

COMPREHENSIVE PLAN

2025

Town of Marion
Waushara County, Wisconsin
December 2006

Prepared by the
East Central Wisconsin Regional Planning Commission

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This report describes existing conditions, projects future growth and offers recommendations to guide future development in the Town of Marion, Waushara County.

CHAPTER 1: INTRODUCTON

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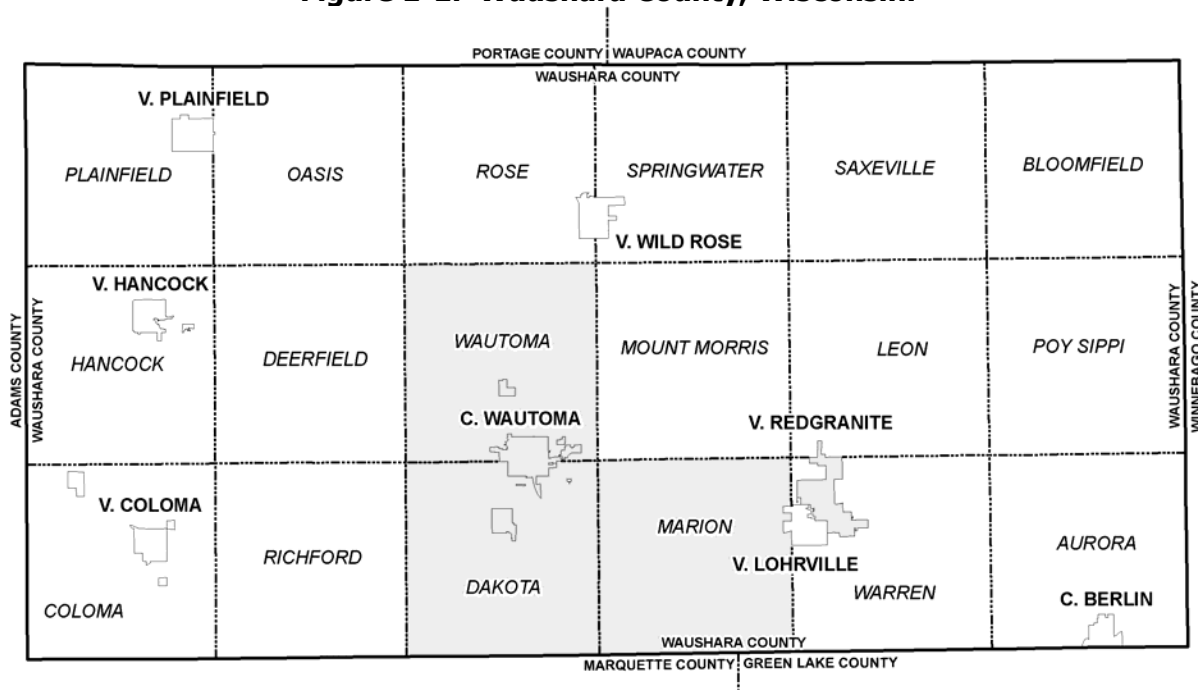
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INTRODUCTION

Location

Located in east central Wisconsin, Waushara County communities are preparing comprehensive plans for both the individual communities and county-wide. The Group D planning cluster is located in south central Waushara County (Figure 1-1). The cluster is comprised of the City of Wautoma, Village of Redgranite, and the towns of Dakota, Marion, and Wautoma. Located centrally in the planning area, Wautoma is the county seat. The Village of Redgranite is located approximately 10 miles east of the City of Wautoma. In total, the planning area encompasses 107.6 square miles. The total population within the cluster is 7,674.

Figure 1-1. Waushara County, Wisconsin.



The planning cluster offers residents a small town atmosphere while providing many services and amenities (schools, libraries, post offices, health care, shopping centers, etc.) offered in urban areas. Basic services are typically only a 15 minute drive. The planning cluster enjoys a variety of landscapes including family farming operations, forests, diverse wetlands, lakeshores, and rural and suburban residential development. Three major highways (STHs 21, 22 and 73) traverse the area and provide easy access to the Fox Cities, Oshkosh, western Wisconsin, Stevens Point, Wisconsin Rapids, and Waupaca. These transportation corridors provide convenient access to employment opportunities within the planning area and nearby communities.

Planning History

The towns of Dakota, Marion and Wautoma, and the City of Wautoma collectively prepared a land management plan in 1995 entitled *Wautoma Area Land Use and Development Plan*. The regional land use plan was prepared to open lines of communication between the municipalities. The plan inventoried the physical, population, and housing characteristics of the area. Strategies and recommendations were prepared to guide land use decisions; the location of natural resources was a predominant factor. This advisory plan delineated specific areas for future residential, commercial, and industrial development.

The communities share common concerns regarding growth and the effects it may have on the area as a whole. These concerns include the possible relocation of STH 21 and the impact it would have on the Group D planning area; the environmental and economical impacts of unsewered residential growth; communication between communities; annexation issues; and territorial and extra-territorial zoning.

The communities entered into a contract in 2002 to update the original land management plan to "Smart Growth" compliance. Realizing the real and perceived impacts the Village of Redgranite has on the living conditions and economy of the Wautoma area due its proximity, the Village of Redgranite was invited to participate in the comprehensive planning process. This is the first comprehensive plan for the Group D communities and the first formalized planning effort for the Village of Redgranite. The Group D communities collectively initiated a multi-jurisdictional comprehensive planning process. To be successful in the planning processes, the communities realized that cooperation was imperative. A joint planning effort allowed all five communities to openly address common issues while preparing a unified vision for the Wautoma area. Increased cooperation not only satisfied the intergovernmental cooperation component of the "Smart Growth" Law, but also was more cost-effective and increased the likelihood of receiving grant funding. In addition, a joint planning effort is more likely to produce cost-effective services and eliminate the duplication of services by adjacent or nearby communities.

Planning Purpose

A comprehensive plan is created for the general purpose of guiding a coordinated development pattern which will make land use decisions that are harmonious with both the overall vision of the community's future as well as ensuring the future sustainability of the local natural resource base. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development within a community. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development, and preferred land use patterns; and foster economic prosperity and general welfare in the process of development.

The comprehensive plan is a guideline for future development. The plan evaluates what development will best benefit the community's interests in the area while still providing flexibility for land owners and protecting private property rights.

Enabling Legislation

This comprehensive plan was developed under the authority granted by s. 66.1001 of the Wisconsin Statutes and meets the requirements of 1999 Wisconsin Act 9 which states "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."

The Group D communities should consult the plan when making decisions relative to land use and other issues impacting their natural and cultural resources. The plan should also be consulted by the individual communities when addressing the following issues:

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or s. 236.46.
- County zoning ordinances enacted or amended under s. 59.69.
- City or village zoning ordinances enacted or amend under s. 62.23 (7).
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351, or 62.231.

Planning Process

The planning process was completed in four stages. These stages included a citizens questionnaire and visioning and issues identification meetings; inventory and interpretation; development of future land use maps; and implementation planning.

Initially, the general public within the Group D planning cluster was requested to identify issues and concerns relative to land use and development within the area. In 2003, a community-wide questionnaire was mailed to property owners. The questionnaire gathered opinions from residents and landowners regarding land use and development issues. Questionnaires were sent out to landowners in the five communities. The questionnaire was followed by a SWOT analysis. Meeting attendees were asked to evaluate the strengths, weaknesses, opportunities, and threats to existing and future development in the individual communities and the overall planning area.

The second stage, inventory and interpretation, began with the collection of data on existing conditions within the communities. This data was analyzed to identify existing and potential problem areas. Using results from the community-wide questionnaire, as well as background data compiled during the inventory stage, the planning committees from the individual communities developed an overall vision statement as well as goals, objectives, and strategies for each of the nine elements required in the comprehensive plan under "Smart Growth."

The third stage was the development of the Future Land Use Maps. The first two stages were combined to create a recommended land use plan to guide future growth and development within the planning cluster over the next twenty years. The preliminary Future Land Use Plan was presented to the citizens of all five communities in the planning cluster as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final land use map and document.

The fourth stage established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning and an action plan with an accompanying timeline were established to ensure that the intent of the plan will be achieved.

Public Participation

A major element of the comprehensive planning process is public participation. In accordance with s. 66.1001 (4), which defines "Procedures for Adopting Comprehensive Plans," the communities actively sought public participation from their citizens. To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process.

Public input was encouraged through several meetings and activities. ECWRPC staff conducted a series of over 20 public meetings with the entire planning cluster as well as numerous meetings with each individual community. All meetings were open to the general public; notices were posted at predetermined public areas. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and solicit further input. The plan was available for review at local libraries, town halls, and the city and village halls.

Visioning Process

To identify community issues and opportunities and create a vision for each of the nine elements, a three-step process was employed. The process included a community questionnaire, a SWOT analysis, and element vision development.

Community Questionnaire Results

In 2003, questionnaires were conducted for the City of Wautoma, Village of Redgranite, and the towns of Dakota, Marion, and Wautoma to gather opinions from residents and landowners regarding land use and development issues. A representative sample of questionnaires was mailed to the town of Marion. Within the remaining municipalities, questionnaires were sent out to all landowners. Additional questionnaires were available at the respective municipalities for renters and other residents or landowners who did not receive a questionnaire by mail. The questionnaire was translated into Spanish and made available through the UW-Extension office and St. Joseph's Church in Wautoma. Each household was asked to complete one questionnaire. A total of 3,557 questionnaires were distributed among the five municipalities, and 1,230 were returned resulting in an overall response rate of 35 percent.

