: Jurisdictional Transfer of 1.26 miles of CTH B from La Crosse County to West Salem. This transfer starts on the east at the intersection of City Loop (west side) and extends to the west for 1.26 miles along Jefferson Street, Oak Street and Elm Street to the intersection of CTH M (east ROW). This will increase the road miles within the Village from 23.53 miles to 24.79 miles. This transfer occurred in January of 2023. The Village received \$800,000 in compensation from the County for this transfer, and before September of 2023, La Crosse County will be sealcoating that 1.25 miles of roadway transferred.
- 2023-2024: Elm Street reconstruction and storm sewer installation from Youlon Street to Oak Street with connection of the storm sewer with the recently re-constructed Elm Street drainage ditch.
- 2024-2025: Mark Street reconstruction from East Garland Street to East Avenue includes new curb and driveway approaches. Funding will in-part be from WisDOT STP – Urban Program.
- 2024-2025: City Loop reconstruction from Neshonoc Road to Jefferson Street which includes doweled concrete pavement and new beam guards. Funding will in-part be from WisDOT STP – Urban Program.
- 2025-2026: Leonard Street reconstruction from Elm Street to Hamilton Street which includes new asphalt pavement, curb & gutter, sidewalk, and storm sewer. Funding will in-part be from WisDOT STP – Urban Program.
- 2027: West Hamilton Street reconstruction from Harmony to West Avenue, which is planned to include new sanitary sewer, water main, curb & gutter, driveway approaches, sidewalk, and asphalt pavement. Funding is planned to be Village utility budgets.

Other street re-surfacing projects (pulverizing existing, re-shaping and new asphalt) are included here in no particular order and will be planned to be completed as funding becomes available:

- Franklin Street from Leonard Street to Mill Street.
- Mill Street from Jefferson Street to Rhyme Street.
- Youlon Street, the 300 block only
- Heritage Lane from STH 16 to Fairgrounds Road.
- Wagon Drive, Campfire Drive and Frontier streets from Branding Iron Road to Brickle Road.
- Mill Street, Rose Street, Van Ness Street, Lincoln Street and Neshonoc Road between East Garland Street and East Avenue.



Other capital improvement projects anticipated are dependent upon the development of the Lakeview Business Park and the development of the land to the north of the business park. These new streets will be funded in part with TID #2 funding (industrial, business related developments). New street constructed may include the extension of Industrial Drive to the east, and extension of Tilson Street to the east and an assortment of streets serving this currently undeveloped area.

Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

PASER Program

The PASER (Pavement Surface Evaluation and Rating) Program is a system for communities to evaluate and schedule road maintenance on local roads. The program requires town officials to evaluate the condition of town roads based on observing characteristics of the road such as the texture of the road surface or the spacing of cracks. The officials then assign a rating on a scale of 1 to 10. These ratings, along with information on traffic volumes, are used to schedule the maintenance and reconstruction of town roads.

Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and town streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information, contact the WisDOT.

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to \$1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact the Wisconsin Department of Transportation, Division of Transportation Investment Management.

Wisconsin Department of Natural Resources (WDNR)

The WDNR is probably the main source of funds for outdoor recreation transportation facilities. As a prerequisite to the following WDNR funding programs, applicants must first submit a comprehensive outdoor recreation plan or a master plan that has been approved by resolution by a local governing unit, or a plan of a higher unit of government. Applicants submitting qualifying comprehensive outdoor recreation plans (CORP's) or master plans may receive eligibility to apply for funding for up to five years. Outdoor recreation plans and grant programs currently administered by the WDNR which are associated with forms of transportation include:



All-Terrain Vehicle (ATV) Program

The ATV program provides funds to accommodate all-terrain vehicles through the acquisition, insurance, development, and maintenance of all-terrain vehicle trails and areas, including routes.

ATV Enforcement Patrol

The ATV Enforcement Patrol provides grants to county sheriffs for all-terrain vehicle patrols.

Recreational Boating Facilities Program

The Recreational Boating Facilities program provides funds to local units of government and qualified lake associations for the construction of capital improvements to provide safe recreational boating facilities. The program also provides financial assistance for feasibility studies related to the development of safe recreational boating facilities, and the purchase of aquatic weed harvesting equipment and trash skimming equipment.

Recreational Trails Program

The Recreation Trails Program provides funds for motorized and non-motorized recreation trail rehabilitation, trail maintenance, trail development, and trail acquisition.

Snowmobile Trail Aids

Snowmobile Trail Aids provide funds to maintain trail systems that provide passage through a county and connections with adjacent counties.

County Snowmobile Enforcement Patrols

County Snowmobile Enforcement Patrols provide funds for county snowmobile patrols functioning as a law enforcement unit for the enforcement of Ch. 350, Wis. Stats.

Goals, Objectives, Policies, 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.

Policies are a set of ideas for what to do in certain situations and that the Village agrees is the right approach. 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, policies, 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

1. 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.
2. To continue to recognize and monitor safety problems at key or busy intersections and existing or potentially hazardous areas.
3. 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.
4. To provide multimodal connections between local jurisdictions and regional attractions.
5. To coordinate the provision and improvement of transportation infrastructure with land use and development in and adjacent to the Village.
6. To continue participating in the La Crosse Area Planning Committee (LAPC), the region's metropolitan planning organization (MPO).
7. To explore alternative methods of traffic calming, especially in new subdivisions where roadways are being constructed.
8. To continue the creation and implementation of a Safe Routes to School Program to ensure safe biking and walking routes for students to school.

Policies and 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. Work with 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.
8. Consider electric scooters and electric personal assistive mobility devices when designing public parking facilities, sidewalks, and multimodal trails.
9. Collaborate with business or potential businesses in the Lakeview Business Park to access rail where practical and access to needed truck routes.
10. Inform businesses that need air, truck, and water transportation access that the Village of West Salem is a short distance to the La Crosse Regional Airport and Port of La Crosse.

Goal 2: Encourage and promote biking and snowmobiling activities and services.

Objective

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

Policies and 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. Continue to work with organizations such as ORA to further develop local bicycle amenities/facilities in the Village.



Goal 3: Provide an attractively designed transportation system.

Objectives

1. By maintaining or elevating the quality of street design so that streets are more attractive and inviting for pedestrians, bicyclists, drivers, and transit riders.
2. 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.

Policies and 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

1. By supporting reasonable, dependable, and safe travel ways for freight and goods movement in the Village and region.
2. 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.



Policies and Recommendations:

1. Promote business-friendly policies for large trucks requiring access to business parks and industrial locations.
2. Promote “interior” circulation within commercial and industrial lots in interchange areas to reduce the amount of local traffic using major arterials. 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. 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.

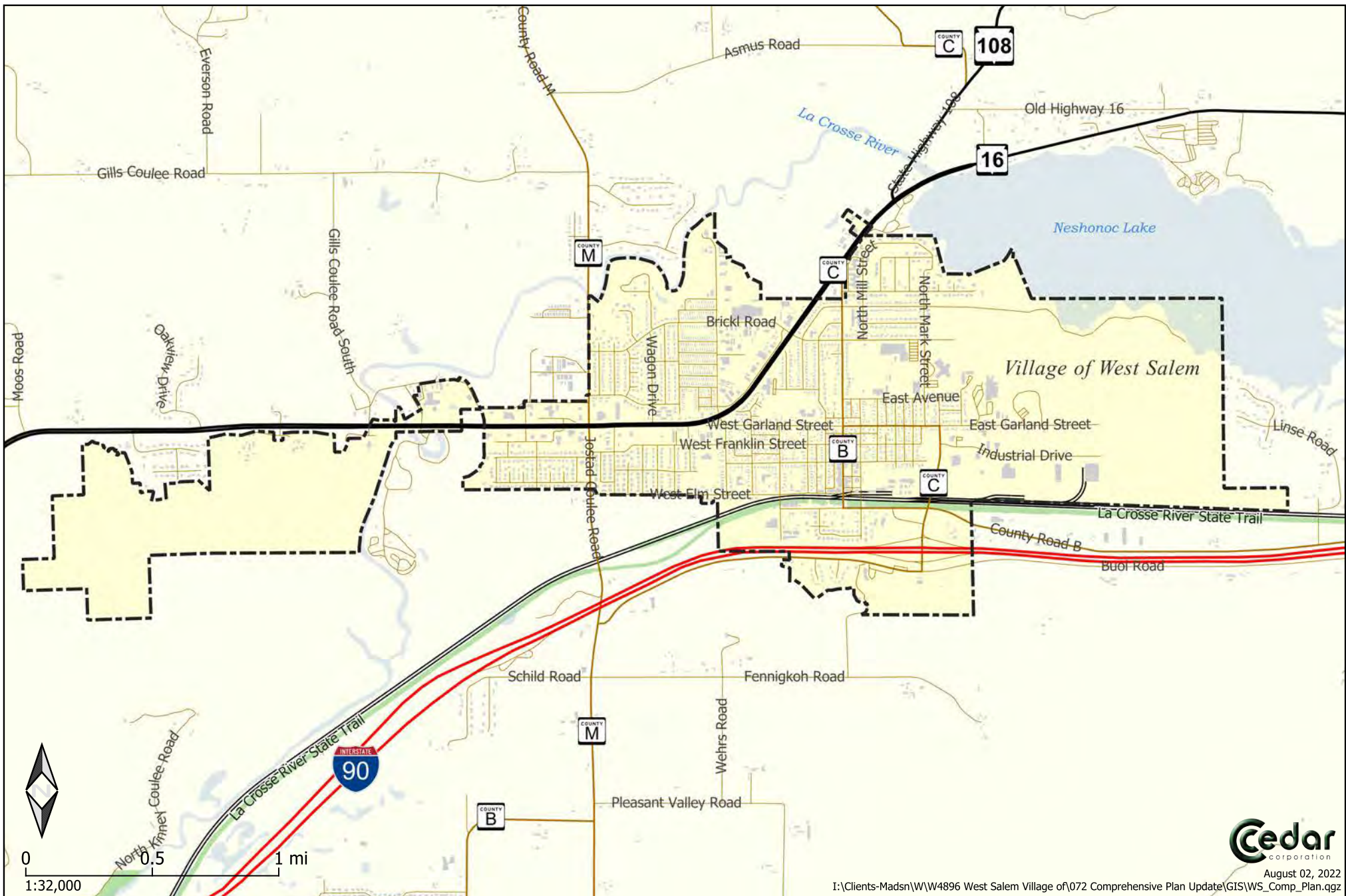
Objectives

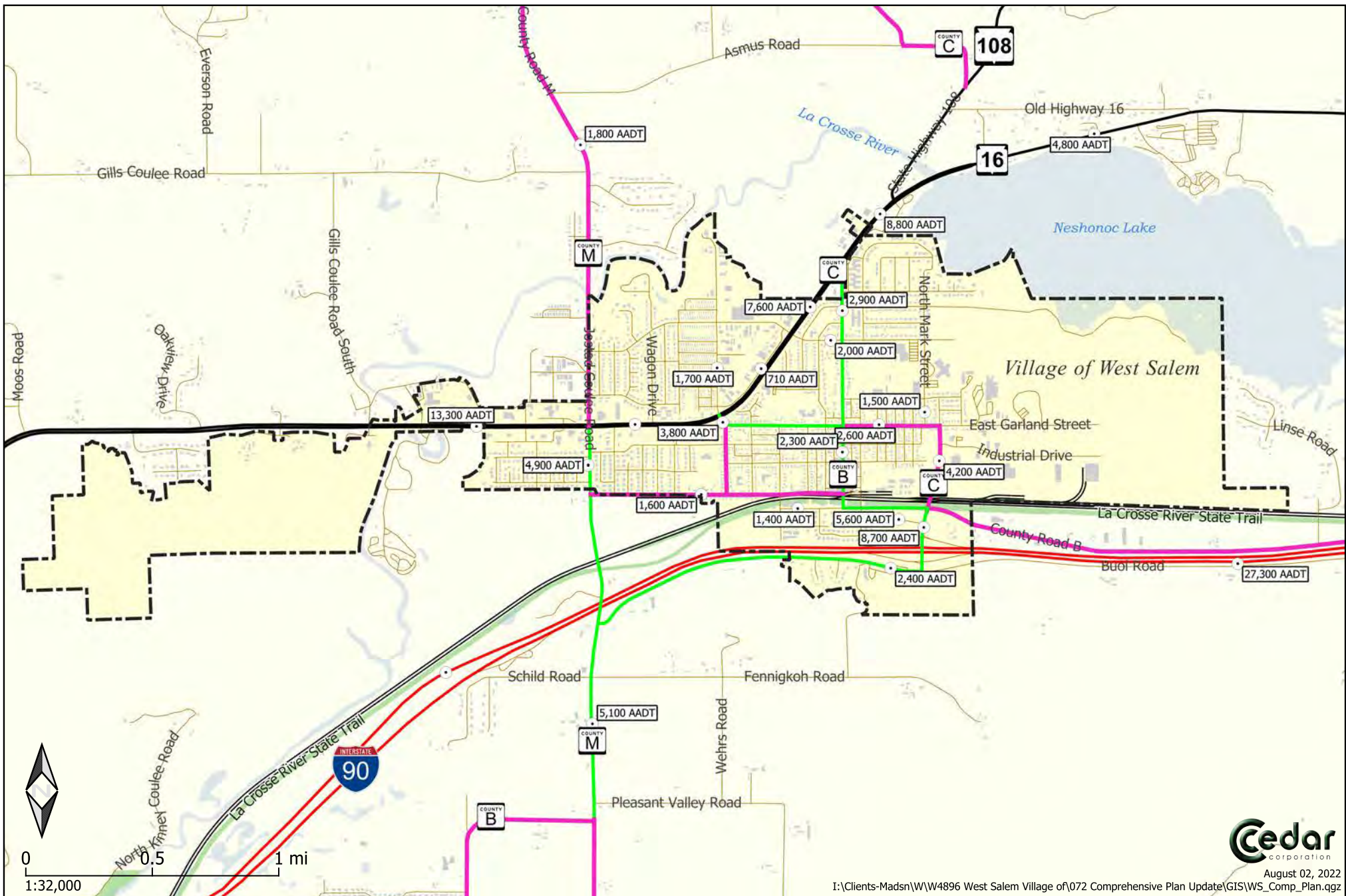
1. By operating and maintaining transportation facilities in a way that reduces the need for expensive future repairs.
2. By requiring developers to pay the costs of transportation improvements that result with new development. In locations where multiple developments generate traffic, portion the payments based on trip generation. Also, include bicycle, pedestrian, and transit improvement costs.

Policies and 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. Continue to follow Complete Streets from the outset of a transportation construction project to reduce later retrofitting. The cost of including 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 to pay the full cost of infrastructure development necessitated by their development. If a project is part of a larger TIF project, the Village may be able to assist if the costs are part of an approved project plan and meet statutory requirements. 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.







Chapter 4 Utilities and Community Facilities

Overview

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 utility needs, upgrades, and considerations.

Utilities and community facilities provide the foundation on which the Village of West Salem is built and maintained and 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.

Utilities

The wells, water tower, public sewage treatment plant are shown on Map 4.1.

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 three state-certified operators. At the present time, water flows and pressures of approximately 85 pounds per square inch (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 their 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 well house at Well #2 were completed. After these improvements, the Village now has a 1.9 million gallons per day (mgd) pumping capacity.

Sanitary Sewer Service

West Salem's wastewater treatment facility (WWTF) was upgraded between 2020 and 2022. The previous WWTF was upgraded in October 1999. The recent upgrade included adding one additional activated sludge secondary treatment basin to the existing 3 basins. The upgrade also added biological phosphorus treatment, additional dry sludge storage, a new UV



disinfection unit, upgraded electrical/instrumentation/control for the facility treatment processes, new aeration blowers, new pumps, new final clarifier equipment, new HVAC equipment, new standby generator, upgraded Scada communication system, new aeration system diffusers and new site grading and new asphalt pavement.