The questionnaire contained 16 questions for the City of Wautoma and Village of Redgranite and 17 questions for the towns of Dakota, Marion, and Wautoma. One open-ended question and two additional questions solicited further input. Results for the questionnaire were published in a separate document and distributed to members of the individual planning committee members for each municipality.¹ Additional copies were distributed to the Wautoma

¹ ECWRPC. 2003. *Summary Report of the Waushara County Group D Planning Cluster Citizens' Questionnaire*.

Public Library, the Redgranite Public Library, the UW-Extension office, and public offices within the individual communities.

The statistical analysis and written comments from the questionnaire provided valuable insight for the respective planning committees in the preparation of the comprehensive plan. Since the plan and its components are citizen-driven, the added perspective from questionnaire respondents helped ensure that the goals, objectives, and strategies recommended by the committees were consistent with the desires of the communities at large.

SWOT Analysis

A SWOT analysis is a planning exercise in which citizens identify those aspects of their community which are desirable and which ones need improvement. Citizens are asked to provide a brief inventory of the strengths, weaknesses, opportunities, and threats of their individual community and the overall area. Strengths are classified as physical assets, a program, or an environmental feature which positively influenced the quality of life within the community. Weaknesses are correctable problems which needed to be addressed or amended. Opportunities are defined as underutilized features which could positively affect the quality of life within the community. A threat is an internal or external feature that could jeopardize the future success of a community.

The individual planning committees and other attendees in the Group D cluster participated in a SWOT exercise in early 2003. The overall purpose of the exercise was to collect information on how residents felt about their community and the overall area. Each participant was asked to write what they considered to be the strengths, weaknesses, opportunities, and threats to the community. These items could include their opinions on physical features such as roads, utilities, natural resources, etc. and quality of life issues.

After making a list of all the ideas, a brief discussion was held about how each of the items could affect the community. The individual committee members rated their top three issues in each of the four groups. The discussions and rankings were not limited to their specific community. The compiled lists were then utilized as a starting point in the remainder of the planning process.

Vision Development

According to Wisconsin's "Smart Growth" Law, individual communities are required to develop a vision statement that describes what the community will look like in twenty years as well as a description of the policies and procedures that will achieve this vision. The collaboration between five communities was a tremendous commitment for each municipality. To ease concerns and establish a focus for the planning program, the visioning process was held at the beginning of the planning process; individual visions for all elements were re-visited at the onset of the discussion of each one. This process was critical to establish a unified vision for the Wautoma area and provide a direction and focus for the planning effort. The committees crafted their overall vision statement as well as visions for each of the nine elements based on their perceptions of what they would like to see preserved, changed, or created in their communities.

The committees' responses have been summarized in a best case scenario. The vision statements are presented at the beginning of each corresponding element. The overall vision statement is presented as the Issues and Opportunities vision statement.

Plan Contents

The 20-year comprehensive plan contains four major components:

- A profile of the demographic, economic, and housing characteristics;
- An inventory and assessment of the environment; community facilities; and agricultural, natural, and cultural resources;
- Visions, goals, objectives, and implementation strategies; and
- A series of land use maps that depict existing and future land use patterns.

The comprehensive plan contains nine elements that are required by s. 66.1001:

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

Each element consists of a vision statement, background information, and goals, objectives, and strategies for the specific vision. The vision statement expresses the community's expectations for the future. These statements provide a framework and context to consider when making future land use decisions. The Issues and Opportunities vision statement serves as the overall vision statement for the entire plan.

Goals, objectives, and strategies each have a distinct and different purpose within the planning process. Goals are broad, long range statements which describe a desired future condition. Goals will usually only address one specific aspect of the vision. Objectives are statements which describe specific conditions which will help attain the stated goals. Objectives can include new ordinances, amendments to existing ordinances, new programs, and other tasks. Strategies are specific actions which must be performed to implement the goals and objectives of the comprehensive plan. Often, strategies are delineated with a specific timeline to ensure timely implementation of the plan. To be effective, objectives and strategies must be reviewed and updated periodically.

Each element discusses specific information pertinent to the overall land use plan. The Issues and Opportunities Element summarizes demographic information. The Economic Development Element inventories the labor force, analyzes the community's economic base, and provides a development strategy regarding existing and future economic conditions within the community. The Housing Element presents an inventory of the existing housing stock as well as an analysis of future housing needs based on population and household projections. The Transportation

Element provides an inventory of the existing transportation system and an overview of transportation needs. The Utilities and Community Facilities Element inventories existing utilities and community facilities infrastructure including schools, recreational opportunities, cemeteries, communications, gas, electric, public safety and emergency response services and addresses how population projections will affect the efficiency and adequacy of these services. The Agricultural, Natural, and Cultural Resources Element describes the physical setting and cultural resources of the planning area and evaluates how they will affect future growth; specific natural areas and cultural landmarks are identified for protection and preservation. The Land Use Element inventories and describes existing land use patterns and includes a projection of future land use demands and a Future Land Use map for the community. The Intergovernmental Cooperation Element addresses programs and policies for joint planning and decision-making efforts with other jurisdictions including school districts, adjacent local governmental units, and state and federal agencies. The Implementation Element contains a strategy and action plan to assist implementation efforts of the comprehensive plan.

In addition, the state requires that Wisconsin's 14 goals for local planning be considered as communities develop their goals, objectives, and strategies. These goals are:

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

Element Summaries

A summary of key facts and the vision for each of the nine elements has been prepared as a readily available reference guide for readers of this plan. If more detailed information is desired, it is recommended that the reader review the chapter for the individual element. The summaries follow.

ISSUES AND OPPORTUNITIES

Issues and Opportunities Vision for 2025

In 2025, the quality of life for residents of South Central Waushara County has never been higher. Residents have gained greater appreciation of the area's lakes, streams, woodlands and other natural and cultural amenities. They've taken steps through an appropriate mix of public and private ownership to protect these resources so that they can be enjoyed by future generations of local residents as well as by visitors to the area. A concerted effort to identify new markets, products and processes has rejuvenated the area's farm and forest economies. Employment opportunities are provided by new businesses attracted to Wautoma's and Redgranite's industrial park. Their competitive wages are helping the area retain and attract younger members of the workforce and are enabling more local residents to work closer to home.

Wautoma and Redgranite are small vibrant communities offering a range of retail and business services. Downtown shoppers enjoy convenient on-street parking. Traffic congestion and safety issues in both communities and in the Silver Lake area no longer exist with the re-design of the Highway 21 corridor. Basic medical and 24/7 emergency services are now available in Wautoma and Redgranite, with extended care facilities and other housing options available for the area's growing elderly population. Augmented by increased disposable income, pride in homeownership is evident in the continuing upgrade of the area's traditional housing stock and the lack of unkempt properties. A variety of affordable housing options is available to residents of all income levels. Although most new residential development is concentrated in Wautoma, Redgranite and other sewerred areas, outlying rural areas in the towns of Dakota, Marion and Wautoma continue to attract new residential development. For the most part, however, it largely has been occurring in locations and in ways that are respectful of the area's natural features and pre-existing land uses.

Key Findings

Demographic Trends

- The Group D planning cluster's population grew by 3,806 persons between 1950 and 2000 (an increase of 101.6%).
- The majority of that growth was concentrated in the towns of Dakota, Marion and Wautoma.

- Historically, migration has played a greater role in Waushara County's population growth than natural increase.
- Since almost 58% of the population growth between 1990 and 2000 can be attributed to an increase in the number of persons age 20 to 64 years, it is likely that the majority of Group D's population growth also comes from in-migration.

Household Structure

- The majority of households in Group D communities are family households. However, the share of non-family households is increasing.
- Average household size is decreasing.
- Historically, the City of Wautoma has retained the lowest average household size, while the largest average household size has fluctuated between the towns of Dakota and Wautoma.
- In 2000, approximately forty percent of all households in the City of Wautoma were one person households. Half of those individuals were age 65 and older.
- Group D towns had much smaller shares of one person households (less than 24%).

Race and Ethnic Origin

- Although the number of persons of color is growing, whites still comprised over 95% of the population in Group D communities in 2000.
- The most common ancestry identified in Group D communities was German (36% of residents claimed some German ancestry).
- Hispanics, which can be of any race, comprise a small (4.6%), but growing segment of the population.

Income Levels

- Although early retirees are moving into the area, the majority of income in all Group D communities comes from earnings, so access to earning opportunities is a strong determinant in meeting the income needs of local residents.
- Growth in median family and median household income between 1989 and 1999 resulted in a smaller income gap between Group D communities and the state, but more variation in median income between Group D communities.
- In 1999, 90% of Group D households had household incomes below \$75,000.
- Between 1989 and 1999, the number and share of persons living in poverty declined in the Group D area, Waushara County and Wisconsin.

- In 1999, Group D communities had a higher percentage of persons living in poverty (9.73%) than Waushara County (9.00%) or the state (8.42%).
- Children were more likely to live in poverty than elderly residents.

Population Forecasts

- If migration rates remain positive, Group D communities are expected to grow by 10% between 2005 and 2025. The City of Wautoma and the Town of Marion are expected to experience the strongest growth during this time period.
- In-migration of retirees coupled with an aging baby boom population could result in a doubling of the elderly population during the planning period. This could have a significant impact on housing and service sector needs.

Household Forecasts

- The average household size is expected to decrease.
- The number of year round households is expected to increase by 19% between 2005 and 2025.
- Additional housing will be needed for seasonal residents.

ECONOMIC DEVELOPMENT

Economic Development Vision for 2025

The City of Wautoma and Village of Redgranite have been successful in attracting several small businesses to their industrial parks. The employment opportunities they provide and the competitive wages they offer have helped retain younger members of the work force and are serving to keep more dollars in the local economy. This in turn has enabled the area's retail base to expand and become more diverse. Both downtowns are thriving and few vacant storefronts exist. Area residents, however, still need to travel to larger urban centers for many of their shopping needs. With an overall population base still too small to generate adequate sales volume to attract most "big box" retailers, several local merchants have successfully expanded their operations and product lines.

Key Findings

Educational Attainment

- A larger percentage of Group D cluster residents have received high school diplomas, than the state.
- At the County level, high educational attainment appears to correlate with areas that have attracted a sizable number of retirees.

- Over the course of a career, a person with a bachelor degree can expect to earn nearly double the expected earnings of a high school graduate.

Labor Force

- Labor force growth rates for Waushara County and all five Group D communities exceeded the state's civilian growth rate between 1990 and 2000.
- With the exception of the Town of Marion, labor force growth rates outpaced population growth for Group D communities, the state and the county.

Economic Base Information

- Manufacturing, Education, Health and Social Service sectors employed the greatest share of Group D cluster workers.

Location of Workplace

- According to the U.S. Census Bureau, Waushara County was the number one workplace destination for Group D residents in both 1990 and 2000. In 1990, this ranged from a high of 81% in the Town of Wautoma to a low of 51% in the Village of Redgranite. In 2000 this percentage decreased; it ranged from a high of 77% in the City of Wautoma to a low of 42% in the Village of Redgranite.
- The City (80%, 77%) and Town of Wautoma (81%, 74%) had a larger percentage of residents working in Waushara County than the other Group D communities in both 1990 and 2000.
- Within the Group D communities and Waushara County, the Cities of Wautoma and Berlin ranked as one of the top five destination workplaces for 2000.

Travel Time to Work

- On an average, residents from the Group D communities, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990 and 2000.
- Between 1990 and 2000, average commute times rose for all jurisdictions.
- The Town of Dakota experienced the largest increase in average commute times (6 minutes) while the Town of Marion saw the least (1.2 minutes).

Employment Forecast

- At the state level, between 2002 and 2012, the largest employment increases will be in the education and health services supersectors.

Industrial Park Information

- There are three industrial parks in the Group D area that encompass a total of 86 acres.
- Currently there are 30 acres of industrial park land available in the area.

Business Retention and Attraction

- The Tri-County Regional Development Corporation is an economic partnership that was recently formed between Marquette, Green Lake and Waushara counties.
- The Waushara County Economic Development Corporation is working to foster new business development and support and sustain existing businesses throughout the county.
- Business attraction involves the promotion of community assets.
- Business retention is a relationship building effort between the community and existing local businesses.

Economic Development Opportunities

- Future economic development will most likely occur primarily in the City of Wautoma, Village of Redgranite and along the STH 21 and 73 corridors.
- Within the City of Wautoma, future commercial development should be directed to the downtown area, the STH 21 and 73 corridor, East Division Street and the Plaza Road area. While industrial development should be directed to the industrial park and the South Pickle Row areas.
- Future commercial development in the Village of Redgranite should be directed toward the downtown area as well as in areas adjacent to STH 21 where existing development exists. Industrial development should be encouraged to develop in the village industrial park.
- Commercial development within the towns of Marion, Dakota and Wautoma should be in areas adjacent to, or served by existing sanitary sewer.
- TIF districts exist in both the City of Wautoma and the Village of Redgranite to encourage economic development.
- Sharing the red granite mining heritage of the area and restoring historic features is a potential economic stimulus that the Village of Redgranite, Waushara County and the other municipalities in the area should explore.

HOUSING

Housing Vision for 2025

A number of factors influence how well the housing stock meets the needs of the community. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements, such as roadways, school transportation and the provision of public facilities.

In rural areas, quality single family housing opportunities remain the primary residential choice. Although the trend of converting and upgrading seasonal lakefront housing to year-round single family residences continues, lake-oriented backlot development has lost favor to conservation subdivisions and other development options that focus on amenities such as common open space and walking trails. Several historic farmsteads have been preserved while new rural residences have been designed to blend in with natural features and existing agricultural activities in ways that minimize land use conflicts and preserve rural character.

Key Findings

Age of Occupied Dwelling Units

- The age of occupied dwelling units indicates that most Group D communities were well established by 1960.
- All five communities' experienced substantial growth in the 1970's as baby-boomers entered the housing market.
- The towns of Dakota and Marion were unique in that during the 1970's the number of units that were added exceeded the number of occupied dwelling units already on the ground.

Change in Structural Type

- Housing choice by structural type increased in the City of Wautoma between 1990 and 2000, as an increase in multi-family units and mobile homes increased the variety of housing within the City.
- Housing choice by structural type decreased in all other Group D communities as single family housing, which is the dominant housing type in all Group D communities, increased as a share of their total housing stock during this decade.

Occupancy Status

- Total occupancy rates are high, except for the towns of Dakota, Marion and Waushara County, where a high percentage of seasonal units reduces the total occupancy rates to less than 72%.

- The majority of occupied units within the area are owner-occupied. The towns have a higher owner-occupancy rate than the City and Village.

Vacancy Status

- All Group D communities had an adequate share of owner-occupied units for sale in 1990 and 2000.
- While the Village of Redgranite and the towns of Marion and Wautoma had a shortage of units for rent in 1990, by 2000 all five Group D communities had an adequate share of housing units for rent.
- In both years, the number of seasonal units varied widely from less than 20 in the City and Village to over 600 in the Town of Marion.

Owner-Occupied Housing Stock Value

- Between 1970 and 2000, median housing values for Waushara County rose from \$10,600 to \$85,000.
- In 2000, the median housing value for the Group D communities ranged from a low of \$59,100 for the Village of Redgranite to a high of \$111,400 for the Town of Marion.
- The Town of Marion had the most diverse composition of owner-occupied housing by price range. In the remaining Group D communities and Waushara County, over 85% of the owner-occupied housing stock was valued at less than \$150,000 in 2000.

Housing Affordability

- Between 1989 and 1999, median housing values rose faster than median household income in all Group D communities but the City of Wautoma. As a result, housing affordability became a larger issue for homeowners in three of the Group D communities (Redgranite, Marion and the Town of Wautoma).
- In 1999, the percentage of homeowners paying a disproportionate share of their income for housing in Group D communities ranged from 23 percent in the Village of Redgranite to 14 percent in the City of Wautoma.
- Renters had a harder time finding affordable housing than homeowners.

Housing Conditions

- According to the Census Bureau, occupied units without complete plumbing facilities are rare.
- Overcrowding is also limited to a small percentage of households. The Town of Dakota had the greatest percentage of overcrowded units, 4.28%.

TRANSPORTATION

Transportation Vision for 2025

Area residents have access to a network of well-maintained local streets and roads, and county and state highways that address their needs for mobility for their automobiles, trucks, and farm equipment. Safety and congestion aspects of heavy pass-through traffic in Redgranite, the Silver Lake area, and Wautoma have been relieved with the re-designed Highway 21 corridor, which was carefully selected to minimize adverse effects on the area's natural and cultural features and existing land uses and associated activities and address other concerns expressed by local residents. The full scope of upgrade to this highway corridor between Oshkosh and I-90/94 has provided area residents with better access to employment, shopping, and entertainment opportunities elsewhere and has made the area more competitive in attracting new industrial and other business development. On-street parking has been re-established in downtown Wautoma and safety issues associated with the continued growth of the commercial strip east of the city have been addressed. Local trails, including snowmobile trails and a link to the Ice Age Trail, are an integral part of the transportation network, providing connections to schools, recreational areas, and other important destinations. In rural areas where concentrated development exists, wide striped shoulders along key county and town roads provide safe accommodations for growing numbers of bicyclists and pedestrians. While the private automobile is still the vehicle of choice for trips both long and short, the availability of rural public transportation on demand provides a valuable service that is particularly appreciated by the area's growing elderly population.

Key Findings

Streets and Highways

- The transportation network within the planning cluster is comprised of over 250 miles of local roads, county highways, and state highways.
- Almost two-thirds (64.2%) of the transportation network is local roads owned and maintained by individual municipalities; county highways account for approximately one-fifth (19.1%).
- STH 21 is the only principal artery in the planning cluster which accommodates interstate and interregional trips; approximately 11,000 vehicles travel through the Wautoma area on STH 21 daily.
- STH 22 and STH 73 are minor arterials serving intraregional trips between local communities in the tri-county region and Portage and Waupaca Counties; between 3,000 and 3,600 vehicles travel these highways daily.
- In general, annual average daily traffic counts (AADTs) taken in 2003 were highly affected and altered on all roadways within the planning cluster due to the reconstruction of STH 21.

Other Transportation Modes

- Rail service to Waushara County was discontinued several decades ago.
- The nearest commercial rail service is located in Stevens Point; the nearest passenger services are located in Portage.
- The nearest commercial port/waterway in Waushara County is located in Green Bay.
- Recreational boat facilities are located along several lakes and rivers throughout the planning cluster.
- Pedestrian facilities included the Bannerman Trail (Redgranite and Marion), hiking trails at county parks, and sidewalks with the City of Wautoma and Village of Redgranite.
- Although low housing densities within the cluster may hinder the development of new pedestrian facilities, development opportunities such as the Great Wisconsin Birding and Nature Trail and the Ice Age Scenic Trail initiative offer potential economic development to the Group D communities.
- Waushara County Parks Department has established several bicycle routes through the planning cluster; there are 1,000 miles of roadways within the county which provide excellent bicycling opportunities.
- The Waushara County Department of Aging offers bus transportation to elderly and disabled residents for their medical appointments and shopping trips.

Airports

- The Wautoma Municipal Airport is a BU-A facility which can accommodate single engine aircraft with a gross weight less than 12,500 pounds and wingspan less than 49 feet.
- The Wautoma Municipal Airport should be an essential component in any economic development plan as it hosts guests for the annual EAA convention in Oshkosh and local fly-in events.
- Airport zoning tools such as the existing Height Limitation Zoning Ordinance will help assure safe air travel at the Wautoma airport and prevent potential conflicts with existing and future land uses.
- Airports in Appleton, Madison, and Mosinee offer the closest commercial transportation options.