The design capacity of the new WWTF remains at an average flow of 640,000 gpd. Current wastewater flow rates are approximately 300,000 gpd. Flow contributions from commercial and industrial sources remain relatively low in 2022 with Northern Engraving being one of the existing industries within the Village. Part of the effort to attain compliance with new statewide phosphorus limitations was to complete dredging and removal of sediment from Neshonoc Lake. Removed sediment totaled over 500,000 CY. This sediment contained several thousand pounds of phosphorus. Since this sediment removal project removed phosphorus from the La Crosse River watershed, the Village received phosphorus credits for the next 20 years which is the WWTF design life basis. The sediment removal project was jointly funded by the Village and the Neshonoc Lake District. The Neshonoc Lake District also owns phosphorus credits for that portion of the project cost that they paid for. The approximate split of phosphorus credits was 50% to the Village and 50% to the Lake District. Sediment removal operations were started in the Fall 2020 and were completed in the Fall 2021. The current WPDES Permit for the WWTF was reissued in the Fall of 2021. With the completion of the sediment removal project and the WWTF upgrades, the Village is compliant with all the limitations contained in the current permit.

The Village has currently has four lift stations all of which are connected with the wastewater utility Scada communication system. One lift station (Crestwood Avenue) serves the west side of the Village, one lift station (Industrial Drive) serves the current business park developed area, one lift station (John Street) serves Riverview Estates development adjacent to the La Crosse River and one lift station serves (Mark Street) the northern area of the Village. Veterans Memorial Park located on the west side of the La Crosse River also has a lift station which is owned and operated by La Crosse County. Future development of the Village north of the existing business park and Industrial Drive will require a new regional lift station which is currently planned to be located on the northwest corner of the sediment disposal facility, commonly referred to as the “BOWL”. Development of land west of the La Crosse River within the Village boundary will also require additional lift station(s) as this area is developed. This 226-acre area was studied in 2008 and a report from this studied area was completed for the Village prior to this area being annexed into the Village.

The wastewater collection system is regularly upgraded with new sewer pipe and manholes when street upgrades are completed. The location of these upgrades can be viewed when reviewing the Village capital improvement plan documents. Both a 5-year capital improvement plan and a longer 10-year capital improvement plan have been prepared and are updated on a regular basis.

Solid Waste Disposal Recycling Facilities

The Village contracts for solid waste disposal and recycling services. Solid waste from the Village is disposed of at both the La Crosse County Landfill and at the Xcel Energy Plant. The La Crosse County Landfill is located between I-90 and Highway 16. Glass, aluminum, plastic, tin, and paper are collected for recycling at this facility. The Xcel Energy plant is located on French Island and is under contract with La Crosse County to accept a minimum of 73,000 tons of municipal solid waste annually and to process at least 66% into refuse-derived fuel. Garbage and recyclables are picked up every Monday or Tuesday. Only refuse and recyclables placed at the curb in contractor-supplied carts are collected. Special pick-up for large items or additional garbage is available for a fee.



The La Crosse County Landfill is a Wisconsin Department of Natural Resources Green Tier certified facility. La Crosse County also operates a household hazardous materials facility program. The facility accepts sharps, vehicle fluids, batteries, paint, chemicals, electronics, and much more. The facility also offers a free product reuse room where usable household products are sorted and made available free to the public.

Stormwater Management

The Village of West Salem has been designated as one of the 176 communities in Wisconsin to be a MS-4 (municipal separate storm sewer systems) community. This designation was formally established by the Wisconsin Department of Natural Resources (WDNR) by issuance of a general permit to the Village effective March 15, 2015. This was issued to the Village due to its proximity to the City of La Crosse. This General Permit was reissued May 1, 2019. This permit requires the permittee to develop, implement and maintain storm water management programs to reduce the discharge of pollutants from the MS4 to waters of the state (La Crosse River).

In response to this, the Village implemented Chapter 16, Stormwater and Erosion Control ordinance in June 2018. This ordinance outlines when erosion control permits are required and when stormwater control permits are required. It also contains several technical standards, requires erosion control and stormwater management requirements and outlines enforcement and penalties for non-compliance. A simplified erosion control plan checklist was also developed and is distributed to those developments less than 20,000 SF and the slope of the land is less than 6%. Any sites larger than this and any site development which disturbs 1 acre or more in area requires a Village issued stormwater control permit. Any redevelopment site that increases impervious area also requires a stormwater control permit. To issue these permits, the Village requires a compliance plan/submittal that complies with the requirements in the ordinance from the developer. This is reviewed for compliance by the Village Engineer.

The Village maintains compliance with the MS-4 requirements by filing an annual compliance report which addresses the following elements:

- Public Education and Outreach
- Public Involvement and Participation
- Illicit Discharge Detection and Elimination
- Construction Site Pollutant Control
- Post Construction Storm Water Management
- Pollution Prevention
- Storm Sewer Map Updates

In addition to these annual reports, the Village also submitted a March 2021, MS-4 Permit Compliance Plan and a March 2021, Illicit Discharge Detection and Elimination Procedure Plan as required by the MS-4 Permit.

The next required step for the Village is to determine Village compliance with a 20% TSS reduction standard for the entire Village land within the boundary of the Village. This will require a Village modeling effort which identifies all of the existing storm water control practices within the Village, both public and private, and compare this to the required 20% TSS requirement in accordance with NR 151, Wis. Adm. Code. This modeling effort is planned to be completed for submittal to WDNR no later than March 31, 2023. Dependent upon this compliance determination, additional storm water control practices may be required by the Village to demonstrate compliance.



The Village is also planning to consolidate existing ordinance Chapter 15 (Stormwater Utility) and Chapter 16 (Erosion and Stormwater Control) as requested by Wis Dept. of Natural Resources.

Telecommunications 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.

Lynxx Networks currently provides fiber-optic internet to businesses along S.T.H. 16 and along the south edge of the I-90 corridor. In 2022, the Village entered into a fiber deployment collaboration agreement to expand those services to residential customers. The project is set to begin in 2023.

Power Plants, Electricity, and Transmission Lines

There are no power plants within the Village of West Salem. The nearest plants are located on French Island in the Cities of La Crosse and Genoa. 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. There is one telecommunications tower located on the very west side of the Village. La Crosse County and the Village are now working on a new 9-1-1 telecommunications tower to be located in the Lakeview Business Park. This should be completed in 2023.

Community Facilities

Community facilities are shown in Map 4.2.

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 four other branches are located throughout the County including the Hazel Brown Leicht Memorial Library located at 701 Industrial Drive 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 Ms. 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, as shown on Map 4.3, 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 1,855, PreK-12th grade students are housed in three buildings organized in a campus concept in the Village of West Salem (PreK-4, 5-8 and 9-12).

In addition, the County has 17 private schools that provide additional educational choices for residents. The Coulee Region Christian School is located at 230 Garland Street West in West Salem, the school serves students in grades PreK-12. Another private school in the Village, Christ-St. John's Lutheran School, serves 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 (UW-L)

UW-L was founded in 1909 and is one of the 13 four-year campuses in the University of Wisconsin System with enrollment around 10,300 students (graduate and undergraduate 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 (WTC)

WTC is a public two-year college with a focus on technical education. The college has an annual enrollment of approximately 2,544 students.

Viterbo University

Viterbo University, established in 1890, is a co-educational Catholic University founded in the Franciscan tradition. Viterbo offers undergraduate and graduate degrees and has an enrollment of approximately 2,520 students (graduate and undergraduate students).

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) worked with the Village to develop the West Salem Outdoor Recreation Plan 2008-2012, which provides goals and objectives for long-term park development and recreation within the municipality. The Mississippi River Regional Plan Commission is preparing an updated Comprehensive Outdoor Recreation Plan (CORP).

Some of the local parks and recreation facilities that exist in, or nearby the Village of West Salem include (for additional detail on the existing facilities, see the current West Salem Outdoor Recreation Plan):



West Salem Boys & Girls Club

Located in West Salem Middle School, 450 North Mach Street. 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

A 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. West Salem is the mid-point of the 21.5-mile La Crosse River State Trail. A bike shelter and kiosk were constructed in downtown West Salem in 2004 to provide a resting place with shade and water for bikers. A nearby kiosk includes a map to show people where food, gas, business districts and other points of interest are in the village. In 2022, a bicycle fix-it station was purchased and installed nearby.

Village Park

A 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.

Veterans Park

A 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 with electrically equipped areas for trailers and motor homes and primitive sites for tent camping. In addition, the park contains three ball diamonds, four grass volleyball 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 is an 8-foot-wide asphalt trail that links Veteran's Memorial Park on the west side of the Village to the street network at Heritage Lane.

Pineview Park

This 3-acre park was designated as part of a residential subdivision. Facilities include playground apparatus mounted in a cushioned area accessible to mobility-impaired persons., an open-side picnic shelter, a two goal non-regulation size soccer field, and planted trees.

Riverview Park

This 10-acre park located at the north end of West Avenue North. The park features a 2-acre lighted ball diamond with scoreboard tower, concession stand, drinking fountain, and a second unlit practice diamond.



Salem Corral Park

A small .81-acre park located in a residential area on the Village's west side. The park has become a place for passive sitting as it provides an important public green space in a fully developed neighborhood. Facilities include a small single basketball court and play equipment.

Swarthout Park

This 20-acre County Park is located on the northwest end of Lake Neshonoc, above the dam, just outside 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 courtesy pier. La Crosse County rents out the shelter in the park as well. There is also a historic marker which describes the former community of Neshonoc, an early commercial rival of West Salem. Below the dam there is a canoe launch area and an extensive area of wildlife food plots and natural wetlands.

Swarthout Pool

This school-owned property is adjacent to, and west of, the high school. Facilities include a heated, outdoor swimming pool, and some grassy open space. The pool is maintained by the School District but is available to the general public when not in specific instructional or practice use by the school district.

Well House Open Area

A 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. Most of the open space is rather steep, open hillside facing CTH C, the road which Village of West Salem Outdoor Recreation Plan 2008-2012 accesses the parcel and overlooks 190 and the main part of the village.

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. The park provides shelter, picnic areas, and a bicycle fix-it station.

La Crosse Fairgrounds and Speedway

The 114-acre site of the La Crosse Interstate Fair Grounds is home to the La Crosse Fairgrounds Speedway an auto racing venue and an outdoor stage for concerts. The facility includes 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.

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.

Lion's 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. Adjacent to the pavilion is an enclosed, heated community building. The building contains a meeting room and kitchen area. The heated, running water equipped, rest



rooms in this building are also available to users of the pavilion, and other park users. In 2023, the Friends of West Salem Baseball completed construction of an enclosed creation area primarily for baseball in the off season and Recreation Department use.

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. 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.

Lewis Point Park

This 15-acre park is located on the southwest shore of Neshonoc Lake off of Tilson Street. The park includes a parking area, pond, and gazebo. Outdoor Recreation Alliance has prepared plans for a bicycle playground to be located adjacent to the detention pond. Caryn Modawell Memorial Dog Park is also located in this park. Both projects were led by local community groups with Village oversight.

School Fields

In addition to the three ball diamonds and football field, there is a running track, and other track and field required areas. The Middle School area has basketball standards and green space. The Elementary School east of Mark Street adjacent to this site, shares the common play fields with the high and middle schools, but also has 30 acres of land east of Mark Street. The school area has a paved area with basketball standards and several freestanding play apparatus. The school district has a large regulation soccer field with lights and 2 additional practice fields.

State Rustic Road

The State Rustic Roads Program of this Plan discusses the principle of the Wisconsin Rustic Road enabling statutes and describes how and why a road is placed in the Rustic Road category. Rustic Road 31 (R-31) begins at 1-90 exit in West Salem and winds its way through the village for 2.6 miles past local historic sites including three properties that are on the National Register of Historic Places, plus the 120-year-old former home of the Village's founder, Thomas Leonard. Rustic Road 31 ends at Swarthout Neshonoc Park.

Coulee Region Christian School

This school is the former West Salem public elementary school that was sold after the public school's new building was constructed. The 5-acre property has playground



apparatus near the building. Most of the open area is a soccer field. Field use is negotiated for the Village's organized recreation program if it is needed.

Christ Lutheran School and Church

This school is situated on 8 acres and has playground apparatus near the building, and a paved area for games which use hard surfaces. Field use is negotiated for the Village's organized recreation program if it is needed.

Police, Fire, and Rescue

The West Salem Police Department operates out of the Village Hall, located at 175 Leonard Street S and is comprised of 10 police officers and 2 civilians.

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 firefighting including one aerial truck, one pumper truck, three tankers, one heavy rescue vehicle, one grass fire truck, one command vehicle one boat (on a trailer), and one UTV (also on a trailer). The department serves the Village of West Salem and the towns of Hamilton and Barre and has mutual aid agreements with the following departments:

- La Crosse County Emergency Dispatch
- La Crosse County Fire Department
- Onalaska Fire Department
- Holmen Fire Department
- Bangor Fire Department
- Shelby Fire Department
- Campbell Fire Department
- Farmington Fire Department

The West Salem Emergency Medical Team provides First Responder service with 12 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. The ambulance will be replaced with a new four-wheel drive emergency response vehicle in 2023.

Health Care Facilities

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

Gundersen-Lutheran Medical Center, located in the City of La Crosse, is the area's recognized leader in heart, trauma and cancer care, births, business services, research, and health education. Gundersen Lutheran operates a 295-bed hospital with an Urgent Care and Emergency Room in La Crosse.

Gundersen-Lutheran Onalaska Clinic, located in the City of Onalaska, offers clinic service, urgent care, eye clinic, and pharmacy.

Mayo Clinic Health System – Franciscan Healthcare, La Crosse Campus operates a 107-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, oncology, orthopedics, and many others, as well as comprehensive, compassionate primary care in Wisconsin, Minnesota, and Iowa.



Mayo Clinic Health System – Franciscan Healthcare, Onalaska Campus operates a clinic that offers excellent specialty services including cardiovascular, dermatology, emergency medicine, family medicine, internal medicine, oncology, and many others.

A medical health science consortium that includes Mayo Clinic Health System - Franciscan Healthcare and Gundersen Health System; and Viterbo University, Western Technical College and the University of Wisconsin at La Crosse exists in the region. The School District of La Crosse and the La Crosse County Health Department are also partners.

There are two nursing homes located in West Salem: Mulder Health Care Facility and Lakeview Health Center. Mulder Health Care Facility is a Wisconsin licensed skilled nursing facility with 87 beds. Services provided include rehabilitation, extended convalescence, or long-term care. Lakeview Health Center (a La Crosse County facility) is a long-term nursing facility with 50 beds.

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.

Childcare Facilities

There are childcare options within the Village of West Salem. These include two childcare facilities within the Village proper, and any number of informal networks of childcare 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 15 certified childcare facilities and 81 licensed childcare facilities. The certified and licensed facilities total 3,711 childcare slots in La Crosse County.

Religious Institutions and Cemeteries

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

- West Salem Baptist Church
- Hope Community Church
- Presbyterian Church of West Salem
- Christ Lutheran Church
- St Teresa of Kolkata Catholic Church
- Our Saviors Lutheran Church
- 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:

Public Safety Municipal Complex

The existing Village police department is located in the Village Community Center on Leonard Street. The existing space is too small for serving the Village. A needs assessment report was completed in July 2022. Depending upon funding, this new facility could be constructed within the next 5 years.

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. The current water storage and pumping capacity in the Village is projected to cover the Village for at least 15 to 20 years unless a wet industry having above normal water usage begins operations in the Village.

Park Improvements

The Village is planning to update the Village of West Salem Outdoor Recreation Plan 2008-2012 that would 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 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.

The Village also reviews the needs of other utility upgrades that are needed as streets are reconstructed.

Utilities and Community Facilities Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly owned utility system improvements, streets and sidewalk improvements, development of community centers. Federal grant funds are available annually. The maximum



grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Goals, Objectives, Policies, 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.

Policies are a set of ideas for what to do in certain situations and that the Village agrees is the right approach. 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, policies and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal 1: 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

1. To maintain current facilities and provision of services to appropriate levels.
2. 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.
3. 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.
4. 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.