Future Transportation Projects

- There are currently no construction projects scheduled for the Group D communities in the Wisconsin Department of Transportation (WisDOT) *2006 – 2011 Six Year Highway Improvement Program*.

- Local towns receive general transportation aids (GTAs) for local roadway construction projects; the allocation is determined on a per mile basis.
- Additional transportation funding is available from several grant and loan programs through WisDOT.
- All roadways within the cluster must be evaluated biannually using the PASER system developed by WisDOT.
- Future local construction projects should use the PASER system as a guideline for prioritization of individual projects.
- The removal of parking lanes on STH 21 has created identified safety hazards and some economic hardships in downtown Wautoma.
- Increased congestion and other safety issues on STH 21 have identified the need for Group D communities to collaborate with WisDOT, one another, and other Waushara County communities to evaluate potential future by-pass options.
- Upon completion of a STH 21 corridor study, Group D communities should incorporate a county-wide recommended route for STH 21 in their official maps [s.62.23(b)].
- Where feasible, Group D communities should implement the strategies from the WisDOT long-range transportation plans for all modes of transportation.

UTILITIES AND COMMUNITY FACILITIES

Utilities and Community Facilities Vision for 2025

Each municipality and sewer area continues to provide residents with the services they offered in 2004. As new subdivisions are platted near existing sewer development, they are required to connect to existing utilities. When other subdivisions are platted within the boundaries of the sanitary district but beyond a point where the present extension of utilities is economically feasible, they are designed in a manner that enables the cost-effective provision of in-ground utilities at a future date. An ongoing program of monitoring wells and on-site disposal systems is in place elsewhere in the area where concentrated development exists. Through cooperation and other operational efficiencies, service providers are able to hold the line on user fees for water, sewer, solid waste, and other municipal services. A range of educational, library, medical, financial, retail, and other business services is generally available in the two incorporated communities while a diversity of recreational and entertainment opportunities is found throughout the area.

Key Findings

Wastewater Collection and Treatment

- The Wautoma-Silver Lake Sewer Service Area (W-SL SSA) 3,200 acre service area covers the majority of the City of Wautoma and parts of the towns of Wautoma, Dakota and Marion.

- Expansions to the Silver Lake Sanitary District Wastewater (SLSD) Treatment Facility (WWTF) in 1995 increased its capacity to 1.025 million gallons per day (MGD); current loads use less than 43 percent of the overall capacity.
- The current SLSD WWTF should be adequate to handle the additional wastewater flows resulting from the projected population increases through 2025; no upgrades to the plant are anticipated at this time.
- The Redgranite Wastewater Treatment Facility (WWTF) covers the majority of areas south of Willow Creek and along CTH E north to the Redgranite Correctional Facility.
- The capacity of the Redgranite WWTF was doubled to 0.342 MGD in 1999 to handle the additional wastewater flows from the correctional facility.
- The Redgranite WWTF has enough capacity to serve the Pearl Lake Area, the Village of Lohrville and the anticipated wastewater loadings due to population gains and new commercial and industrial development within the Village limits.

Stormwater Management Systems

- Curb and gutter systems are used only in the City of Wautoma and Village of Redgranite; curb and gutter is found in approximately 15 percent of the city and along STH 21 in the village.
- The curb and gutter system in Wautoma drains into three detention ponds located throughout the city and subsequently to the White River; in Redgranite, the system drains into open ditches which then drain into Willow Creek.
- All areas within the three towns and the remainder of the city and village utilize a system of open ditches and culverts for stormwater drainage.
- The Waushara County Drainage Board administers and oversees the drainage of agricultural lands; it regulates various land practices used to remove excess water from farmlands and raises issues regarding the impacts of scattered rural development and the cumulative impacts on water quality flowing to and through their legal drains.
- Currently, only the Marion-Warren Drainage District is active.
- The Wautoma Millpond Task Force prepared a management plan to address recurrent flooding problems in downtown Wautoma.
- The City of Wautoma recently updated its Floodplain Zoning Ordinance to address flooding problems downstream of the millpond.
- Some localized flooding occurs in all five communities during periods of heavy rain.
- Communities may want to individually or collaboratively prepare stormwater management plans to address local flooding issues. Strategies which stress on-site infiltration are highly recommended.

Water Supply

- Both the City of Wautoma and the Village of Redgranite have municipal water systems that rely on groundwater as their source of water supply.
- Utilizing the elevated tanks in the community, the City of Wautoma's peak flow is 935,000 gallons per day (gpd), while the Village of Redgranite's peak flow is 345,000 gpd.
- With the exception of an 80-acre residential area on the northeast side of the City of Wautoma, the municipal airport, and former landfills, all incorporated areas within the city are served by municipal water.
- Public water currently serves the incorporated portion of the Village of Redgranite south of Willow Creek and a small portion north of Willow Creek, including the Redgranite Correctional Facility.
- Both municipal water supply systems are adequate to meet demand based on future population projections.
- Distribution systems should be "looped" with interconnections to assure supply in the event of main breakage and to provide good circulation of water within the distribution system.
- The towns of Dakota, Marion and Wautoma are served by private wells.
- Elevated nitrate levels have been detected in a few of the private wells within the region; appropriate precautions should be taken by the individual owners.
- Atrazine prohibition areas have been established in portions of the Town of Wautoma and Village of Redgranite.
- Both the City of Wautoma and Village of Redgranite have Wellhead Protection Ordinances; Waushara County has established a Groundwater Protection Overlay Ordinance. These ordinances should be consulted to ensure that new development is in compliance with water quality objectives.

Solid Waste and Recycling

- The City of Wautoma and the Village of Redgranite contracts with commercial waste management companies to provide curbside pickup to their residents.
- Waushara County operates nine waste collection sites for solid waste and recyclables. County residents can drop off their waste at specified hours with proper identification.
- All non-recyclable wastes are hauled to Valley Trail Landfill in Berlin, Wisconsin.
- Recyclable materials are sent to several different vendors based upon their nature. Materials that are collected include: glass, tin, aluminum, plastic, newsprint, cardboard, magazines, office paper, yard waste, scrap iron, waste oil, batteries, and tires.

Utilities

- Alliant-Wisconsin Power and Light and Adams-Columbia Electric Cooperative provide electric power to the area. American Transmission Company (ATC) owns and maintains a number of transmission lines in the area.
- Although a substation in Wautoma is overloaded and the substation in Redgranite is experiencing low voltages, no anticipated improvements will be made to the electrical transmission grid within the next 10 years.
- Wisconsin Gas Company provides natural gas service to the area. A gas substation is located in Redgranite.

Telecommunications

- Three telephone companies, all subsidiaries of CenturyTel, Inc., provide service to the area.
- Two cell towers are located on Wautoma's former municipal landfill site on CTH MM and are operated by Charter Communications and U.S. Cellular; a third will be built by Nextel on the same property. Several other telecommunications towers are located throughout the planning area.
- Due to the proliferation of internet service providers (ISP), area residents can choose from several national and local ISPs. Dial-up service is available throughout the entire area.
- High speed internet access is available to customers in the City of Wautoma and parts of the Town of Wautoma and Marion. DSL is available in Redgranite. Wautoma High School has fiber optics capabilities; the City is looking to extend wireless service within its jurisdiction.

Cemeteries

- Thirteen (13) cemeteries are located throughout the planning area. They are owned and maintained by a variety of municipalities, local churches, and private cemetery boards.
- Most have available room for expansion to accommodate burials for the next 20 years.

Childcare Facilities

- A total of 16 licensed, certified or regulated facilities are located within the planning area. These facilities have a combined capacity of about 358 children.
- In the Wautoma area, there is a need for additional childcare, especially for children of non-traditional workers such as the second shift workforce.

Elderly Services

- The Waushara County Coordinated Transportation System provides rides to almost 2,500 individuals for medical appointments as necessary and weekly shopping trips.
- Meals are provided to seniors at six locations throughout Waushara County every weekday. These locations include the Wautoma-Waushara Senior Center in Dakota and the Redgranite Civic Center.
- The Information and Assistance Resource Center (Waushara County Department of Aging) provides information and assistance on aging, long-term care, disabilities, and other related topics.
- The Wautoma-Waushara Senior Center offers a wide range of social and educational activities for seniors including bingo, card tournaments, cards, and others.
- Currently, there are 14 residential care facilities with an overall capacity of 198 persons in Waushara County. Since there is a rapidly growing population of elderly persons (65+) there may be a need for additional facilities or visiting nurses to allow more seniors to remain in their homes.
- Additional services are currently needed in Waushara County. Demands are only expected to rise as the overall population of the planning area continues to age.

Safety Services

- Waushara County upgraded their 911 system about two years ago. The system is expensive and some problems have been noted.
- Both the City of Wautoma and Village of Redgranite have their own police departments. There are five full-time officers in the city, while the village employs three full-time and three part-time employees. Officer coverage in both communities exceeds national standards.
- The Town of Marion has one full-time officer who patrols 40 hours per week.
- The Waushara County Sheriff's Office provides back-up for the City of Wautoma, Redgranite, and Marion; they provide primary coverage for the remaining areas in the planning cluster.
- Four officers patrol during the day, while only two patrol at night time. Response times for the Group D communities range from 7 to 12 minutes.
- Plans exist to improve service the Sheriff Office provides; the plans range widely from improving radio communications to acquiring specialized equipment for latent prints examination.