5. By seeking grants (including, but not limited to county, state, and federal), state loans and alternative methods of funding improvements.
6. By maximizing the use of West Salem's existing utility systems and using existing public facilities to serve new development whenever possible.
7. By supporting a strong interrelationship with the school district in cooperative use of facilities.
8. 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.
9. By promoting the highest and most efficient levels of police, fire and first responder services for the Village.

Policies and 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 the 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.
8. Continue to identify opportunities and apply for available grants and other cost-share program to offset the costs of infrastructure, equipment, and services.
9. Continue to support efforts to expand and improve broadband services to businesses and residences in the Village.
10. Consider performing a cost of services analysis to identify the tax burden various land use types and densities may impose on exiting residents.

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

Objective

1. By consulting the Environmental Features Map (5.3) 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.

Policies and 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 environmentally sensitive areas when practical.
4. For new developments, the Village should continue to require all existing environmental data bases to be checked for continued compliance.



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).

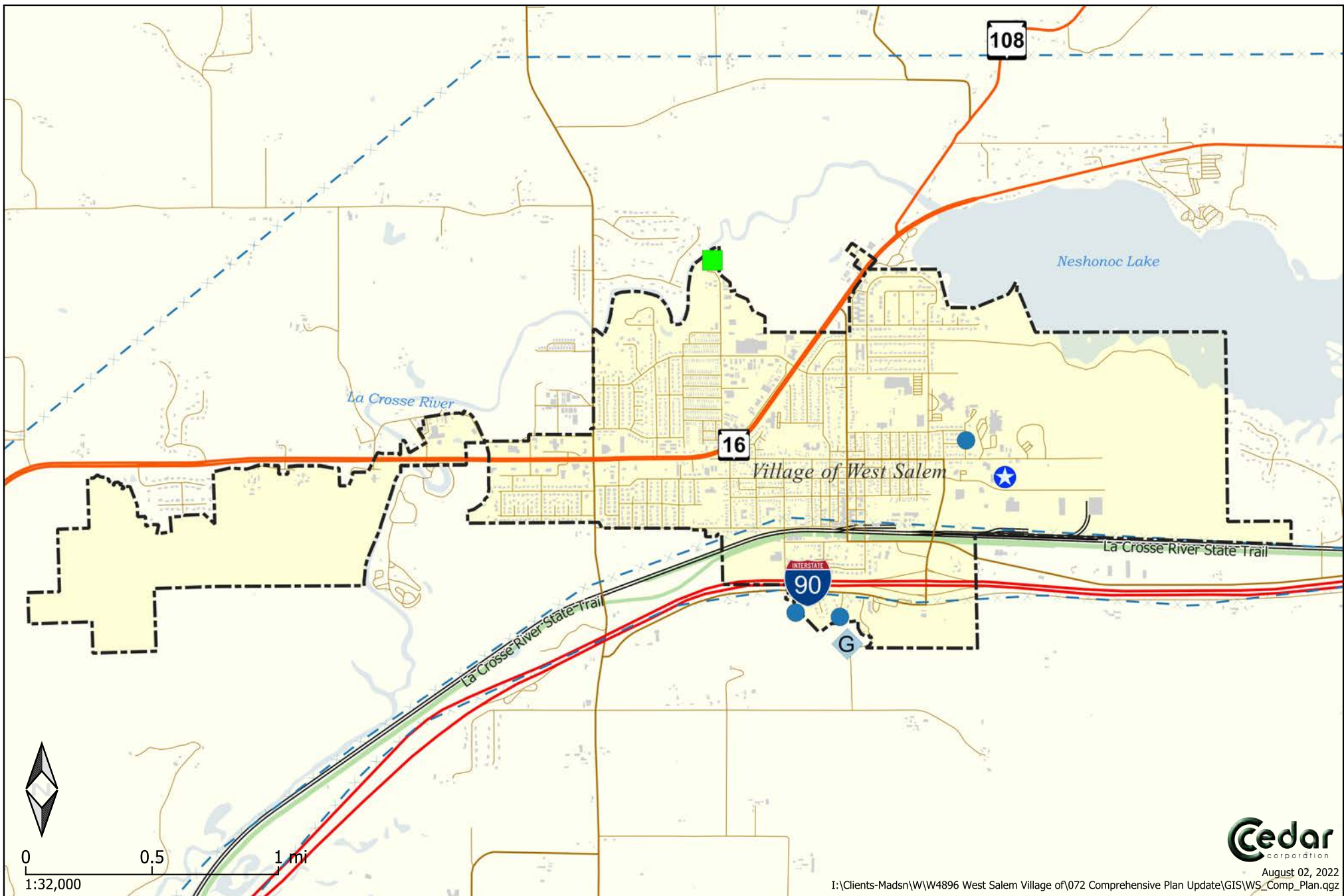
Objectives

1. 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.
2. By preserving and protecting compatible land uses adjacent to existing community parks and recreation areas.
3. By promoting the multiple use of facilities in design and development, such as developing school/park combinations and community centers/recreation spaces.
4. By using pedestrian and bicycle facilities to connect parks and open spaces.

Policies and 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. Update the Village of West Salem Outdoor Recreation Plan.
7. 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.



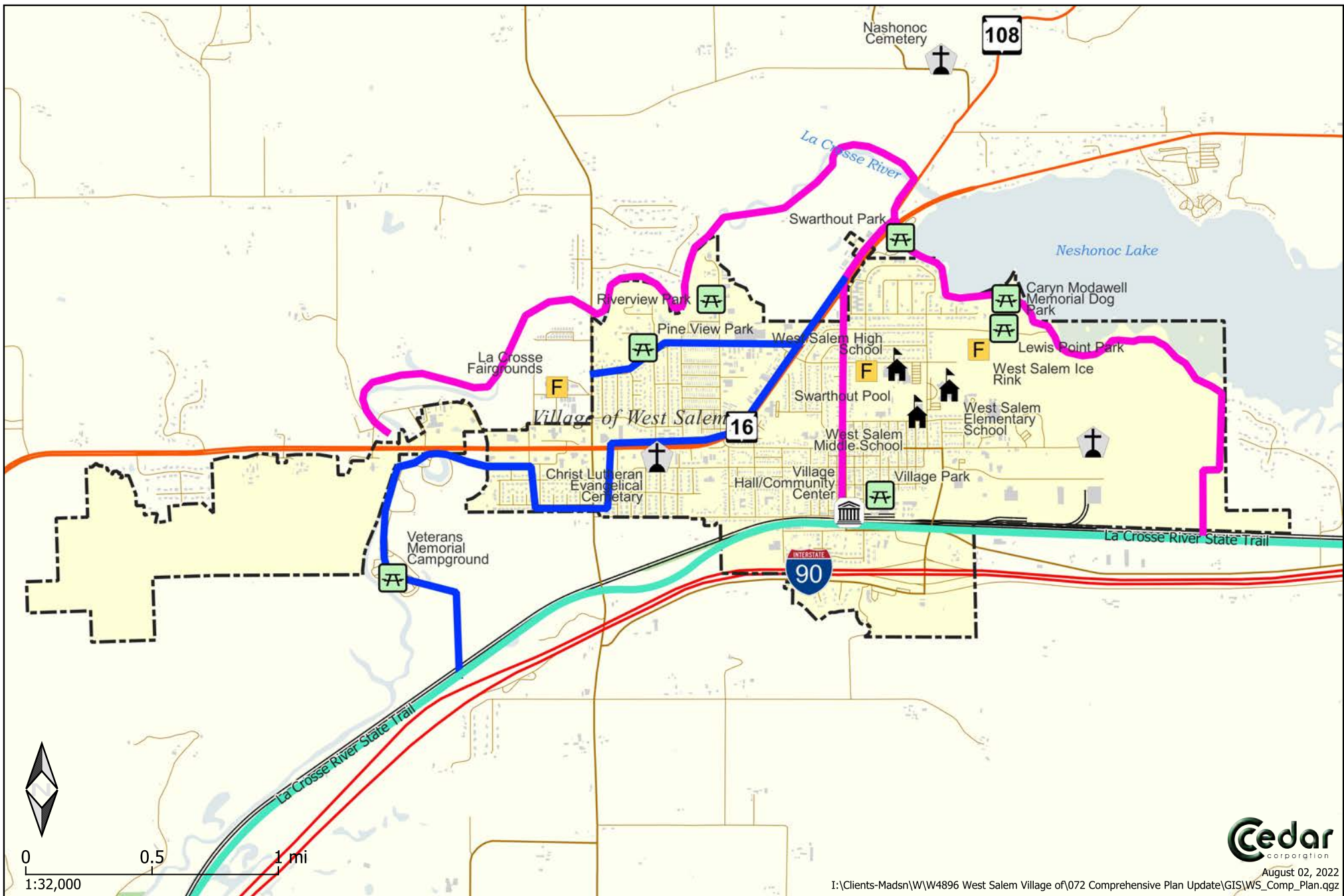


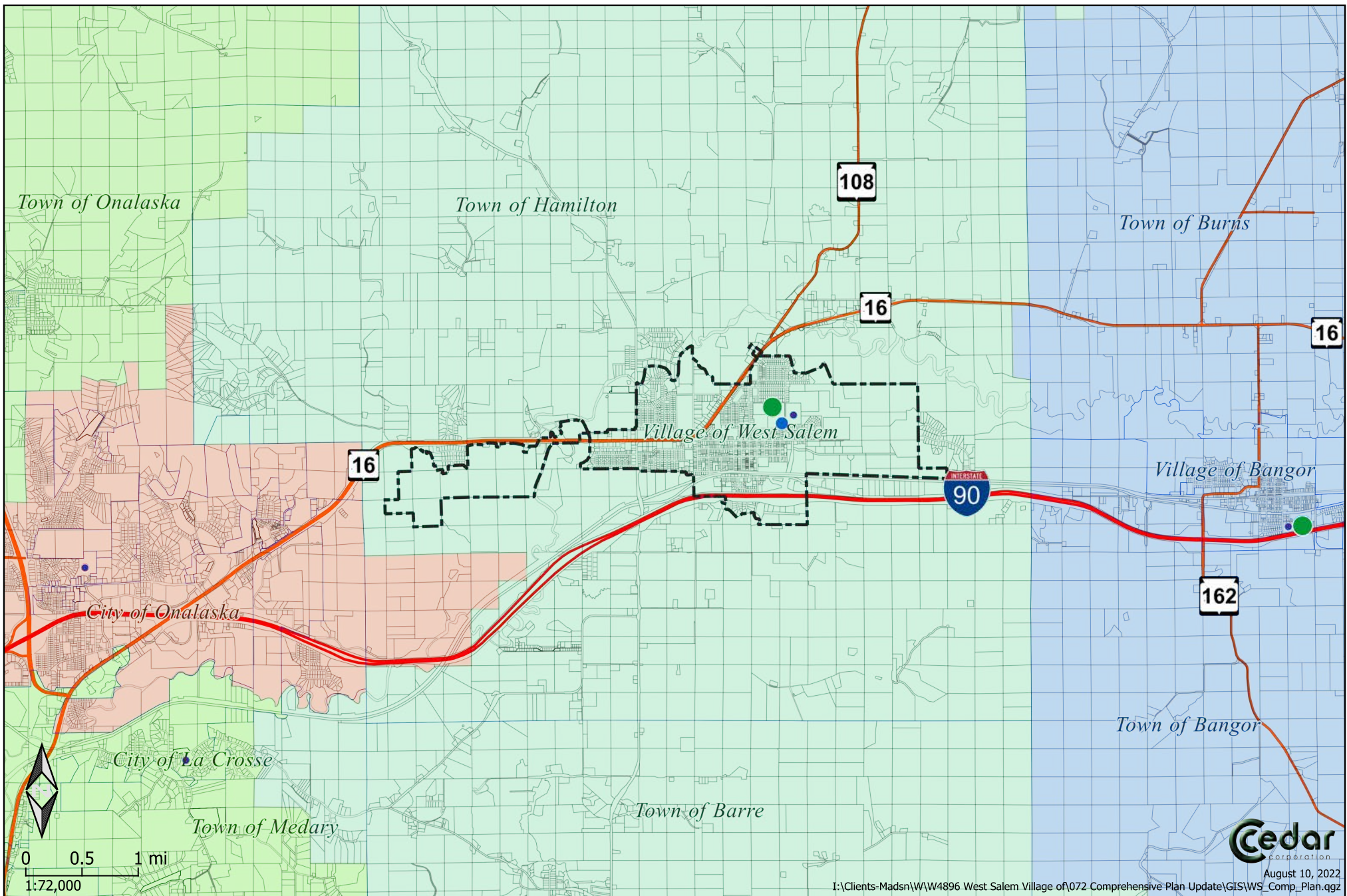
Existing Public Utilities

Village of West Salem
La Crosse County, WI

- Public Utilities Line
- Public Utilities Point
- Ground Water Reservoir
- Public Sewage Treatment Plant
- Water Tower
- Existing Well

Map
4.1





School Districts & Schools

Village of West Salem
La Crosse County, WI

- Elementary School
 - Middle / Junior High School
 - High School
 - Bangor
- Holmen
 - La Crosse
 - Onalaska
 - West Salem

Map
4.3

Chapter 5 Agricultural, Natural & Cultural Facilities

Background

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 514 acres of agricultural/open land within the Village of West Salem. This accounts for 23.6% 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 5.2. 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: Soil Types & Capability

Soil Classification	Acres	Description
Class I	55.1	No significant limitations for raising crops.
Class II	1,179.7	Suited for cultivated crops but have limitations such as poor drainage, limited root zones, climatic restrictions, or erosion potential.
Class III	281.3	Suited for cultivated crops but have limitations such as poor drainage, limited root zones, climatic restrictions, or erosion potential.
Class IV	286.5	Suitable for crops but only under selected cropping practices.
Class V	-	Best suited for pasture and range
Class VI	236.9	Best suited for pasture and range
Class VII	83.8	Best suited for pasture and range
Class VIII	-	Suited only for wildlife habitat, recreation, and other nonagricultural uses

Source: USDA Soil Survey, 2005

Agricultural Dependency

The Village has 33 people, or about 1.4% 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, 2020

Industry	Village of West Salem		Town of Barre		Town of Hamilton		La Crosse County	
	No.	%	No.	%	No.	%	No.	%
Agriculture, forestry, fishing and hunting, and mining	33	1.4%	22	3.4%	29	2.1%	659	1.1%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

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 water depths around 8 feet and a maximum depth of 15 feet at the sediment trap on the east side of the lake. 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 and in 2021 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 WDNR's Impaired Waters 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	Bostwich Creek
Larson Coulee Creek	Smith Valley Creek
Gills Coulee Creek	Pammel Creek
Coon Creek Watershed	
Berge Coulee Creek	Mormon Creek
Coon Creen	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.



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 effects 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 5.3 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 biological, 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 village has adopted the County ordinance to 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 125 rare, threatened, or endangered species within La Crosse County according to the Wisconsin Natural Heritage Inventory (NHI) which is prepared and updated by the WDNR. The species include certain plants, fish, amphibians, and birds. 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.

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 5.3 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 over a dozen 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 2022, there were four 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	Address
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
Derwood and Myrtle Trimbell House	224 N. Van Ness Street

Source: Wisconsin Historical Society, 2022

In addition to these places, there are 62 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 30 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 Historical Society, 2022

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.

Agricultural, Natural, and Cultural Resources Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.



Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP) Programs

Working Land Initiative

The Wisconsin Working Lands Initiative was signed into law in 2009 and is comprised of the following programs: Farmland Preservation Program, Agricultural Enterprise Program, Purchase of Agricultural Conservation Easement (PACE) Program. More information is available at: datcp.wi.gov/Pages/Programs/Services/FarmlandPreservation.aspx.

Wisconsin Farmland Preservation Program

The purpose of the farmland preservation program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provides tax credits to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. The Town of Newton has a DATCP certified farmland preservation ordinance which qualifies local land owners for tax credits should they wish to pursue the program. Contact: Town of Newton Zoning Administrator County Land Conservation Department, Wisconsin Department of Agriculture, or Manitowoc County Planning and Development Department.