- There are three correction facilities in the planning area: the Waushara Huber Facility, the Waushara County Jail, and the Redgranite Correctional Facility. The facilities can accommodate 36, 153, and 990 inmates, respectively.
- According to national standards, both the county jail and state correctional facility are over-capacity (>80% occupied). Although there are no plans for future expansions, it may become necessary if inmate populations continue to rise.
- Four fire districts provide fire protection to the planning area: the Wautoma Area Fire District, the Wild Rose Fire District, the Neshkoro Fire Department, and the Redgranite Fire District. The fire districts are adequately equipped to respond to fires and medical emergencies.
- The Wild Rose District plans on constructing a new headquarters in the Wild Rose industrial park. All other districts have adequate room for expansion. As equipment ages and funds become available, the various life-saving and fire protection vehicles will be replaced.

Medical Services

- Within the planning area, there are five health care clinics.
- Although there are no hospitals in the planning area, four general medical-surgical hospitals are located within 40 miles of the planning area. There is one in Wild Rose, one in Berlin, and two in Oshkosh.
- Emergency medical services for the entire area are provided by the Waushara County EMS. Headquartered in the City of Wautoma, the agency provides 24 hour service for all emergency calls.
- Response times vary from 3 minutes in the City of Wautoma to 12 minutes in Redgranite.
- Although no specific site has been chosen to date, plans exist to relocate the EMS headquarters. The department constantly updates medical rescue equipment and vehicles on a regular schedule.

Educational Facilities

- Two libraries are located in the planning cluster. The Redgranite Public Library and Wautoma Public Library are part of the WinneFox Federated Library System. Based on national standards of service population, both libraries provide less than a basic level of service.
- Children within the area attend one of several school districts including the Wautoma Area School District, Westfield School District, Berlin Area School District, or Wild Rose School District. Elementary schools are located in both Redgranite and the City of Wautoma; a middle school and a high school are located in Wautoma.

- Overall enrollments are declining in all four school districts. Current facilities should be adequate over the next 20 years. However, it may be necessary to provide updates to the technological infrastructure when feasible.
- The area does not contain any institutions of higher education. However, UW – Oshkosh, UW – Stevens Point, and Ripon College are within a one-hour commute of the area.
- Three technical colleges have districts within the planning cluster: Fox Valley Technical College (FVTC), Madison Area Technical College, and the Moraine Park Technical College. FVTC maintains a satellite campus in the City of Wautoma which offers a two-year degree.

Miscellaneous Governmental Facilities

- The McComb/Bruchs Performing Arts Center is located adjacent to Wautoma High School. The theater offers a diverse schedule of events throughout the year.
- Both the City of Wautoma and the Village of Redgranite have a city/village hall and maintenance garage. The garages are used to store grounds keeping equipment and snowplows. Only the village anticipates any facility expansions.
- With the exception of Wautoma, all three towns have a town hall. The Town of Wautoma has recently purchased a parcel of land near the intersection of STH 22 and Brown Deer Rd to construct a town hall.

Parks and Recreation

- The Waushara County Park System consists of 15 sites encompassing a total of 761 acres. The individual sites provide primarily active recreational opportunities. The County Parks Department has identified the need for swimming opportunities in its recently completed outdoor recreation plan.
- The City of Wautoma Parks Department manages seven sites totaling almost 65 acres. The sites offer a diverse mixture of active and passive recreational activities. The City is considering the establishment of Bugh's Lake Park.
- The Village of Redgranite operates four parks encompassing almost 50 acres. The parks offer both active and passive recreation.
- The towns operate minimal park facilities. Dakota has a picnic area adjacent to its town hall. Marion has a 3 acre park with boat launch facilities. Wautoma has no town-operated park facilities; however, a small park will be built in association with the town hall.
- There are numerous lakes and streams in the planning area which offer a variety of fishing, wildlife viewing, swimming, and other opportunities.

- Three church camps are located in the area: Lake Lucerne Camp and Retreat Center, Camp Webb, and the Whiting Community Baptist Church Camp. A variety of religious retreats and summer camps are offered.
- The White River Campground in Dakota is located on CTH YY.
- About 250 miles of state-funded snowmobile trails are located in Waushara County. Private clubs also maintain additional trails.
- Two sportsmen clubs are in the area. The Wautoma Rod and Gun Club operates a trap shooting range on the southern border of the City of Wautoma. Pine Ridge Farms is a privately owned facility offering paid guided hunts and other activities.
- Two golf courses (Waushara Country Club and Two Oaks North) offer residents 45 holes which challenge golfers of all skill levels. Both courses are open to the public.

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Agricultural, Natural, and Cultural Resources Vision for 2025

By 2025, the South Central Waushara County area has been able to successfully preserve large blocks of its most productive farmland. Family farms and small corporate farms comprised of extended families and/or neighbors have become profitable by working closely with the educational and business community to identify new markets, products, and processes. Their efforts have been aided by new agricultural-based industrial development. Although farmers are still selling off individual parcels for rural residential home sites and small hobby farms, they are taking care to minimize the potential for conflict with these activities by keeping their most profitable agricultural lands intact and steering new homes to areas where their impact on farming operations is minimal.

Local residents have taken steps to identify and protect the area's most highly valued environmental and visual features, including its "wild" lakes and streams, wetlands, and largest blocks of woodland, from rampant development. While new residential growth continues to occur in proximity to these features, developers and individuals are taking care to ensure that the results of their activities do not jeopardize the integrity of the resource. These efforts have not only helped preserve the rural character so valued by local residents, they have resulted in improved water quality in the area's lakes and streams.

Area residents continue to rely on easy access to outlying urban centers to meet many of their cultural and entertainment needs but the McComb/Bruchs Performing Arts Center is an important community asset that attracts professional talent. In addition, both performing arts and fine arts at the amateur level have gathered impetus locally as concerted efforts have been made to involve residents of all age groups into local productions and community-sponsored art fairs have continued to grow and attract new local talent. The area now sports several excellent examples of historically accurate architectural restorations.

Key Findings

Agricultural Resources

- Approximately 9 percent of the land within the area is considered prime farmland; land with soils that are best suited for food, feed, forage, fiber and oilseed crops.
- Approximately 46 percent of the area has soils that are classified as unique farmland; lands other than prime that are used to produce specific high value food and fiber crops.
- Agricultural land cover, which includes row crops, forages, and grassland, makes up over 51 percent of the total acreage within the area.
- The area experienced a net loss of 13 farms between 1990 and 1997; the largest losses were experienced by the towns of Marion (9 farms lost) and Wautoma (9 farms lost).
- Two-thirds of the dairy farms within the area were lost between 1990 and 1997.
- About 2,900 acres of farmland were lost in the area between 1990 and 1997; the largest loss (1,213 acres) of farmland occurred in the Town of Wautoma.

Soils

- Approximately 80 percent of the soils in the area are rated suitable for conventional (67.4%) or at-grade in-ground pressure or mound systems (12.5%).
- About half the soils in the Town of Dakota will support a conventional septic system.
- Over 40 percent of the soils in the area have a very high potential for building site development.
- Almost 40 percent of the land in the Town of Dakota is rated low or very low for building site development.
- About 35 percent of the land in the area has severe soil limitation for septage spreading; the Town of Dakota (39.8%) has the largest percentage of land in this category.
- Over 11 percent of the land in the area has slopes greater than 12 percent; within the Town of Wautoma this percentage increases to over 21 percent.

Geology and Topography

- Surface water drainage for the area is easterly toward the Fox River.
- Land relief is approximately 398 feet, from a low of less than 780 feet above sea level where Sucker Creek exits the Town of Marion to a high of approximately 1178 feet above sea level in the northeast corner of the Town of Wautoma.

Water Resources

- There are approximately 31 lakes and impoundments in the area; about half of these are located in the Town of Marion.
- Major waterways include the Mekan River, White River, and Willow Creek. Many of the streams in the area are classified as class I trout streams and/or Exceptional or Outstanding Water Resources.
- Approximately 11 percent or about 7,500 acres of land within the area is classified as floodplain.
- About 14 percent or about 9,500 acres of the area is classified as wetland; 21 percent of the Town of Dakota falls under this classification.
- Groundwater flow is toward the southeast and varies from a high of 1040 feet above sea level near the northwest corner of the Town of Wautoma to less than 800 feet above sea level in the southeast corner of the Town of Marion.
- Past testing showed that 16 private wells within the area contained nitrate levels above the EPA's Safe Drinking Water Standard of 10 mg/l.
- An atrazine prohibition area has been established in section 12 and 13 in the Town of Wautoma and the southern portion of the Village of Redgranite, south of CTH N, Bonnell Avenue and STH 21.
- The majority of homes within the towns of Dakota, Marion and Wautoma are on private septic systems and wells. A municipal sewer system exists around the Silver Lake area and many town residents are connected to this system.
- Municipal sewer and water is available in the City of Wautoma and the Village of Redgranite.

Wildlife Resources

- Two State Natural Areas are present within the Town of Dakota and provide unique natural communities with diverse wildlife habitats.
- The diversities of land use within the area results in numerous habitat types, enabling the area to support a varied and abundant wildlife and fish community.
- Over 35,000 acres within the area can be classified as woodlands; this represents close to 60 percent of the total land area in the towns of Dakota and Wautoma.
- One percent of the land is enrolled in either the Managed Forest Law or Forest Crop Law programs.

Parks, Open Space and Recreational Resources

- The Wisconsin Department of Natural Resources owns about 3,783 acres of land within the area; the majority of the land is in the Town of Dakota (1,935 acres) and the Town of Wautoma (1,512 acres).
- The Lunch Creek Wetland State Natural Area and the Bass Lake Fen State Natural Area are both located in the Town of Dakota.
- Many of the streams and rivers within the area are considered Exceptional Resource Waters and have been designated as Class I or II trout streams.
- U.S. Fish and Wildlife Service owns about 252 acres in the Town of Dakota near the White River Flowage that is used as a breeding ground for migratory birds.