Agricultural Enterprise Area (AEA) Program

AEA's are part of Wisconsin's Working Lands Initiative. An AEA is an area where the local community has prioritized preservation of farmland and agricultural development. Once an area is officially designated as an AEA, eligible farmers owning land within the area may enter into a farmland preservation agreement with the state. This enables the landowners to receive tax credits in exchange for agreeing to keep their farm in agricultural use for at least 15 years. To date, the Town of Newton has not established an Agriculture Enterprise Area.

Conservation Reserve Program (CRP) and Conservation Reserve Enhancement Program (CREP).

These programs protect sensitive land by reducing erosion, increasing wildlife habitat, improving water quality, and increasing forestland. CREP, a partnership between federal and state agencies and county land conservation departments, allows a landowner to enroll agricultural lands into various land conservation management practices. To be eligible under this program, farmland needs to be highly prone to erosion and must have been planted for 4 to 6 years before the enactment of the 2002 law. Marginal pastureland is also eligible. Producers need to develop and follow a plan for the conversion of cropland to less intensive use and to assist with the cost, establishment, and maintenance of conservation practices. More information is available at: <https://www.fsa.usda.gov/programs-and-services/conservationprograms/index>



Wisconsin Department of Natural Resources (WDNR) Programs

Wisconsin Forest Landowner Grant Program

The Wisconsin Forest Landowner Grant Program, administered by the Wisconsin Department of Natural Resources, is designed to assist private landowners in protecting and enhancing their forested lands, prairies, and waters. Qualified landowners can be reimbursed up to 65% of the cost of eligible practices. A practice must be identified in the landowners Forest Stewardship Plan (except if applying for plan development) to be eligible for cost sharing. The minimum grant amount is \$100 per landowner per year, and the maximum grant amount is \$10,000 per landowner per year. Landowners are required to contact their WDNR forester for guidance prior to completing the application and written approval must be obtained before beginning a practice. More information is available at: <http://dnr.wi.gov/aid/forestlandowner.html>.

Managed Forest Law

The Managed Forest Law, administered by the Wisconsin Department of Natural Resources, is a landowner incentive program designed to encourage sustainable forestry on private woodlands in Wisconsin. The law, through a written forest management plan, couples landowner objectives and timber harvesting, wildlife management, water quality and recreation to maintain a healthy and productive forest. Numerous changes were made to this law by the 2015 Wisconsin Act 358. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/mfl/>.

Surface Water Grants

Surface Water Grants include Lake Management Planning, Lake Protection & Classification, River Protection, River Planning and Aquatic Invasive Species Control are available from the WDNR. Deadlines vary from December 1st for Planning Grants, February 1st for Management Grants to year round for Aquatic Invasive Species (AIS) Prevention and Control Grants. More information is available at: <http://dnr.wi.gov/Aid/SurfaceWater.html>.

Knowles-Nelson Stewardship Local Assistance Grant Programs

The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Four Stewardship grant programs are available: Acquisition and Development of Local Parks (ADLP), Urban Green Space (UGS) grants, Urban Rivers (UR) grants, and Acquisition of Development Rights (ADR). The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <https://dnr.wi.gov/topic/stewardship/grants/>

Cultural Resources Programs

Wisconsin Historical Society

The Wisconsin Historical Society (WHS) Division of Historic Preservation (DHP) provides funds for conducting surveys to identify and evaluate historical, architectural, and archaeological resources, nominating properties and districts to the National Register, and carrying out a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identified target communities during each funding cycle. In recent years the DHP has favored



underrepresented communities: unincorporated communities or villages or fourth-tier cities with a population less than 5,000. A set of funds is also designated for use by Certified Local Government (CLG) status communities. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

Wisconsin Historic Preservation Fund Subgrants

The Wisconsin Historic Preservation Fund Sub-grants provide funds for surveys to identify and evaluate historical, architectural and archaeological resources, nominating properties to the National Register of Historic Places, and for carrying out a program of historic preservation planning and education. More information is available at: <http://www.wisconsinhistory.org>

Historic Homes Tax Credit Program

The Historic Homes Tax Credit Program offers a 25 percent Wisconsin income tax credit for homeowners who rehabilitate historic personal residences. <http://www.wisconsinhistory.org>.

Wisconsin Historic Preservation Tax Credit Program

This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a Wisconsin income tax credit. More information is available at: <http://www.wisconsinhistory.org>.

Federal Historic Preservation Tax Credit

This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in the federal income taxes. To qualify, buildings must be income producing historic buildings, must be listed on the National Register of Historic Places, or contribute to the character of a National Register Historic District. More information is available at: <http://www.wisconsinhistory.org>.

Goals, Objectives, Policies, 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.

Policies are a set of ideas for what to do in certain situations and that the Village agrees is the right approach. 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, policies, 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

1. 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.
2. By locating all public facilities (roads, buildings, etc.) to minimize impacts on environmental features, when possible.
3. By requiring natural resource features to be accurately depicted on all site plans, certified survey maps, preliminary plats, and final plats.
4. By purchasing or acquiring through conservation easement environmentally important lands, when possible.

Policies and Recommendations:

1. Consider promoting 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. Consider requiring important environmentally sensitive resources to 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 consider working 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.

Objective

1. 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.
2. By preserving wetlands as essential components of the hydrologic system and as valuable wildlife habitat.
3. By continuing to enforce the Village's Wellhead Protection Requirements (Chapter IX) and updating the ordinance, as necessary. Consider developing a long-term plan to account for future wells.
4. By requiring Best Management Practices to control erosion and sedimentation during construction.
5. By discouraging the re-grading of large areas that alter natural topography and drainage patterns.
6. By continuing to protect floodplain areas and natural drainageways from being filled or altered in any way that reduces their function.

Policies and Recommendations:

1. The Village should consider amending its zoning and subdivision regulations as necessary to incorporate low-impact development that:
 - a. Limit total impervious area.
 - b. Minimize site disturbance and soil compaction to preserve natural topography and minimize erosion.
 - c. Ensure sound water quality and run-off controls while minimizing the use of storm drainpipes (this includes allowing, where applicable, the use of rain gardens, permeable pavements, etc.).
 - d. 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
 - e. 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
3. West Salem Stormwater Utility for management of stormwater collection systems.
4. Work with La Crosse County and Wisconsin Department of Natural Resources to protect environmentally sensitive areas such as shorelands, wetlands, surface waters, floodplains, and endangered resources.



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

Objectives

1. By maintaining public access to Lake Neshonoc where environmentally feasible.
2. 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.
3. By promoting the cooperation and coordination of acquisition and development of natural and recreational areas among state and local agencies, individuals, businesses, and foundations.

Policies and 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 current West Salem Outdoor Recreation Plan.
2. Consider working 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

1. 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.
2. By ensuring West Salem’s environmental and aesthetic qualities, including the water quality of Lake Neshonoc, are preserved, or enhanced.
3. By encouraging and assisting the West Salem Historical Society in their mission.

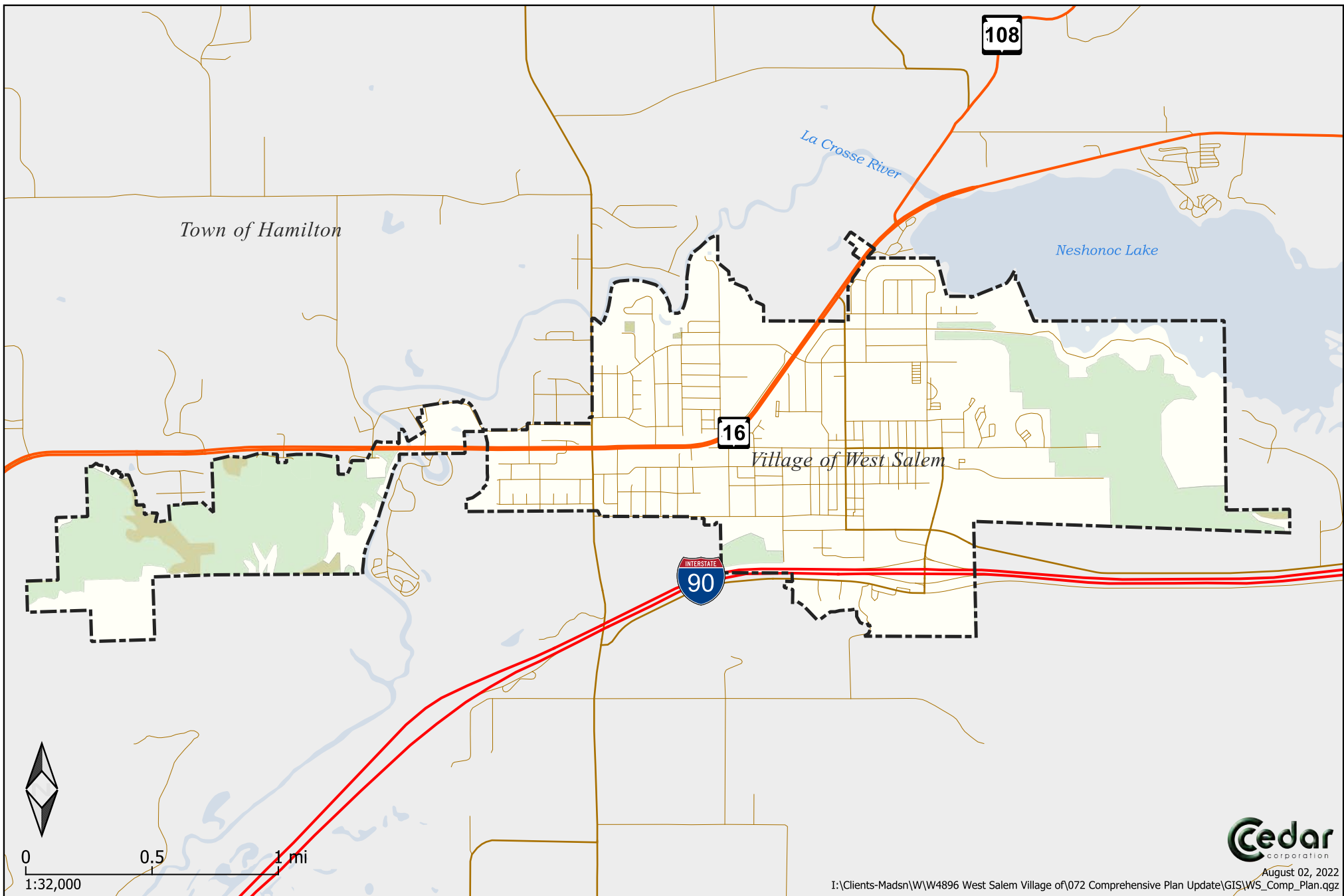
Policies and Recommendations:

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.
- 4. Support community design strategies that enhance the Village of West Salem's aesthetics and identity by continuing to maintain and improve the Village's housing stock and enhance the character of the downtown.



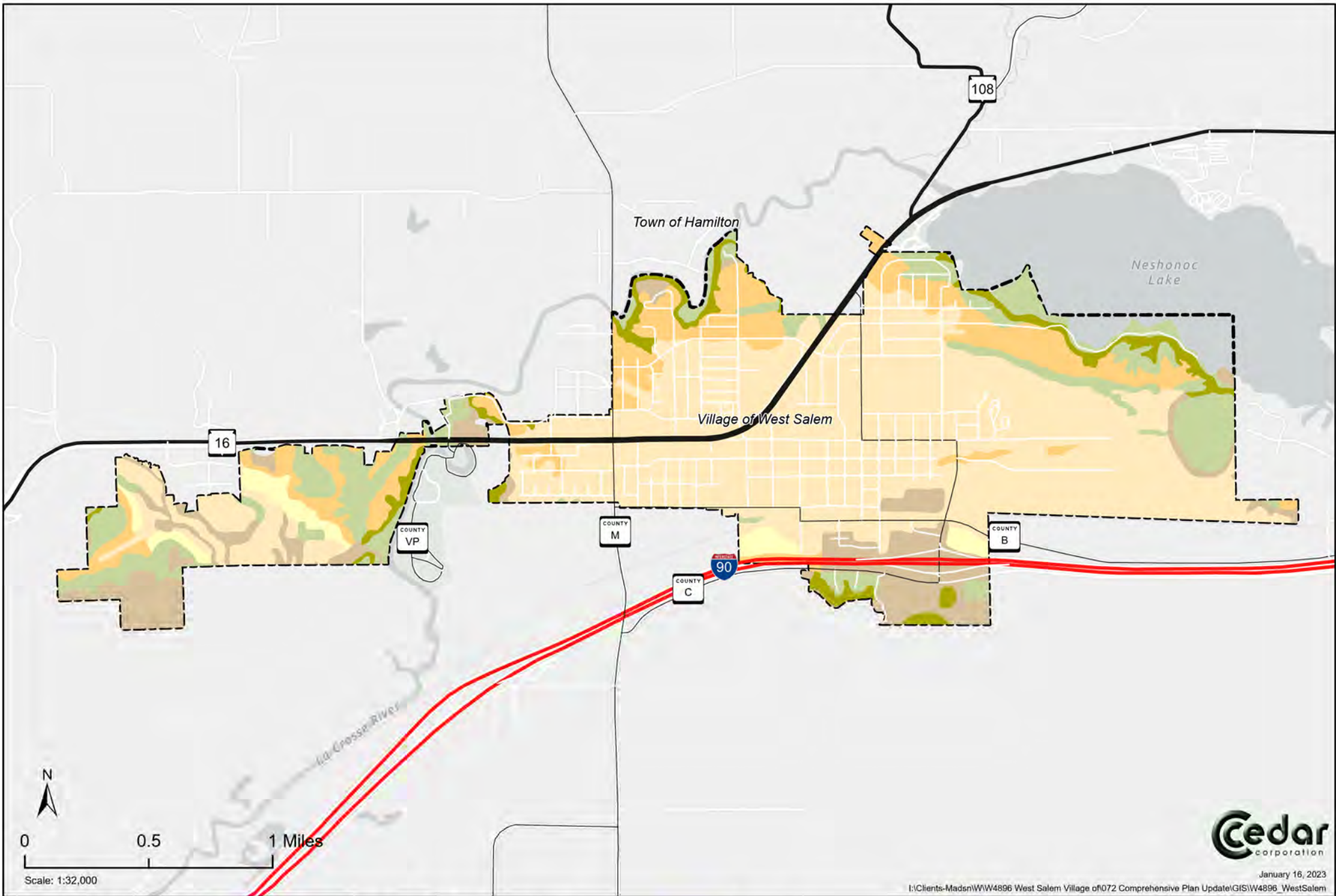


Agricultural Land Use

Village of West Salem
La Crosse County, WI

- Agricultural Activities - Crops, Nurseries, Orchards
- Pasturing, Grazing

Map
5.1



January 16, 2023

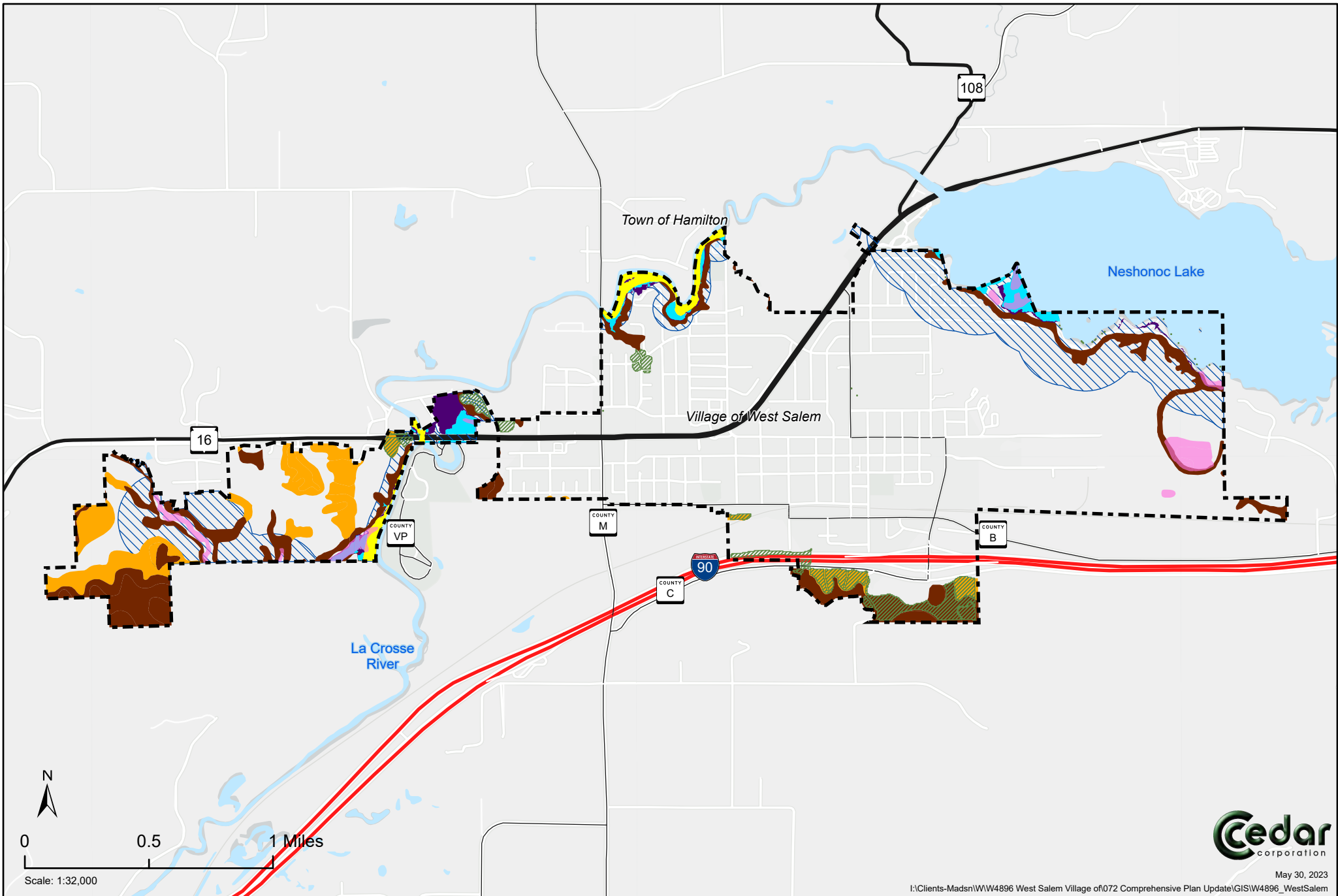
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Soil Classification by Capability

Village of West Salem
La Crosse County, WI

- | | |
|---|---|
| Class I | Class IV |
| Class II | Class VI |
| Class III | Class VII |

Map
5.2











May 30, 2023

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Environmental Features

Village of West Salem

La Crosse County, WI

- | | | |
|---|---|---|
|  La Crosse County Shoreland Zoning |  12-20% Slope |  Regulatory Floodway |
|  Erosion Prone Areas |  20% or Greater Slope |  0.2% Annual Chance Flood Hazard |
|  WI DNR Delineated Wetlands |  1% Annual Chance Flood Hazard | |

Map
5.3

Chapter 6 Economic Development

Background

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 in Table 6.1 below. Just over 40% of the population had an educational attainment including or exceeding a bachelor's degree in 2020 as compared to just 22% in 2000.

Table 6.1: Educational Levels, 2020

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Population 25 Years and Over		3,401	828	1680	76,165
Less than 9th grade	Number	17	4	30	1,361
	Percent	0.5%	0.5%	1.8%	1.8%
9th grade to 12th grade, no diploma	Number	79	11	32	2,238
	Percent	2.3%	1.3%	1.9%	2.9%
High school graduate (includes equiv.)	Number	802	249	428	18,928
	Percent	23.6%	30.1%	25.5%	24.9%
Some college, no degree	Number	628	131	388	16,261
	Percent	18.5%	15.8%	23.1%	21.3%
Associate degree	Number	502	110	136	9,889
	Percent	14.8%	13.3%	8.1%	13.0%
Bachelor's degree	Number	922	243	389	17,223
	Percent	27.1%	29.3%	23.2%	22.6%
Graduate or professional degree	Number	451	80	277	10,265
	Percent	13.3%	9.7%	16.5%	13.5%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Participation in Labor Force

Only 3.3% of residents 16 years and over that are active in the labor force were without a job in 2020. Unemployment rates have likely gone even lower since that time as Wisconsin is at an all-time low for unemployment rates. Over 64% of West Salem's total population was employed during this same period, which is slightly less than the Village's neighboring communities, but slightly higher than the County as a whole.



Table 6.2: Workforce Participation, 2020

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Population 16 Years and Over		3,805	943	1,915	97,389
Civilian Labor Force	Number	2,526	660	1,402	64,101
	Percent	66.4%	70.0%	73.2%	65.8%
Employed	Number	2,443	651	1,370	61,864
	Percent	64.2%	69.0%	71.5%	63.5%
Armed Forces	Number	0	0	4	126
	Percent	0.0%	0.0%	0.2%	0.1%
Not in Labor Force	Number	1,279	283	509	33,162
	Percent	33.6%	30.0%	26.6%	34.1%
Unemployment Rate		3.3%	1.4%	2.3%	3.5%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Employment Statistics

In 2020, the majority of the labor force in the Village derived its income from private companies (77.4%). The figure below outlines the various sources of income by employer type. Government workers accounted for 17.5% of the labor force.

Figure 6.3: Employment by Employer Type, 2020

Location	Private Company	Government	Self-Employed	Unpaid Family Worker
Village of West Salem	77.4%	17.5%	5.2%	0.0%
La Crosse County	83.1%	13.0%	3.8%	0.2%
Wisconsin	82.5%	12.3%	5.1%	0.2%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Table 6.4 below details employment by occupation in 2020 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 50% of the workforce. This is also true for the comparable communities listed, with the exception of La Crosse County.



Table 6.4: Employment by Occupation, 2020

		Village of West Salem	Town of Barre	Town of Hamilton	La Crosse County
Employed Civilian Population 16 Years and Over		2,443	651	1,370	61,864
Management, professional, and related occupations	Number	1,217	300	677	24,315
	Percent	49.8%	46.1%	49.4%	39.3%
Service	Number	287	72	200	10,975
	Percent	11.7%	11.1%	14.6%	17.7%
Sales and Office	Number	514	109	209	13,407
	Percent	21.0%	16.7%	15.3%	21.7%
Agricultural, Farming, Fishing, and Forestry	Number	33	22	29	659
	Percent	1.4%	3.4%	2.1%	1.1%
Construction, Extraction, and Maintenance	Number	106	66	96	3,827
	Percent	4.3%	10.1%	7.0%	6.2%
Production, Transportation, and Material Moving	Number	319	104	188	9,340
	Percent	13.1%	16.0%	13.7%	15.1%

Source: U.S. Bureau of the Census, American Community Survey 2016-2020

Table 6.5 illustrates the average annual wages for persons employed within the Village of West Salem based on industry type in 2021. Overall, the Information and Utilities sectors have the highest average annual wages, while the Accommodations/Food Services and Arts/Entertainment/Recreation industries have the lowest average annual wages.

Table 6.5: Average Annual Wages for Village of West Salem Employees 2021

Industry Sector	Average Annual Wage
Agriculture, Forestry, Fishing and Hunting	\$28,102
Mining, Quarrying, and Oil and Gas Extraction	n/a
Utilities	\$99,932
Construction	\$65,067
Manufacturing	\$54,898
Wholesale Trade	\$66,788
Retail Trade	\$30,239
Transportation and Warehousing	\$60,992
Information	\$87,027
Finance and Insurance	\$66,528
Real Estate and Rental and Leasing	\$45,321
Professional, Scientific, and Technical Services	\$74,690
Management of Companies and Enterprises	\$75,041
Administrative and Support and Waste Management and Remediation Services	\$39,565
Educational Services	\$50,859
Health Care and Social Assistance	\$62,527
Arts, Entertainment, and Recreation	\$23,599
Accommodation and Food Services	\$17,725
Other Services (except Public Administration)	\$34,463
Public Administration	\$52,149

Source: State of Wisconsin Department of Workforce Development, 2022



Economic Base

Table 6.6 lists the top ten industry groups by employment for La Crosse County for 2022 and shows the largest industry falling within the Health Care and Social Assistance category. Manufacturing ranks second in terms of number of employees but is only 6th highest in terms of average annual wage. Accommodation and Food Services ranks fourth in terms of number of employees yet has the lowest average annual wage of just over \$18,000. Table 6.7 lists the top 10 employers in the Village based on the total number of employees.

Table 6.6: Top Industry Groups: La Crosse County

Industry Group	Employees	Average Annual Wage
Health Care and Social Assistance	15,337	\$63,319
Manufacturing	8,322	\$55,587
Retail Trade	7,994	\$30,880
Accommodation and Food Services	5,927	\$18,506
Educational Services	5,111	\$50,071
Finance and Insurance	3,982	\$65,577
Other Services (except Public Administration)	3,603	\$29,429
Transportation and Warehousing	3,365	\$64,704
Construction	3,119	\$63,054
Wholesale Trade	3,017	\$68,077

Source: JobsEQ®, 2022.

Table 6.7: Top Employers in Village of West Salem

Employer	Public/Private	Total Employees
Lakeview Health Center	Private	250-499
School District of West Salem	Public	250-499
Northern Engraving	Private	100-249
Cooperate Education Service Agency	Public	100-249
Mulder Nursing Home	Private	100-249
Village of West Salem	Public	100-249
Brickl Brothers, Inc.	Private	100-249
Morrie's West Salem Chevrolet	Private	50-99
Select Trusses & Lumber	Private	50-99
Kwik Trip	Private	50-99

Source: Wisconsin Dept. of Workforce Development, Wisconomy Data, 2022

Employment Projections

The State of Wisconsin's Department of Workforce Development generates projected employment growth for major occupation categories which correspond to its administrative region. Table 6.8 lists the major occupational categories along with the agency's long-term projections (2018-2028). Based on this information, Computer & Mathematical, Personal Care/Service, and Construction/Extraction occupations are predicted to have the highest growth with double digit percentage increases during this timeframe. Sales and Office/Administrative Support occupations are expected to decline slightly over this period.



Table 6.8: Projected Employment Growth – WDB Western Region, 2018-2028

Occupation	2018 Employment	2028 Employment	Numeric Change	% Change	Total Annual Openings
Management Occupations	9,777	10,382	605	6.2%	940
Business and Financial Operations Occupations	6,023	6,431	408	6.8%	639
Computer and Mathematical Occupations	2,393	2,751	358	15.0%	225
Architecture and Engineering Occupations	1,677	1,785	108	6.4%	150
Life, Physical, and Social Science Occupations	1,268	1,377	109	8.6%	134
Community and Social Service Occupations	2,673	2,870	197	7.4%	319
Legal Occupations	467	498	31	6.6%	37
Education, Training, and Library Occupations	10,331	11,061	730	7.1%	1,086
Arts, Design, Entertainment, Sports, and Media Occupations	2,151	2,222	71	3.3%	252
Healthcare Practitioners and Technical Occupations	11,120	11,910	790	7.1%	723
Healthcare Support Occupations	4,376	4,674	298	6.8%	541
Protective Service Occupations	2,772	2,781	9	0.3%	304
Food Preparation and Serving Related Occupations	13,515	14,239	724	5.4%	2,450
Building and Grounds Cleaning and Maintenance Occupations	4,790	4,904	114	2.4%	645
Personal Care and Service Occupations	6,530	7,189	659	10.1%	1,089
Sales and Related Occupations	13,073	12,913	-160	-1.2%	1,857
Office and Administrative Support Occupations	21,556	21,307	-249	-1.2%	2,504
Farming, Fishing, and Forestry Occupations	2,618	2,826	208	7.9%	463
Construction and Extraction Occupations	6,064	6,808	744	12.3%	784
Installation, Maintenance, and Repair Occupations	7,106	7,613	507	7.1%	764
Production Occupations	17,798	17,797	-1	0.0%	2,109
Transportation and Material Moving Occupations	14,895	16,013	1,118	7.5%	2,004

Source: Wisconsin Workforce Development Board, 2022

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. In terms of labor force, according to the last US Census completed West Salem had almost 64% 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 is 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

Tax Increment Districts (TIDs)

Wisconsin's Tax Incremental Law was created to help cities and villages rehabilitate blighted areas and improve or develop industrial sites. The Tax Incremental Law gives cities and villages the authority, under certain conditions, to designate a specific area within its boundaries as a Tax Incremental Finance District (TID) and requires them to prepare a plan to develop or redevelop the District. Cities or villages then may use all increased property taxes generated by the increased property value generated by such development or redevelopment to pay for eligible costs, which they incur to improve the District. This law assumes that all governmental units that tax properties within the District will eventually benefit from the increased value which will be generated. In the meantime, because it is making the improvements, the municipality that created the District is allowed to retain the increased taxes generated during the existence of the District to pay for the costs of the public improvements. The Village of West Salem has created two TIDs to assist in the development of industrial lands.

TID #1

Tax Incremental District Number One was originally created in 2007, and subsequently amended twice, to facilitate further development of the Lakeview Business Park located north of Interstate 90 and east of Neshonoc Road. The TID includes approximately 220 acres of land. The TID project plan included an extension of both Industrial Drive and Garland Street to the east, as well as the extension of the industrial lead rail line to serve prospective businesses within the park. The project plan also includes a portion of the cost of a Village water reservoir that is vital to the marketability of the land within the district.

TID #2

Tax Incremental District Number Two consists of 338.26 total acres, excluding wetlands, and is located on the eastern side of the Village generally east of CTH C, between Interstate 90 and Neshonoc Lake. TID #2 overlaps TID #1 and includes about 180 acres of TID #1. TID #2 was created in 2021 as a “mixed-use” overlap TID which will support a variety of uses. The Village would like to promote economic development opportunities within this part of the community to increase industrial development, employment, and residential growth. The TID project plan calls for extensions of streets, roadways, and rail spurs, as well as utility installation (sewer/water) and upgrades to the regional stormwater basin.



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 72 records of possible contamination within the Village of West Salem. Of these, only five records remain “Open” as of July, 2022. 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:

- 02-32-547298 165 S MILLS ST, WEST SALEM, WI
- 02-32-556928 136 ELM ST E, WEST SALEM, WI

Economic Development Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Economic Development (CDBG-ED)

CDBG-ED grant funds are awarded to local governments to assist businesses to create or retain jobs for individuals with low and moderate incomes. Examples of eligible projects include: business loans to expand facilities or purchase equipment, specialized employee training, or business infrastructure projects. The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community), which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information, contact the Wisconsin Department of Commerce.

U.S. Department of Agriculture (USDA), Wisconsin Rural Development Programs

The Wisconsin Rural Development Program has many services that are available to rural communities and their residents. Some programs and services available include: community development programs, business and community programs, rural housing and utilities services, and community facility programs. For more information, contact Wisconsin Rural Development or visit the USDA web site at: <https://www.rd.usda.gov/programs-services>.

Wisconsin Housing and Economic Development Authority (WHEDA)

For more than 45 years, WHEDA has worked to provide low-cost financing for housing and small business development in Wisconsin. Since 1972, WHEDA has financed more than 75,000 affordable rental units, helped more than 133,000 families purchase a home and provided more than 29,000 small business and agricultural loan guarantees. WHEDA is a self-supporting public corporation that receives no tax dollars for its operations. For more information on WHEDA programs, visit wheda.com or call 800-334-6873.



Office of Rural Prosperity within the Wisconsin Economic Development Corporation (WEDC)

The program is designed to link resources to rural communities for workforce housing, ag-related business, Agri-tourism and much more. Information can be obtained through the website at: <https://ruralwi.com/>

Wisconsin Rural Partners (WRP)

Since December 1992, WRP has served as Wisconsin's state rural development council (SRDC) through a cooperative agreement with the US Department of Agriculture. WRP initiatives are more far reaching than just housing, but the WRP can provide key resources.