Mineral Resources

- At one time granite was actively mined in the Redgranite area; seven inactive quarries can be found in this area.

Solid and Hazardous Waste

- There are 10 sites from the area included on the WDNR's registry of active, inactive and abandoned sites where solid waste or hazardous wastes were known or likely to have been disposed. (Inclusion of a site on this list does not mean that environmental contamination has occurred, is occurring, or will occur in the future)

Historic Sites

- The Waushara County Courthouse and Sheriff's Residence/Jail, located in the City of Wautoma, are included on the State and National Register of Historic Places.
- There are 123 sites in the area included on the Architecture & History Inventory found on the Wisconsin Historical Society's Division of Historic Preservation website. One hundred and thirteen of these sites are located in the City of Wautoma or the Village of Redgranite.

LAND USE

Land Use Vision for 2025

New growth has been accommodated in ways that the fabric of woodlands, farmlands, water bodies, wetlands, and other open space that comprises the area's rural character is not compromised. Great success has been achieved in clustering new residential development in areas that protect the integrity of existing land uses and the area's most highly valued environmental and scenic features. As a result, land use conflicts such as those between rural residential development and ongoing farming operations are minimal.

The existing commercial strip east of Wautoma has experienced some additional commercial development but measures taken to address safety issues associated with the increased traffic have included landscaping and other amenities to create an attractive gateway to the city. New highway-oriented commercial development occurring along Highway 21 and other roadways is also attractive and well landscaped. New industrial development has been successfully directed to industrial parks in Wautoma and Redgranite. Major commercial and industrial traffic generators have good access to the state highway system, helping to keep unnecessary traffic off of the local road network.

Key Findings

Existing Land Use

- A detailed field inventory of land uses within the Group D Planning Cluster was conducted in 2000; subsequent updates were completed during the comprehensive planning process.
- Developed land has been altered from its natural state to accommodate human activities. These land uses include residential areas (single family, farmsteads, multi-family, mobile homes); commercial districts; industrial operations (including mining operations and quarries); recreational facilities; institutional facilities; utilities and communication facilities; transportation networks; and airports.
- Undeveloped land includes agricultural cropland, silviculture, woodlands, surface water features, and other open areas.
- Incorporated areas were more developed than the unincorporated towns; developed land accounted for 48.4 percent of the land in the City of Wautoma and 36.3 percent in the Village of Redgranite.
- The most common developed land uses in all five communities included residential and transportation. Institutional facilities were more common in incorporated areas.
- Less than 13 percent of the towns were developed. The Town of Marion was the most developed (12.2%), while the Town of Wautoma was the least developed (6.9%).
- The most prevalent undeveloped land uses in the planning cluster were cropland (both irrigated and non-irrigated); woodlands (silviculture, planted woodlands, and general woodlands); and other open areas.

Zoning Ordinances

- Zoning ordinances regulate the use of property to advance public health, safety, and welfare while promoting organized and consistent development patterns.
- The City of Wautoma and Village of Redgranite have each adopted their own zoning ordinance.

- All three towns have adopted the Waushara County general zoning ordinances. If they choose to do so, individual towns may adopt their own zoning ordinances providing they are as or more restrictive than Waushara County Zoning Ordinance.
- About half of the City of Wautoma is zoned either general agriculture (26.2%) or residential (22.2%).
- Over three-quarters of the Village of Redgranite is zoned either residential (58.9%) or agricultural/holding (19.4%)
- At least 79.2 percent of all three towns is zoned general agriculture; natural resource preservation accounts for at least 3 percent.
- The Town of Marion has the largest area zoned for residential uses (7.4%) among the towns.

Development Trends

- During the last 25 years, annexations have increased the size of both the City of Wautoma and Village of Redgranite.
- The City of Wautoma has experienced a slight decrease in residential land acreages and a slight increase in institutional facilities over the last 25 years.
- The Village of Redgranite has experienced increases in residential, commercial, and institutional land uses while decreases in agricultural cropland and manufacturing.
- The towns of Dakota, Marion, and Wautoma have experienced gains in residential land uses and losses in agricultural land over the last 25 years. This is due primarily to the conversion of farmland into new residential development.
- Woodlands have seen significant losses in the towns due to construction of new residential development.
- Residential densities are defined as the number of housing units per square mile of total land area. Between 1990 and 2000, residential densities increased throughout the planning cluster and Waushara County.
- Intensity is a measure of the number of residential units per acre of residential development. Smaller lot size and the presence of multi-family housing in the City of Wautoma and Village of Redgranite result in more intense land use within incorporated areas. Land use intensities exceeded 2 units per acre in both municipalities.
- Although all three towns had intensities less than 1.5 units per acre, variance was seen. They ranged from 0.91 units per acre in the Town of Wautoma to 1.44 units per acre in the Town of Marion.

Land Use Projections

- Land use projections were based on population and housing projections made by ECWRPC. The projections are used to approximate the amount of land that is anticipated to be needed for future growth and development.
- Land use projections were made by addressing the 14 goals mandated for consideration by s.66.1001 and specific goals addressed within the various zoning ordinances.
- Land use projections are estimates. Actual development will depend on land and housing availability and affordability; the local and state economies; and other factors.
- It is not the intent of the plan to see an entire area within the specified zones to develop. Instead, the specified use shall be allowed if consistent with the type, location, and density of the development. Some of the land within the specified areas would hinder development based on soil suitability, adjacent natural resources, conflicting land uses, or other factors.

City of Wautoma

- Utilizing existing zoning requirements and residential intensities, an additional 24 to 59 acres are anticipated to be developed for all residential uses.
- Future commercial uses are projected to require an additional 12 acres; industrial uses are likely to encompass an additional 5 acres.

Village of Redgranite

- Utilizing existing zoning requirements and residential intensities, 22 to 50 acres are anticipated to be developed for all residential uses.
- Future commercial uses are projected to require an additional 4 acres; while an additional 2 acres are anticipated for industrial uses.

Town of Dakota

- Since ECWRPC population and housing projections limited future development within the town, calculations were based upon a two-thirds realization of a linear growth pattern based on historical building permit data. All land use projections are based on the assumption that 100 new single family homes will be constructed.
- Utilizing desired zoning requirements determined during the planning process, it is anticipated that 260 acres are necessary for future residential growth.
- An additional 32 acres will likely be needed for future commercial uses; an additional one (1) acre is anticipated for future industrial calculations.

- These projections account for land that would be necessary to construct any additional roads, parks, on-site stormwater management facilities, or other development ancillary to the above land uses.

Town of Marion

- Utilizing historical data and existing housing densities, it is anticipated that between 300 and 360 acres are needed for future residential development.
- Where feasible, new residential development will be directed towards the northwestern corner of the Town where sanitary sewer and other public utilities are available.
- Approximately 30 acres of commercial development are anticipated in the Town. No industrial development is expected as these uses will be directed to existing industrial parks in the City of Wautoma.

Town of Wautoma

- Utilizing past building records and ECWRPC population projections, it is anticipated between 180 and 300 acres will be needed for single family residential development.
- New residential development will target areas primarily adjacent to the City of Wautoma. Other development could infill approximately 35 vacant lots in platted subdivisions along STH 22.
- Isolated single lot development is expected to occur throughout the town on a limited basis.
- It is anticipated that commercial development will be directed to areas adjacent to the City of Wautoma where existing public utilities such as sanitary sewer and water can be easily extended.
- New commercial development will likely occur in established commercial areas along STH 21/73 on the eastern and western edges of the city and along STH 22 immediately north of the city.
- It is reasonable to anticipate 20 to 25 acres of new commercial development.
- Where feasible, new industrial development will be directed to existing industrial parks within the city which are serviced by sanitary sewer and water.

Future Land Use Trends

Residential

- Where feasible, new residential development will be directed to areas currently serviced by sanitary sewer and municipal water.

- Infill development will be stressed within the City of Wautoma. Alternatively, new residential development will be directed to areas near the city's north and southwestern borders.
- In the Village of Redgranite, new single family residential development will be encouraged in areas north of Willow Creek and west of the correctional facility where soils are best suited for development.
- The Town of Dakota will encourage the development of "town centers." Where feasible, new residential development will be directed towards the unincorporated village of Dakota and in areas adjacent or near the City of Wautoma.
- Where feasible, residential development within the Town of Wautoma will be directed areas adjacent to the City of Wautoma. Infill development in platted subdivisions along STH 22 will be encouraged.
- The Town of Marion will encourage development within the Silver Lake Sanitary District and infill of existing subdivisions.
- Future multi-family development should occur in areas that can be served by public sewer and water. As such, new complexes will most likely be developed in the city or village.

Commercial

- Commercial growth is best suited for areas serviced by public sewer and water.
- In the City of Wautoma, commercial development is likely to occur along established business routes and existing commercial districts. New growth will be targeted to areas near STH 21 and Division Street; along East Plaza Road, and near STH 73 in the western section of the city.
- Future commercial growth is anticipated along STH 21 in the Village of Redgranite.
- The Town of Dakota will encourage infill commercial development. Ideally, this development would occur in the unincorporated village of Dakota; in areas adjacent to the Wautoma Industrial Park or within the sanitary district; and along STH 21 west of the City of Wautoma. Limited commercial development would also be appropriate along STH 22.
- The Town of Marion is targeting new in-fill commercial development in the unincorporated village of Spring Lake. Limited commercial development opportunities are also feasible along STH 21.
- The Town of Wautoma has designated areas adjacent to the City of Wautoma as appropriate for new commercial development. Establishments described as "highway commercial" would be best located along STH 22.
- Some future commercial uses may be appropriate either in or adjacent to industrial parks.