WRP is a neutral, nonprofit organization that brings together a cross section of residents, organizations, and leaders important to rural communities throughout the state. WRP is focused on addressing issues and building collaboration between community, state, federal, nonprofit, and private sector leaders that impact rural communities.

WRP has designed and implemented highly effective programming to identify and address key issues that impact rural life by actively promoting economic, social and community development for rural Wisconsin. WRP is a member of National Rural Development Partnership and Partners for Rural America.

WRP is an active advocate for locally based solutions focused on core issues and opportunities. They encourage private/public partnerships for sustainable rural community development. They foster and celebrate local initiatives and projects that promote stewardship and expansion of community and natural resources including:

- Broadband Access and Adoption
- Community Infrastructure and Systems
- Child and Health Care Access
- Housing Financing and Construction
- Transportation Maintenance, Access and Use
- Agriculture and Natural Resource Use and Conservation

More information can be obtained through the WRP web site at: <https://www.wiruralpartners.org>

Hazardous Substance Funding: Ready for Reuse (RR) Hazardous Substance Funding

The RR Program accepts applications for traditional hazardous substance grants and loans year-round. There is no application deadline. Applicants should first discuss projects with WDNR staff.

An eligible site must meet the federal definition of an eligible brownfield, which is "real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant." Brownfield sites include all "real property," including residential, as well as commercial and industrial properties.

More information can be obtained through the WDNR web site at: <https://dnr.wi.gov/topic/Brownfields/rfHaz.html>



Goals, Objectives, Policies, 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.

Policies are a set of ideas for what to do in certain situations and that the Village agrees is the right approach. 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, policies, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal 1: Encourage the creation of 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:

1. By working with La Crosse County and other area jurisdictions on regional economic development initiatives that benefit the Village and region.
2. By creating an economic development plan for the Village that addresses background data, available sites, incentives, and the Village's overall economic development goals.
3. By identifying properties that are suitable for the expansion of business and industrial parks by conducting a commercial building lands inventory.
4. 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.
5. By encouraging high-technology/clean manufacturing industries to locate in the Village of West Salem to provide improved employment opportunities.

Policies and 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, La Crosse County Community Development, 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. Encourage 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:

- 1. By encouraging reinvestment, redevelopment, and infill development on vacant or underutilized land in the downtown business district.
- 2. By directing retail businesses to established commercial corridors and districts through the use of this comprehensive plan.
- 3. By communicating with business and industry leaders on a regular basis to ensure their needs are being met.
- 4. By striving to promote the Village of West Salem as a friendly place to do business and working to promote tourism-related business development.
- 5. By attracting firms that complement existing industries and increase business for established companies.
- 6. 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.

Policies and 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. Consider maintaining 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. Consider promoting 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. Consider 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.



Chapter 7 Intergovernmental Cooperation

Background

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. There are no existing or identified potential conflicts at this time. A process for resolving conflicts is described below:

- Identify cooperative solutions to manage growth on West Salem's periphery.
- Promote cooperative planning to minimize conflicts in land use, zoning, and character of development adjacent to the Village of West Salem and its neighborhoods.
- Improve communications between Village of West Salem and neighboring governments.
- Explore new opportunities for intergovernmental agreements.

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 2022 population was estimated at 122,126. 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, Envision 2050 which is an update to the County's existing plan. 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 Comprehensive Plan: Envision 2050
- La Crosse County Area Bluffland Plan, 2016
- La Crosse County Outdoor Recreation Plan, 2019-2024
- La Crosse County, Wisconsin Farmland Preservation Plan, 2012
- La Crosse County Land & Water Resource Management Plan, 2020-2029
- Land Division Ordinance
- Zoning Ordinance (for unincorporated areas)



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.

The Village and La Crosse County have recently (January 2023) agreed to cost share a utility study for servicing the remaining County owned property located north of Industrial Drive and south of Neshonoc Lake. This study will define potential infrastructure costs for this area will facilitate future development of this area.

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 plat 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 Service Area

Mississippi River Regional Planning Commission (RPC)

The Village of West Salem is located within the Mississippi River Regional Planning Commission's (MRRPC) service area. 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.
- Serve the seven-county area, including incorporated and unincorporated areas.
- Meet area-wide requirements so local jurisdictions can receive federal grants.
- Provide an organization to receive federal grants.
- The MRRPC also administers the La Crosse County Revolving Loan Fund to provide affordable financing to new business start-ups and business expansions that create jobs and contribute to economic growth in La Crosse County.

La Crosse Area Planning Committee (MPO)

West Salem is a member community of the La Crosse Area Planning Committee (LAPC) which serves as the Metropolitan Planning Organization for federal transportation planning purposes. 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.

State and Federal Agency Jurisdictions

There are many state and federal agencies that affect planning in La Crosse County. The Wisconsin Department of Transportation (WisDOT) 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 (WDNR) also has a prominent role in the County because of the many WDNR-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.

La Crosse Urban Stormwater Education and Outreach Group

The Village has been issued an MS-4 (Municipal Separate Storm Sewer System) permit by the WDNR. One of the requirements of this permit is to have a public outreach/education program for the Village citizens. This is a requirement for other surrounding communities/public entities as well. The other entities include: City of La Crosse, La Crosse County, City of Onalaska, Town of Campbell, Town of Holland, Village of Holmen, Town of Shelby, City of La Crescent, Minnesota. In response to this, the La Crosse Urban Stormwater Education and Outreach Group was formed which in cooperation with every participant generates print media, social posts, newsletters, website information, workshops, signage, radio and television stories concerning stormwater and pollution control. This is an ongoing regional cooperative effort that West Salem is an active participant.



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.

Intergovernmental Cooperation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

UW Stevens Point - Center for Land Use Education (CLUE)

The Center for Land Use Education (CLUE) is a joint venture of the College of Natural Resources at the University of Wisconsin - Stevens Point and the University of Wisconsin - Madison Division of Extension. It is a focal point for land use planning and management education. CLUE specialists and faculty teach students, train local government officials and communities, create a variety of publications and conduct research focused on planning and zoning issues.

CLUE specialists, with input from partners, create learning opportunities for communities. By providing up-to-date, comprehensive training on planning and zoning tailored to address specific local needs, CLUE specialist are able to assist towns, villages, cities and counties in making sound land use decisions.

Mississippi River Regional Planning Commission (MRRPC)

The Mississippi River Regional Planning Commission is the regional planning organization serving West Central Wisconsin. As such, they are accountable to local government members, and serve as effective partners for state and federal governments. They can assist member communities with demographic information, grant writing/administration, planning reports and specialized studies.

Goals, Objectives, Policies, 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.

Policies are a set of ideas for what to do in certain situations and that the Village agrees is the right approach. 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, policies, and recommendations were jointly developed by the Village of West Salem Plan Commission and its consultants.

Goal 1: The Village will maintain good relationships with governmental units in and around the region.

Objective:

1. 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.
2. To communicate with surrounding towns and municipalities on issues of annexation, extraterritorial jurisdiction, road plowing, and other intergovernmental efforts.
3. To identify properties that are suitable for the expansion or growth to the Village.

Policies and Recommendations:

1. Collaborate with the City of Onalaska, Town of Barre, Town of Onalaska, Town of Hamilton, Village of Bangor, Town of Bangor, and La Crosse County on development related uses and consider developing 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.
4. Work with La Crosse County on developing plans and studies to develop TID #2 and other areas of the Village of mutual interest.
5. Consider participating in regular meetings with adjacent municipalities. Identify conflicts with the surrounding communities and work with the communities and La Crosse County as needed to resolve these conflicts.

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

Objectives:

1. 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).
2. To work with regional municipalities to discuss long-term acquisition, or facilities extension, of municipal services including water and sewer.
3. By considering boundary agreements.



Policies and Recommendations:

1. Consider developing an intergovernmental agreement with the Town of Hamilton to address issues such as:
 - a. The boundaries for which the agreement will be implemented 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 plat 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:
 - a. 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.
 - b. To provide for appropriate and cost effective municipal services within the growth area.
 - c. To provide a forum and mechanism to discuss boundary issues between the Village and City.
 - d. 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.
 - e. 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.



- f. To promote and jointly plan orderly highway improvements.
 - g. Identify a formal method for conflict resolution.
- 3. Collaborate with La Crosse County in the implementation of development plans for the County Farm.

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

Objectives:

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

Policies and 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:

- 1. By identifying opportunities to jointly provide expanded or new services such as additional recreational programs or parks facilities with neighboring communities. By collectively protecting environmental resources and enhancing transportation access.
- 2. By working together to create a coordinated growth and development strategy for the region.
- 3. By jointly pursuing economic development initiatives including the promotion and enhancement of West Salem.

Policies and Recommendations:

- 1. Encourage regional economic development efforts that are consistent with the Village's vision and goals.
- 2. Collaborate with surrounding jurisdictions to provide affordable housing for the existing and growing population on a regional basis.



3. Consider involving 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.



Chapter 8 Land Use

Background

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 (8.3).

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

Existing Conditions

Existing Land Use Patterns

The Village of West Salem has over 2,178 acres of land within its jurisdiction. The greatest percentage of land is currently classified as “residential” use with 23.9% (520.6 acres). Agricultural, with 499.6 acres (22.9%), institutional land uses, with 310.5 acres (14.2%), and rights of way, with 292.8 acres (13.4%) are the next most common uses within the Village. Commercial land uses comprise 169.4 acres (7.8%), while Industrial uses account for 126.1 acres (5.8%). See Table 8.1 and Map 8.1 for summaries of the 2022 existing land uses within the Village and where they are located.

Table 8.1: Existing Land Use, Village of West Salem, 2022

Village of West Salem		
Land Use Type	Number of Acres	Percent of Total
Residential	520.6	23.9%
Commercial	169.4	7.8%
Industrial	126.1	5.8%
Institutional	310.4	14.2%
Agricultural	499.6	22.9%
Conservation	4.0	0.2%
Forest	206.3	9.5%
ROW	292.8	13.4%
Water	49.3	2.3%
TOTAL	2178.4	100%

Source: La Crosse County and Cedar Corporation, 2022.

Residential Densities

In 2022, the Village of West Salem had an average density of 1,595 people per square mile. Within the Village there were 647 housing units per square mile. West Salem has a population and household density that is far greater than either the Town of Barre or Town of Hamilton. Towns will generally have a lower density than a village. Higher 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, 2020

	Population	Housing Units	Area in Square Miles			Density (Sq. Mi of Land Area)	
			Total Area	Water Area	Land Area	Population	Housing Units
West Salem Village	5,045	2,048	3.28	0.12	3.16	1,595.3	647.6

Source: U.S. Bureau of the Census, 2020 / Cedar Corp. 2022.

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 (8.2), properties in Business (B) or Industrial (I) zoning comprise 546 acres. Removing the water and ROW from the equation, this accounts for 30.2% of the total land area (546/1,806). This does not include the land under County zoning, some of which is suited for industrial development. While this percentage of business and industrial land and land suitable for industrial 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. The demand for residential land in the Village and region continues to grow. An analysis of household growth over the past few decades reveals an approximate 7% increase every decade between 2000 and 2020 (Table 8.3). This analysis shows there is a relatively high demand for residential land based on past performance.

Table 8.3: Household Growth (Decennial Analysis) 2000-2020

	Number of Households 2000	Number of Households 2010	Number of Households 2020	% Change 2000-2010	% Change 2010-2020
V. West Salem	1,706	1,831	2,041	7.3%	7.2%

Source: US Census Bureau, 2000, 2010, and 2020.

Land Prices

According to the Wisconsin Department of Revenue, in 2021 the total assessed value for all real property in the Village of West Salem was \$433,753,500. Nearly \$300 million of this (or 68%) is attributed to residential property values. Industrial land is typically selling for \$30,000/acre. Residential land sales in the past two years show 1/4 – 1/3 acre sales price between \$33,000 - \$55,000. Current commercial listings show the land prices around \$100,000 per acre.

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 new 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.



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 209 acres for new development (Table 8.4) over the next twenty years (including institutional and rights-of-way uses). It is estimated that most of the acreage needed for development will come from existing land within village boundaries. Therefore, a portion of the growth over the next 20 years may need to be accommodated in extraterritorial areas outside the current boundaries. Likely, new development on the scale forecasted may 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 79.1 acres of land. The Lakeview Business Park consists of approximately 158 acres of room for industrial development with additional acreage to the north that is suitable for residential development. This is part of a new mixed-use TIF District (#2) and new industrial development will likely happen faster than Table 8.4 illustrates. The Village is working on developing an engineering study on how infrastructure can be efficiently phased in the business park. A preferred land use plan will be included in the study and should be reviewed when considering rezonings in the business park.

Table 8.4: Generalized Land Use Projections (Acres)

Land Use Type	2022 Acres	Percent of Total	Ratio of Total Population / Land Use (2020)	Projected 2042 Acreage*	Change in Acres (2040-2021)	Acres per Year	Acres per 5 Years
Residential	535.6	24.6%	0.11	614.7	79.1	4.0	19.8
Commercial	154.4	7.1%	0.03	177.2	22.8	1.1	5.7
Industrial	126.1	5.8%	0.02	144.7	18.6	0.9	4.7
Institutional (incl. recreation)	310.4	14.2%	0.06	356.2	45.8	2.3	11.5
Transportation	292.8	13.4%	0.06	336.0	43.2	2.2	10.8
Conservation	4.0	0.2%	0.00	4.0	0.0	0.0	0.0
Agriculture	499.6	22.9%	0.00				
Woodland	292.8	13.4%	0.06				
Water	49.3	2.3%	0.01				
Total	2178.4	100%	0.43	1,632.9	209.6	10.5	52.4

Source: La Crosse County, 2022 and Cedar Corporation, 2022

* Based on peak 2040 population of 5,790

The calculations are based on the following sources and assumptions:

1. State of Wisconsin- DOA Population and Household Growth Projections
2. Residential density is based on number of housing units per acre using the 2022 land use inventory.
3. Commercial and industrial uses are based on their 2022 ratio of land use type to residential development.
4. Half of the new development will take place within the existing Village limits.
5. Agriculture and woodlands land use are the likely source for new development within the Village and have been reduced using the same ratio they exist today.



Future Land Use Districts

The following land use categories are included in the Village of West Salem Future Land Use Map (8.3). The district boundaries on the map are not intended to be parcel based, but merely a guide as to the general uses desired in a given area. A description of each category is provided below. Natural limitations for building site development are shown on the Environmental Features Map 5.3 which identifies steep slopes, surface waters, wetland areas, and floodplains.

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 and Village limits shall be connected to municipal sewer and water service, and all housing units must have street frontage, as required by Village Ordinances.

Recent “green developments” in other urban residential districts which could be considered and approved as single structure condominiums are attractive to residents who want to minimize lawn care and snow shoveling. Densities of 5 to 6 dwelling units per acre are typical for these development types.

Multifamily residential development is currently only allowed as a conditional use in the commercial zoning district. The Comprehensive Plan will likely need to be amended to allow multifamily development outside of the mixed-use district for development greater than 6 units per acre.

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 downtown areas. 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, including multifamily, commercial, industrial, office, institutional, or other uses.

Growth Areas (Service Area)

The major growth areas in the Village are located on the La Crosse County owned property on the east side of the Village (residential and business) and on the west side of the Village on lands (privately owned west of the La Crosse River) which were annexed into the Village in the 2008/2009 time period.

Service area boundaries for public utilities will expand with annexations as identified on the Future Land Use Map (8.3). 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.

There are currently no plans to change the service area boundaries for community facilities in the near future. Map 4.2 in the Utilities and Community Facilities chapter shows the Village of West Salem School district.

Land Use Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

UW Stevens Point - Center for Land Use Education (CLUE)

The Center for Land Use Education (CLUE) is a joint venture of the College of Natural Resources at the University of Wisconsin - Stevens Point and the University of Wisconsin - Madison Division of Extension. It is a focal point for land use planning and management education. CLUE specialists and faculty teach students, train local government



officials and communities, create a variety of publications and conduct research focused on planning and zoning issues.