Industrial

- New industrial development is best suited for areas serviced by public sewer and water. As such, all five municipalities will direct new industries to existing industrial parks within the City of Wautoma and Village of Redgranite.
- Light industrial development may be appropriate in the unincorporated areas in the towns of Dakota and Wautoma. Any light industrial development should fit the rural character of the towns and be environmentally friendly.

Agriculture

- Agriculture will continue to be an important industry within the unincorporated areas in towns of Dakota and Wautoma. As such, it is the common interest of all municipalities to preserve as much of the remaining farmlands as possible over the next 20 years.
- The Town of Marion respects existing farmers' "Right to Farm" but does not have contiguous acreage that would permit farming operations to expand.
- New development should be directed towards areas which minimize potential conflicts between agricultural operations and other land uses. Land use controls such as setbacks, screening, conservation subdivisions, or buffering should be utilized to limit potential conflicts.

Land Use Issues and Conflicts

- All municipalities agree that improved communication is necessary to ensure that future land use conflicts are minimized. As such, the communities have indicated their support for the formation of a Joint Planning Commission (JPC) in the Wautoma area to discuss issues which are commonly shared. Although the JPC will be primarily responsible for land uses decisions within the 1.5 mile extra-territorial planning area of Wautoma, this committee can be utilized as a venue to discuss all common land use issues.
- The Village of Redgranite should also consider the formation of a Joint Planning Commission (JPC) for the Redgranite area. This planning commission would be responsible for land decisions within the 1.5 mile extra-territorial planning area of the village.
- Joint Planning Commissions would be an ideal entity to handle annexation issues so that intergovernmental relations are not strained as these requests arise.
- Incompatibilities may arise between adjacent land uses as development continues. Proper planning and use of regulatory controls will minimize the severity and overall number of conflicts. Land use controls such as setbacks, screening, and buffering should also be utilized to limit potential conflicts.

INTERGOVERNMENTAL COOPERATION

Intergovernmental Cooperation Vision for 2025

In 2025, the five participating municipalities in the Group D Planning Cluster are cooperating with each other and neighboring municipalities on a variety of issues. They also have a strong working relationship with area sanitary districts, school districts and Waushara County. This spirit of cooperation has led to a more cost-effective delivery of municipal services by eliminating duplication and achieving larger economies of scale. Additionally, the interchange of ideas and information gained from ongoing dialogue among the entities has helped each entity better plan for its future needs. Local officials readily acknowledge that projects slated for one community have benefits for the entire area.

Key Findings

Intergovernmental Agreements

- The City and Town of Wautoma have a signed border agreement which assigns areas along the shared border that can be annexed to the city. The agreement requires that the town must be notified before annexations requests are acted upon.
- Even though the City of Wautoma does not have a border agreement with the Town of Dakota, few conflicts have arisen that have not been resolved with amicable results. However, these two communities may want to explore the possibility of establishing a border agreement in the future.
- Towns cannot annex land from one another. Therefore, borders between these communities are fixed and boundary disputes are non-existent. The towns share a common rural character and enjoy a good working relationship.
- The Village of Redgranite has not formed any formal border agreements with the Village of Lohrville or the towns of Marion, Leon, and Warren. The village is willing to cooperate with these entities to form border agreements for annexation or service provisions if the need arises.
- The Wautoma – Silver Lake Sanitary District works closely with the county, city and towns to monitor new construction within the sewer service and planning areas on all sanitary related issues.
- By statute, the towns have adopted County zoning; while the city and village have adopted their own zoning ordinances. Where feasible, all units of government should collaborate to ensure that zoning ordinances are similar in nature. The towns should strive to enhance and strengthen county zoning ordinances by adopting their own zoning ordinances which may be more stringent.

School Districts

- School districts within the area have cooperated with local governments to provide access to performing arts theaters and forests. Additional communication and cooperation is needed to further benefit the local communities. This may include sharing recreational facilities; utilizing school facilities for meeting space; or collaborating to coordinate the siting, design, and utilization of new school facilities.

Community Facilities

- Local governments, schools districts and businesses should work with utility companies to ensure that the infrastructure that is provided is sufficient to attract new growth. Infrastructure should include, but not be limited to natural gas, electricity, telecommunications, and other similar services.
- Local governments should meet with the Wisconsin Department of Transportation and the Waushara Highway Department to discuss and coordinated upcoming road construction projects.
- All communities within the area have various intergovernmental agreements with respect to public services and facilities. For example, mutual aid agreements exist between the fire districts.
- All communities should strive to implement new intergovernmental agreements which involve senior citizens and other social services; park and recreational facilities; stormwater management; public safety and other topics.

Regional, State, and Federal Agencies

- Individual communities within the Group D cluster should continue to work with the various Waushara County Departments to foster good working relations, promote mutual respect, and coordinate necessary community services.
- Waushara County is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to local communities, counties, and other entities within its jurisdiction. All Group D communities should continue to involve ECWRPC on future projects as the need arises.
- The Wisconsin Department of Natural Resources (WDNR) is responsible for the regulation, protection, and sustained management of natural resources in the state. WDNR operates various programs to help local governments and private landowners successfully manage their properties to benefit overall environmental quality. Local governments should promote positive working relations between themselves, their citizens, and the agency.
- The overall mission of the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) is multi-fold. DATCP oversees programs which ensure the safety/quality of food; fair business practices for buyer and seller; efficient use of

agricultural resources in a quality environment; consumer protection; healthy animals and plants; and the vitality of Wisconsin agriculture and commerce.

- The Wisconsin Department of Transportation (WisDOT) oversees issues related to transportation uses in the planning area. WisDOT oversees highway planning, construction, and maintenance; airport travel, safety, and zoning; bicycle and pedestrian transportation; and multimodal transportation issues. Although there are no major expansions planned within the Group D area, local communities should take a proactive role in transportation planning issues on an ongoing basis.
- The possible interactions Group D communities can have with all county, state, and federal agencies are too lengthy to include in this report. Local communities must continually network and cooperatively plan with the appropriate agencies as needs arise.

Extra-territorial Jurisdiction

- Incorporated cities and villages in Waushara County can exercise certain powers within 1.5 miles of their incorporated limits. This area is referred to as the extra-territorial jurisdiction. These powers are summarized below.
- Incorporated communities can exercise plat review authority in unincorporated areas adjacent to their communities (s.236.10). If incorporated communities have adopted their own subdivision ordinance, they can approve or reject specific plats and certified survey maps as if they were within incorporated limits.
- Incorporated cities and villages in Waushara County have been given authority to practice extra-territorial zoning within the 1.5 mile area adjacent to their community if they have adopted their own zoning ordinance. In order to practice extra-territorial zoning, an incorporated community must do the following: publicize and adopt a resolution stating its intent to do so; establish a joint committee with representatives from adjacent communities; and adopt specific plans through the joint committee.
- All three towns have expressed a sincere interest to adopt a joint committee with the City of Wautoma and Town of Mount Morris to collectively plan and establish zoning ordinances for the extra-territorial area of the city.
- The Village of Redgranite has expressed an interest to collaborate with its neighbors to establish a joint committee to collectively plan and establish zoning ordinances for the extra-territorial area of the village.

IMPLEMENTATION

Implementation Vision for 2025

In 2025, planning is recognized by the five municipalities as their best and most consistent tool in ensuring they provide for the type of community desired by their residents. They rely heavily on their plan to steer development to appropriate locations and prevent incompatible land use,

and encourage creative design solutions to protect important community natural and man-made resources and promote cost-effective government. They value the opinions of their residents and business owners and respect the responsible efforts of landowners to protect their property and community.

Key Findings

Individual Communities

- Communities can utilize a wide range of tools to implement the goals, objectives, and strategies discussed in this plan.
- Individual communities should annually review their progress with implementation of the comprehensive plan.
- The planning commissions of the individual communities should review the timelines in the respective implementation tables to ensure each strategy is implemented in a timely fashion.
- Where appropriate, modifications should be made to the individual community plans annually. These modifications may include, but are not limited to, the incorporation of new statistical data, changes to individual strategies, and changes to land use maps.
- Individual communities should annually report implementation progress to their citizens. This may be accomplished by an article in the annual report or newsletter.
- Individual communities must update their comprehensive plans every ten (10) years.

Joint Planning Commissions

- Once established, the joint planning commissions (JPCs) should review the goals, objectives, and strategies for all communities within the extra-territorial zoning area. These goals, objectives and strategies should be considered in all future activities of the joint planning commission.
- JPCs should annually review their progress with implementation of the comprehensive plans of the individual communities.
- JPCs should review the timelines in the respective implementation tables to ensure each strategy is implemented in a timely fashion.
- JPCs should annually report implementation progress to the planning commissions and town boards of the individual communities. This may be accomplished by an article in the annual report, newsletters, or at respective board meetings of the individual communities.

CHAPTER 2: ISSUES AND OPPORTUNITIES

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ISSUES AND OPPORTUNITIES

INTRODUCTION

Socioeconomic conditions and growth patterns have implications for the future health and vitality of communities. They help define existing problems and identify available socioeconomic resources. They also represent the current and future demands for services and resources. Changes in population and households combined with existing development patterns and policy choices will determine how well the Group D communities will be able to meet the future needs of its residents and the 14 comprehensive planning goals.

Issues and Opportunities Vision for 2025

In 2025, the quality of life for residents of South Central Waushara County has never been higher. Residents have gained even greater appreciation of the area's lakes, streams, woodlands and other natural and cultural amenities. They've taken steps through an appropriate mix of public and private ownership to protect these resources so that they can be enjoyed by future generations of local residents as well as visitors to the area. A concerted effort to identify new markets, products and processes has rejuvenated the area's farm and forest economies. Employment opportunities are provided by new businesses attracted to Wautoma's and Redgranite's industrial park. Their competitive wages are helping the area retain younger members of the workforce and enabling more local residents to work closer to home.