CLUE specialists, with input from partners, create learning opportunities for communities. By providing up-to-date, comprehensive training on planning and zoning tailored to address specific local needs, CLUE specialists are able to assist towns, villages, cities and counties in making sound land use decisions.

Mississippi River Regional Planning Commission (MRRPC)

The Mississippi River Regional Planning Commission is the regional planning organization serving West Central Wisconsin. As such, they are accountable to local government members, and serve as effective partners for state and federal governments. They can assist member communities with demographic information, grant writing/administration, planning reports and specialized studies.

Wisconsin Department of Natural Resources (WDNR) Programs

Wisconsin Forest Landowner Grant Program

The Wisconsin Forest Landowner Grant Program, administered by the Wisconsin Department of Natural Resources, is designed to assist private landowners in protecting and enhancing their forested lands, prairies, and waters. Qualified landowners can be reimbursed up to 65% of the cost of eligible practices. A practice must be identified in the landowners Forest Stewardship Plan (except if applying for plan development) to be eligible for cost sharing. The minimum grant amount is \$100 per landowner per year, and the maximum grant amount is \$10,000 per landowner per year. Landowners are required to contact their WDNR forester for guidance prior to completing the application and written approval must be obtained before beginning a practice. More information is available at: <http://dnr.wi.gov/aid/forestlandowner.html>.

Managed Forest Law

The Managed Forest Law, administered by the Wisconsin Department of Natural Resources, is a landowner incentive program designed to encourage sustainable forestry on private woodlands in Wisconsin. The law, through a written forest management plan, couples landowner objectives and timber harvesting, wildlife management, water quality and recreation to maintain a healthy and productive forest. Numerous changes were made to this law by the 2015 Wisconsin Act 358. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/mfl/>

Surface Water Grants

Surface Water Grants include Lake Management Planning, Lake Protection & Classification, River Protection, River Planning and Aquatic Invasive Species Control are available from the WDNR. Deadlines vary from December 1st for Planning Grants, February 1st for Management Grants to year-round for Aquatic Invasive Species (AIS) Prevention and Control Grants. More information is available at: <http://dnr.wi.gov/Aid/SurfaceWater.html>.

Knowles-Nelson Stewardship Local Assistance Grant Programs

The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Four (4) Stewardship grant programs are available: Acquisition and Development of Local Parks (ADLP), Urban Green Space (UGS) grants, Urban Rivers (UR) grants, and Acquisition of Development Rights (ADR). The program offers a 50



percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <https://dnr.wi.gov/topic/stewardship/grants/>

Goals, Objectives, Policies, 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.

Policies are a set of ideas for what to do in certain situations and that the Village agrees is the right approach. 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, policies, 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 1: Implement and maintain a land use plan and map that reflects current community values and provides for future expansion.

Objectives

1. By making land use decisions based on the Future Land Use Plan and Map.
2. 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.
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.

Policies and Recommendations:

1. Review this plan and corresponding actions and 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. By maintaining an adaptive Plan that responds to new priorities over time.
4. By ensuring consistency between planning initiatives and implementation tools.
5. Utilize preferred land use plan that is part of the Lakeview Business Park Engineering Study for guidance on future land use decisions in the Lakeview Business Park.



6. Utilize the Future Land Use Map as a general guide on land use decisions. This map is intended to be generalized to allow the boundaries of the land use categories to be flexible and to allow for land use decisions to be made on a case-by-case basis. Land use decisions should match the general intent of the map, but the map should not be used to cause hardships for existing development or be used as a basis to devalue property.

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

Objective

1. 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.
2. By encouraging a mix of businesses downtown.
3. By promoting infill and redevelopment downtown.
4. By ensuring the transportation system is adequately designed to serve the downtown. This includes bicycle compatibility and viable vehicular parking opportunities.
5. By ensuring that new development is well designed, high quality (materials), pedestrian and handicapped-oriented, and environmentally friendly.

Policies and Recommendations:

1. Consider developing 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.
3. Consider establishing and promoting available programming for façade renovation, business start-up, and business expansion.
4. Support efforts to develop programming and marketing with the West Salem Business Association to promote the entire West Salem area.
5. Collaborate with developers to publicly acquire blighted or abandoned properties for redevelopment.
6. 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.



7. Maintain crosswalk striping, pedestrian signage, and pedestrian barriers, such as trees, along downtown corridors to enhance the walkability of the district.
8. 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

1. By enhancing and linking commercial/industrial districts to support existing and future neighborhoods. Include connections to the La Crosse River State Trail.
2. By allowing strip commercial development only when it includes multi-modal accommodations or connects to the Village's existing multi-modal network.
3. By capitalizing on opportunities for infill and redevelopment along existing commercial corridors.
4. By encouraging higher density housing to be located near major transportation corridors and ensuring an interconnectedness of multimodal opportunities.

Policies and 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

1. 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.



2. By establishing and implementing growth management strategies to preserve community character while utilizing land as efficiently as possible and protecting environmentally sensitive areas.
3. 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.
4. By promoting compatible infill development and redevelopment throughout the Village and particularly along commercial corridors.
5. By establishing mixed use districts to provide a variety of complementary uses within existing neighborhoods of distinct land use.

Policies and Recommendations:

1. Consider requiring the submission of neighborhood plans for new development.
2. Consider supporting continued efforts 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. Consider modifying 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.

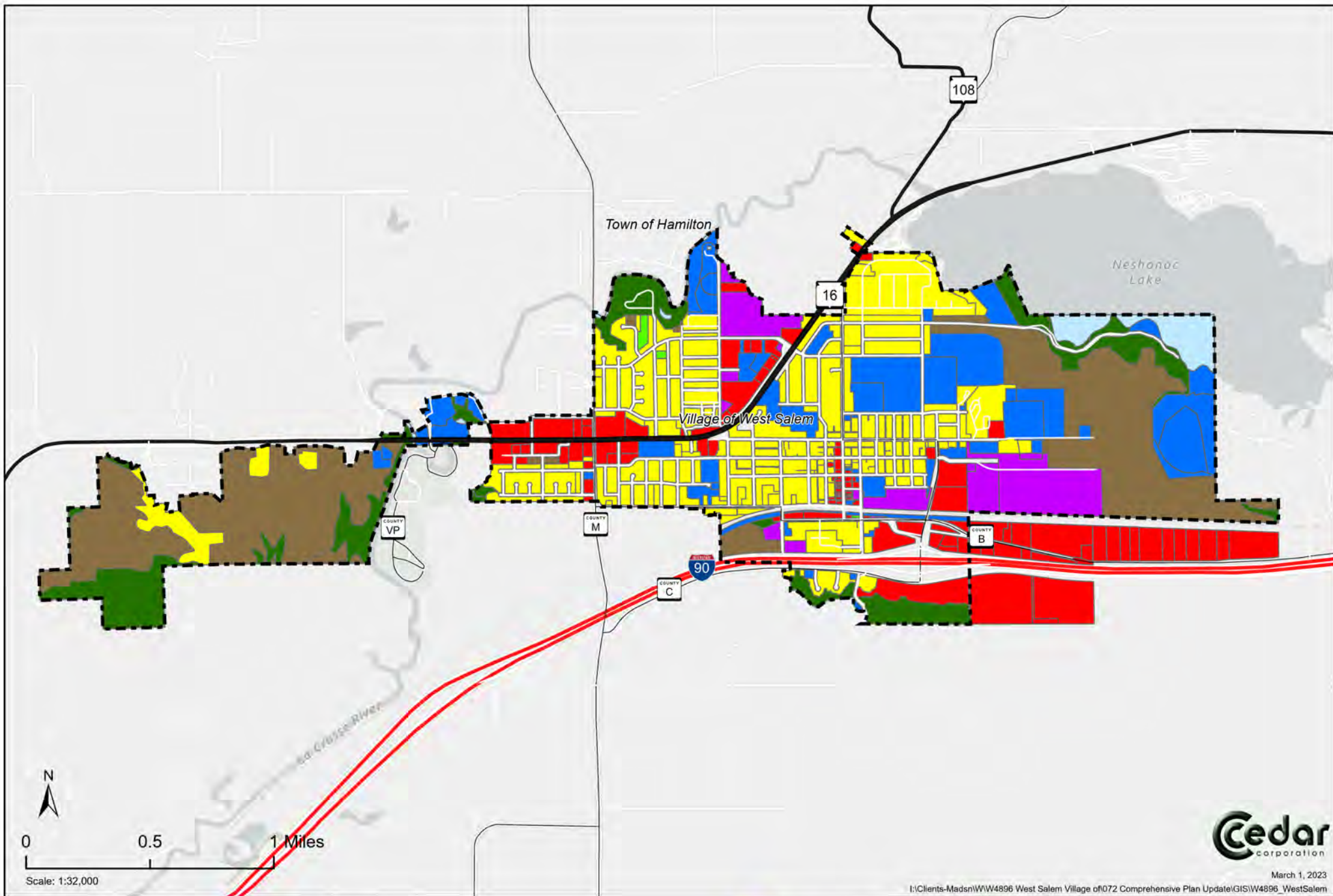
Objectives

1. By encouraging plans and regulations that facilitate quality design.
2. By encouraging public improvements (e.g., signs, streets, buildings) that incorporate attractive physical features in highly visible locations.
3. By encouraging community gateways that are welcoming and attractive.
4. By maintaining the character and quality of existing neighborhoods.



Policies and Recommendations:

1. Consider performing 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 considered to formalize the design intent for each neighborhood or place.
2. Consider developing a public engagement process for major public works project. Utilize techniques that elicit response and realistic opportunities for community input prior to the design or repair of major 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. Consider developing 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).



March 1, 2023

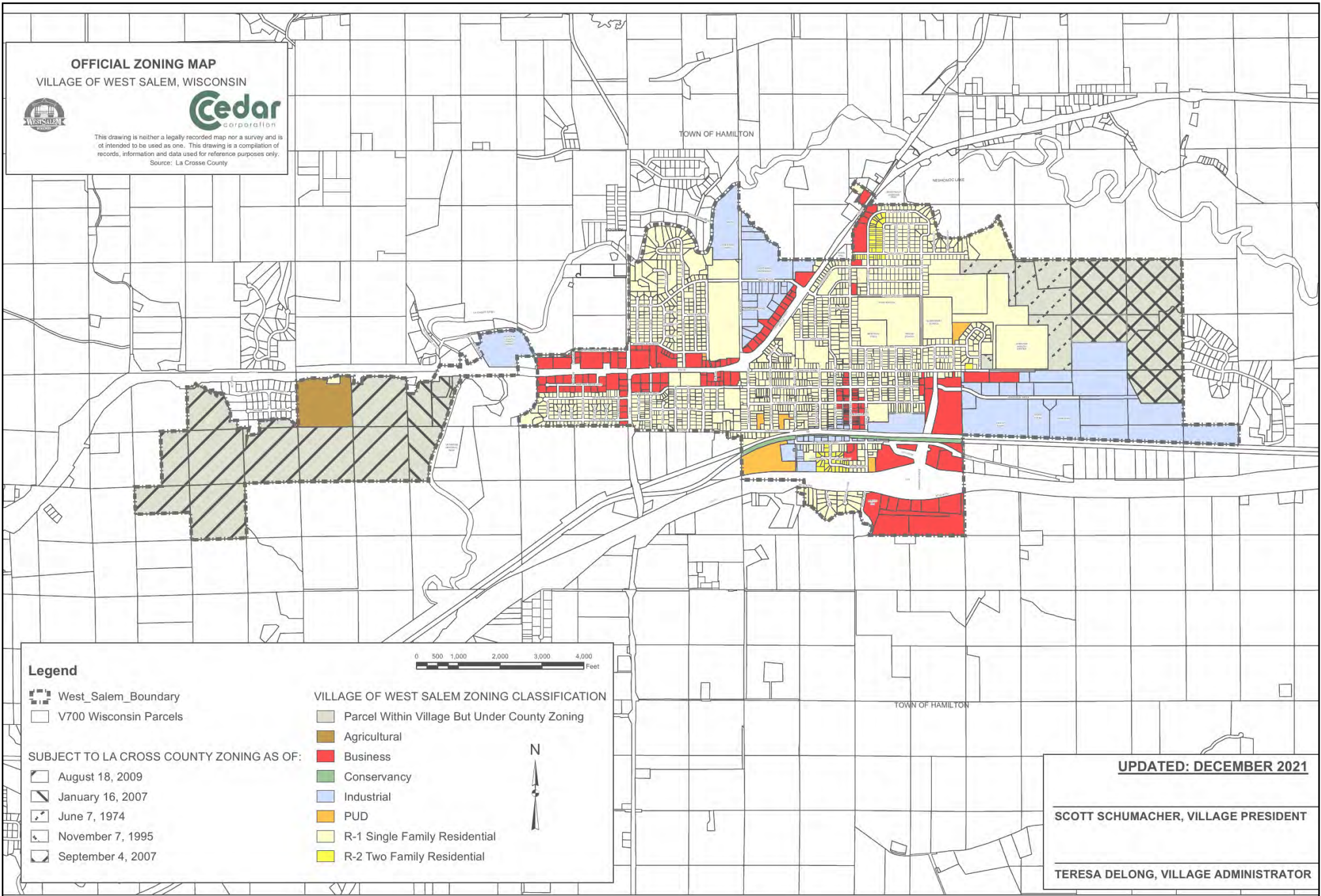
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Existing Land Use

Village of West Salem
La Crosse County, WI

- | | |
|--|---|
| Residential | Forest |
| Commercial | Conservation |
| Industrial | Agricultural |
| Institutional | Water |

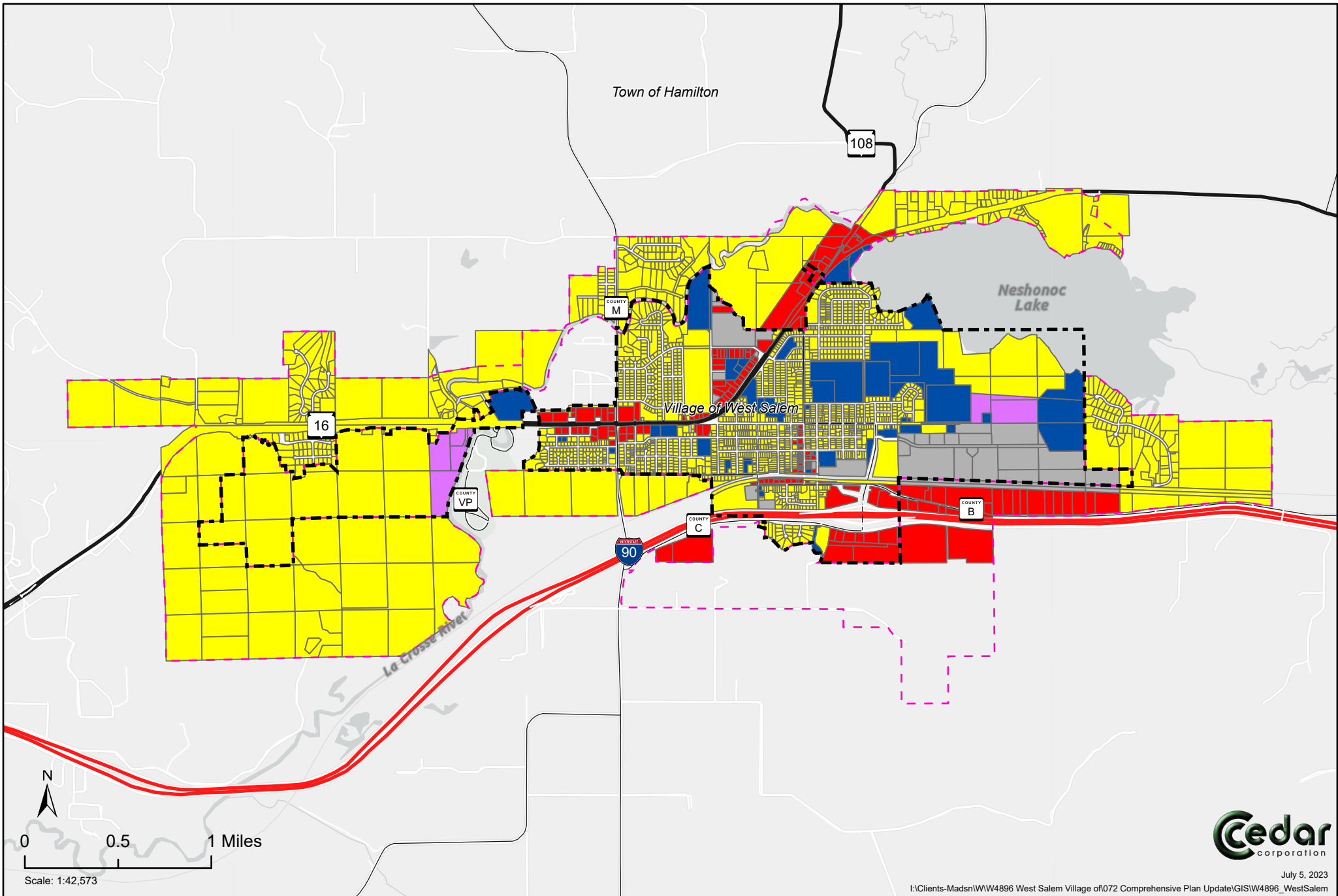
Map
8.1



Current Zoning

Village of West Salem
La Crosse County, WI

Map
8.2



Future Land Use

Village of West Salem

La Crosse County, WI

- | | |
|---|--|
| Urban Residential (1-6 du/ac) | Public/Community Facility |
| Commercial | Mixed Use |
| Industrial | Municipal Boundary |
| Conservation Design Subdivision | Growth Area |

Map
8.3

Chapter 9 Implementation

Background

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.

Implementation Tools

Implementation Tools include the rules, policies, programs, 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.

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.

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, plus three overlay districts. To implement the Future Land Use Plan (Map 8.0) the Planned Unit Development “PUD” or the Traditional Neighborhood Development “TND” districts 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 monitoring the implementation of the districts as new development occurs. The Plan Commission may also want to explore developing additional design standards to increase pedestrian travel, enhance civic spaces, or promote façade treatments of certain zoning districts. The Village should consider updating the zoning ordinance to implement the Comprehensive Plan and ensure any changes to the zoning ordinance are consistent with the Comprehensive Plan.

Official Map

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.

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. Review sign code provisions to ensure they meet the Reed v. Town of Gilbert Supreme Court decision standards of being content neutral and consider removing the sign code provisions from the zoning code.

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.

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. The Village currently has three overlay districts: Historic Preservation District, Conservation Design Subdivision District, and Traditional Neighborhood Development District.

Action:

Maintain overlay district standards. Review active overlay districts periodically and consider amendments as needed.

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 limits as part of Chapter VII.

Action:

West Salem continues to require builders to follow State and Uniform Dwelling Code (UDC) building codes for all structures built within the jurisdiction. Ensure Chapter VII remains consistent with the State building code requirements. Continue to maintain and enforce the property maintenance standards in Chapter VII.

Commercial Code

The Village of West Salem Building Code adopted Chapters of the Wisconsin Administrative Code and Wisconsin Statutes, as well as all subsequent revisions, including SPS 361-366, the Commercial Building Code.

Action:

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

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 usable 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.

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, most recently in April of 2021. 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 any potential boundary agreements. Ostensibly, this ordinance will be used to approve plats and



regulate development within the West Salem extraterritorial plat approval jurisdiction (within 1.5 miles of the Village's corporate limits).

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.

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.

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.

Capital Improvement Plan

The Village of West Salem Building Code adopted Chapters of the Wisconsin Administrative Code and Wisconsin Statutes, as well as all subsequent revisions, including SPS 361-366, the Commercial Building Code. 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 has a 5-year Capital Improvement Program (CIP) in place.

Action:

Update the 5-year CIP plan on an annual basis with regular budget review. Consider including non-street related public facilities needs such as facilities, parks, and staffing. Consider developing a long-term staffing plan to ensure sufficient delivery of programs and services.

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.

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 plat reviews and approvals, equipment sharing, and other practices. Because the extraterritorial areas for the Village of West Salem and City of Onalaska and Village of Bangor abut, there may be a need to include multiple jurisdictions in boundary agreement discussions.

Action:

Consider working 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 boundary agreements and land use and zoning regulations.

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:

Consider updating impact fee ordinance to include other public facilities, as necessary. Quantify these fees in a Public Facilities Needs Assessment prior to adoption.

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. The Village has a TND ordinance in place.

Action:

Monitor any new projects that are developed under the TND ordinance to ensure the ordinance is effective and meeting the desires of the community.

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.

To make sure that this Comprehensive Plan will continue to provide useful guidance regarding development within the Village, the Village of West Salem Plan Commission should periodically review and amend the Plan to ensure that it remains current and is a reflection of the current philosophy of the Village Board. Additionally, the Plan Commission and Village Board should consult the Comprehensive Plan when making changes to the Zoning Map and Code and Land Division Ordinance.

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.

Plan Adoption, Monitoring, Amendments and Update

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.

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 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.



Plan Amendments

The Village of West Salem Comprehensive Plan 2045 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.

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.

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 9.1: 5-Year Action Plan

Action	Responsible Party	Schedule
1. Explore developing additional design standards to increase pedestrian travel, enhance civic spaces, or promote façade treatments of certain zoning districts.	Plan Commission	
2. Consider updating the zoning ordinance to implement the Comprehensive Plan and ensure any changes to the zoning ordinance are consistent with the Comprehensive Plan.	Plan Commission; Village Board	
3. Continue to update the official map at which time changes in the extraterritorial area require long-term infrastructure planning for future annexation and develop an official map within the extraterritorial area delineated as “Growth Areas” on the Future Land Use map.	Plan Commission; Village Board	
4. Monitor community desire for increased standards as determined through complaint or request basis and review sign code provisions to ensure they meet the Reed v. Town of Gilbert Supreme Court decision standards of being content neutral and consider removing the sign code provisions from the zoning code.	Plan Commission	
5. Maintain the Five-Year Capital Improvement Program Plan each year and include other public facilities, equipment, and staffing.	Village Board	
6. Enhance intergovernmental relations with the Village of Bangor and Town of Bangor, especially where extraterritorial areas abut.	Plan Commission; Village Board	

Source: Village of West Salem; Cedar Corporation

Appendix A

Public Participation Plan

PLANNING COMMISSION

RESOLUTION 1.22

ADOPTING AN UPDATED PUBLIC PARTICIPATION PLAN FOR THE 2022-2042 COMPREHENSIVE PLAN UPDATE FOR THE VILLAGE OF WEST SALEM, WISCONSIN

PURPOSE

In an effort to address the guidelines for adopting comprehensive plans under the Smart Growth Legislation, the Village of West Salem has drafted this public participation plan. While no specific dates are given in this plan, the document serves as a general guideline on what groups will be utilized during the plan's preparation, which hearings will be held, and the procedures for submitting written and oral comments. This Public Participation Plan will be forwarded to the Village Board via the Planning Commission for approval and revisions, as necessary.

Comments and questions regarding the Comprehensive Plan Update can be submitted or forwarded to Village Administrator, Teresa L. DeLong at (608) 786-1858 or by email at tdelong@westsalemwi.gov.

PUBLIC PARTICIPATION PROCESS

Wisconsin State Statutes 66.1001 (4) outlines the procedures for adopting a comprehensive plan. As such, a local governmental unit shall comply with all of the following before its comprehensive plan may take effect:

“(a) The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”

The following represents the approaches the Village may take to inform and involve the public:

- Public hearings
- Village's website
- Public Open House meetings
- Public Plan Commission meetings
- Media and press releases
- One-on-one meetings with government and public service officials,
- Intergovernmental correspondence with area municipalities, La Crosse County and State agencies
- Recent feedback from past/ongoing planning projects.

Each of these public engagement opportunities are discussed in more detail below, and where required meetings will be properly posted and noticed.

Public Hearings

One public hearing will be held by the Planning Commission once a draft comprehensive plan is prepared and available. The public hearing will be announced through a published 30-day Class 1 notice, as well as being posted on the Village's website (<https://www.westsalemwi.com/>). All public hearings will be open to the public and written and oral testimony will be taken. The public notice shall at minimum state the:

- Date, time, and place of the hearing;
- Provide a summary, which may include a map, of the proposed comprehensive plan update or amendment to the plan;
- The name of an individual employed by the Village who may provide additional information regarding the proposed plan and ordinance; and
- Information relating to where and when the proposed comprehensive plan update or amendment to such plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained.

Minutes will be kept by recording secretary and filed with the Village Administrator. If persons planning on attending the public hearings or any other meeting associated with this planning process have specialized needs (language interpreter, handicap accessibility, etc.), please call Village Administrator, Teresa DeLong at (608) 786-1858 with any questions regarding accommodations.

Village's Website

Information will be provided through the Village's website at <https://www.westsalemwi.com/>. Information will include meeting and hearing notices and summaries, maps, and drafts of chapters of the Comprehensive Plan document as they are prepared

Public Open House Meetings

In addition to public hearings, public open house meetings may be held to solicit additional input from the general citizenship and to provide information on the planning project. If held, a draft of the plan, including maps would be available for viewing as well as being posted on the Village's website. At all of these meetings, participants would be able to submit written comments regarding the proposed comprehensive plan.

Planning Commission Meetings

The Village's Planning Commission shall oversee the process associated with the Comprehensive Plan Update. All meetings will be open to the public and notices will be posted at the Village Hall and on the Village's internet site. A public comment opportunity shall be placed on each meeting agenda, and the Chair shall have the discretion to allow for further public comments and discussion during the Comprehensive Plan Update agenda item. Attendance and minutes will be taken for these meetings. The minutes will be posted on the Village's internet site and will be available at the Village Hall by contacting the Village Administrator.

Media and Press Releases

In addition to required notices being published in the newspaper, it is anticipated that the media will play an active role in the public awareness process. This may occur in the form of newspaper articles or interviews with the Village Administrator or project's consultant on the status of the project.

One-on-One meetings with Government and Public Service Officials

In addition to various government and public service officials and staff serving the Village of West Salem, meetings may be held with other individuals to gather in-depth recommendations and comments. This may include community leaders, public officials, and agency directors.

Recent Feedback from Past/Ongoing Planning Projects

The Village also intends on utilizing any public input which was/has/will be generated from recent and/or ongoing planning studies.

Intergovernmental Correspondence

Village outreach to adjacent units of government and other overlying governmental jurisdictions such as school districts and sanitary districts, and potentially impacted state agencies such as the Wisconsin Department of Natural Resources and Wisconsin Department of Transportation will occur. Meetings may occur with elected officials and staff from adjacent municipalities as needed.

PLAN ADOPTION

The Planning Commission will hold a public hearing using proper statutory procedures. The plan update that is recommended by the Planning Commission will not take effect until the Village Board enacts an ordinance that adopts the plan. The Planning Commission may recommend the adoption or amendment of the comprehensive plan update only by adopting a resolution by the majority vote of the entire Planning Commission. Their vote will be recorded in their official minutes. The recommended plan shall be adopted by the Village Board by ordinance which can only be enacted by a majority vote of the Board. The adopted ordinance, or summary thereof, shall be enacted upon publication.

Upon adoption, a copy of the comprehensive plan update shall be sent to the governmental bodies located in whole or in part within the boundaries of the Village, the Administrator of every local governmental unit that is adjacent to the Village, La Crosse County, the Wisconsin Department of Administration, the Mississippi River Regional Planning Commission, and the local public library.

DATED and ADOPTED by the Planning Commission this 10th day of August, 2022.



Scott Schumacher, Chair, Planning Commission



Teresa L. DeLong, Village Administrator/Clerk-Treasurer

Appendix B

Plan Commission Resolution

PLANNING COMMISSION RESOLUTION NO. 2.23

RESOLUTION OF THE PLANNING COMMISSION RECOMMENDING ADOPTION OF THE “VILLAGE OF WEST SALEM COMPREHENSIVE PLAN 2023-2043” UPDATE

WHEREAS, Wisconsin’s comprehensive planning law, set forth in Section 66.1001 of Wisconsin Statutes, requires County and local governments that enforce general zoning, shoreland zoning, subdivision, or official mapping ordinances to adopt a comprehensive plan by January 1, 2010; and

WHEREAS, the Village of West Salem is authorized to prepare, amend, and adopt a comprehensive plan as defined in Sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Village of West Salem Comprehensive Plan update contains graphs, tables, and charts related to demographic and U.S. Census data and maps all of the elements specified in section 66.1001(2) of the Wisconsin Statutes; and

WHEREAS, the Village of West Salem has developed a comprehensive plan update that contains all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes has been prepared as shown on Exhibit A; and

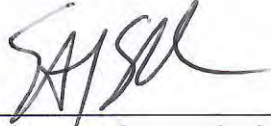
WHEREAS, throughout the development of the Comprehensive Plan, the Village has solicited public input consistent with its adopted Public Participation Plan to ensure the public had ample opportunity for involvement in the development of the comprehensive plan amendment; and

WHEREAS, the Village of West Salem had duly noticed a public hearing on the Village of West Salem Comprehensive Plan 2023-2043 before the Planning Commission, in accordance with Section 66.1001(4)(d) of Wisconsin State Statutes.

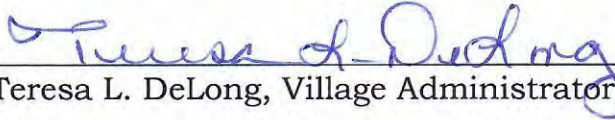
NOW, THEREFORE, BE IT RESOLVED, that pursuant to Section 66.1001(4)(b) of the Wisconsin Statutes, the Village of West Salem Planning Commission hereby recommends approval of the Village of West Salem

Comprehensive Plan 2023-2043 to the Village Board of the Village of West Salem,
La Crosse County, Wisconsin.

DATED and **ADOPTED** by the Planning Commission on this 29th day of
June, 2023.



Scott Schumacher, Chair, Planning Commission



Teresa L. DeLong, Village Administrator/Clerk-Treasurer

Appendix C

Village Board Ordinance

ORDINANCE NO. 522

AN ORDINANCE TO ADOPT THE “VILLAGE OF WEST SALEM COMPREHENSIVE PLAN 2023-2043”

The West Salem Village Board of Trustees do hereby ordain as follows:

Section 1: That pursuant to Section 62.23(2) of the Wisconsin Statutes, the Village of West Salem, is authorized to update and adopt a comprehensive plan as defined in Section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

Section 2: The Village of West Salem, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by Section 66.1001(4)(a) of the Wisconsin Statutes.

Section 3: The Planning Commission of the Village of West Salem, by a majority vote of the entire Commission recorded in its official minutes, has adopted Resolution No. 2.23 recommending to the Village Board the adoption of the updated Comprehensive Plan entitled "Village of West Salem Comprehensive Plan 2023-2043," containing all of the elements specified in Section 66.1001(2) of the Wisconsin Statutes.


Section 4: The Village has held at least one public hearing on this Ordinance, in compliance with the requirements of Section 66.1001(4)(d) of the Wisconsin Statutes.

Section 5: The Village Board of the Village of West Salem, Wisconsin, does, by enactment of this Ordinance, formally amend and adopt the document entitled, "Village of West Salem Comprehensive Plan 2023-2043," pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6: This Ordinance shall take effect upon passage by a majority vote of the members-elect of the Village Board and publication as required by law.

Passed, Approved and Adopted by the West Salem Village Board on this 18th day of July, 2023, pursuant to Section 66.1001(4)(c) of the Wisconsin Statutes.

(SEAL)



Scott Schumacher, Village President



Teresa L. DeLong, Village Administrator

ADOPTED: July 18, 2023
PUBLISHED: July 22, 2023