Wautoma and Redgranite are small vibrant communities offering a range of retail and business services. Downtown shoppers enjoy convenient on-street parking, and traffic congestion and safety issues in both communities and in the Silver Lake area no longer exist with the re-design of the Highway 21 corridor. Basic medical and 24/7 emergency services are now available in Wautoma and Redgranite and extended care facilities and other housing options are available for the area's growing elderly population. Augmented by increased disposable income, pride in homeownership is evident in the continuing upgrade of the area's traditional housing stock and the lack of unkempt properties. A variety of affordable housing options is available to residents of all income levels. Although most new residential development is concentrated in Wautoma, Redgranite and other sewered areas, outlying rural areas in the towns of Dakota, Marion and Wautoma continue to attract new residential development. For the most part, however, it largely has been occurring in locations and ways that are respectful of the area's natural features and pre-existing land uses.

INVENTORY AND ANALYSIS

This section of the chapter provides a brief summary of historic population growth, followed by more detailed information regarding current population and household characteristics of the region. Population and socioeconomic trends are identified, and potential future growth and development patterns are discussed. Characteristics examined include age, race, ethnicity, educational attainment, income and household types. Current and potential population and socioeconomic issues are noted. Their potential impacts and policy implications are discussed in the remaining comprehensive plan element chapters. The remainder of this chapter will briefly

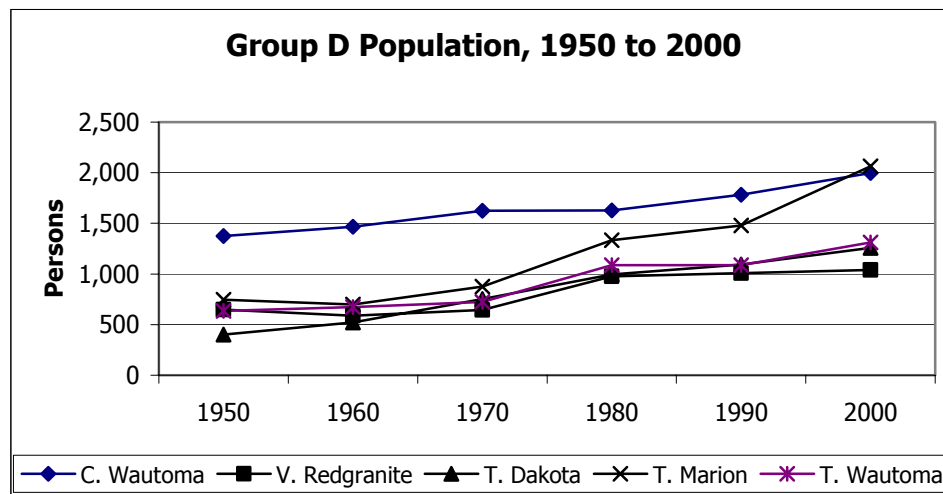
describe the policy context, discuss the need for intergovernmental cooperation, assess current and future trends and identify issues that need to be addressed.

Demographic Trends

Historic Population

Over the past fifty years, the Group D area has experienced significant population growth, growing from 3,806 persons in 1950 to 7,674 persons in 2000 ([Appendix B, Table B-1.](#)). The majority of this growth (2,854 persons) was concentrated within the towns. Between 1950 and 2000, the towns of Dakota, Marion, and Wautoma saw their population more than double. This growth, which is most notable in the Town of Marion, occurred largely in response to the development of the lakes and the conversion of seasonal homes to full-time residences. The Village of Redgranite also experienced significant population growth (60.5%). Growth was slowest in the City of Wautoma (45.2%).

Figure 2-1. Historic Population Change



Between 1950 and 2000, population growth in the Group D planning cluster doubled (101.6%), outpacing growth for Waushara County (65.7%), the East Central Region (66.1%), and Wisconsin (56.2%). 2005 population estimates from the Wisconsin Department of Administration (DOA) indicate that recent growth trends are more in line with regional and state growth patterns. Only the Village of Redgranite has experienced a much higher population increase (97.2%) since 2000 than either Waushara County (8.0%) or Wisconsin (4.0%). This increase is due mainly to the construction of the Redgranite Correctional Facility. Population increases in the remaining Group D communities ranged from 0.8 percent in the Town of Dakota to 6.9 percent in the Town of Marion.

Components of Population Change

The two components of population change are natural increase and net migration. Natural increase is calculated by subtracting deaths from births during a specific time period. Net migration is, in theory, the number of people leaving an area (out-migrants) subtracted from the number of people coming into an area (in-migrants). However, since no convenient way of

determining the movement of people on a regular basis exists, net migration must be estimated. Net migration can be estimated based on survey data, information from census questions, IRS data or calculated by subtracting natural increase from total population change. Net migration estimates may vary depending on which methodology is used. Data from the University of Wisconsin-Extension Applied Population Laboratory and the Wisconsin Department of Administration (DOA), for example, show similar trends, but their net migration estimates vary.

An examination of the data provided by the University of Wisconsin-Extension Applied Population Laboratory and the Wisconsin Department of Administration (DOA) indicate that since 1950, migration has played a greater role in population change in Waushara County than natural increase. With the exception of the 1950s, Waushara County has experienced a positive net migration rate (Tables 2-1 and 2-2.). Furthermore, the rate of net migration in Waushara County has exceeded the overall Wisconsin net migration rates each decade since 1980, which indicates that Waushara County is attracting residents from other parts of Wisconsin.

Table 2-1. Net Migration Estimates, 1950 to 1990

	Waushara County		Wisconsin	
	Net Migration	Total Change	Net Migration	Total Change
1950 to 1960	-8.62%	-3.04%	-1.44%	15.06%
1960 to 1970	6.37%	9.62%	0.16%	11.79%
1970 to 1980	17.66%	25.22%	0.23%	6.51%
1980 to 1990	7.27%	4.64%	2.68%	3.96%

Source: "Net Migration by Age for Wisconsin Counties, 1950-1990", UWEX Applied Population Laboratory.

The role of migration in the county's population growth became more important in the 1990s and early 2000s, when the rate of natural increase fell below 0, as more deaths than births occurred in the county during this time period. Since natural increase rates were negative, the entire increase in population Waushara County since 1990 can be attributed to in-migration (Table 2-2.).

Table 2-2. Components of Population Change, Waushara County

	Numeric Change			Percent Change		
	Natural Increase	Net Migration	Total Change	Natural Increase	Net Migration	Total Change
1970-1980	215	3,516	3,731	1.46%	23.76%	25.22%
1980-1990	448	411	859	2.42%	2.22%	4.64%
1990-2000	-23	3,792	3,769	-0.12%	19.56%	19.44%
2000-2005 est.	-131	1,983	1,852	-0.57%	8.60%	8.03%

Source: Population Trends in Wisconsin: 1970-2000, WI DOA, 2001; WI DOA, 2005.

Waushara County migration patterns also varied by age (Appendix B, Table B-2.). Between 1990 and 2000, young families (age 30 to 44 yrs) and baby boomers (age 45 to 64), many who converted their seasonal residences to year round homes, moved to Waushara County. During this time period, Waushara County lost population in two other age groups, as many individuals ages 20 to 29 and individuals age 75 and older migrated out of the county. The net loss of young adults is likely attributable to two factors. First, many students leave the county to attend college. Others may have relocated in search of affordable housing and better employment opportunities. The out-migration of elderly individuals likely resulted from a need or desire for additional services. As people age, many eventually need or desire a wider variety of housing, health care, support services and transportation options than is available in rural communities.

Population Density

Population density reflects the degree of urbanization and impacts the demand and cost effectiveness of urban service provision. Over time, urban growth and suburbanization within the Group D area has expanded and settlement patterns have increased in density. In general, this area is the most densely populated area of the county. In 2000, towns outside of the Group D planning area had population densities ranging 12 to 41 persons per square mile, while the lowest population density within the Group D planning area was 38 persons per square mile.

A wide range of population densities existed between the Group D communities (Appendix B, Table B-3.). The highest densities were found in the incorporated areas. The City of Wautoma had a population density of 799 persons per square mile, while the Village of Redgranite had a density of 468 persons per square mile. The Town of Marion had an intermediate density of 62 persons per square mile. The towns of Dakota and Wautoma were the most sparsely populated communities within Group D, with population densities of 38 and 39 persons per square mile, respectively. The population density for the county as a whole averaged 37 persons per square mile, compared to the state density of 82 persons per square mile.

Age Distribution

The age structure of a population impacts the service, housing and transportation needs of a community. Communities with growing school age populations may need to expand school facilities. Communities with growing elderly populations may need to expand health care, housing options and transportation services. Currently, the largest age cohort within the region and the state is the "baby-boom" generation, which includes those individuals born between 1945 and 1965. These individuals have had, and will continue to have, a significant impact on service and infrastructure needs within the planning cluster.

The change in population by age cohort between 1990 and 2000 indicates that the cluster's population is aging (Appendix B, Tables B-4 and B-5.). While some local variation existed, as a whole, Group D communities experienced an increase in all age cohorts. The largest increase by far occurred in the working age population, which comprised over half of the total population increase for the Group D area. Seventy percent (69.6%) of those individuals were between the ages of 45 and 64. The school age population (ages 5 to 19 yrs) increased by 25.1% during this time period. The smallest increase occurred in the preschool age population, which only increased by 4 persons.

An examination of the relative composition of the population showed that preschoolers as a share of total population declined in every Group D community. The City of Wautoma and Town of Marion experienced an increase in school age children as a percent of total population, while the share of school age population declined in the Village of Redgranite and the Town of Wautoma. The share of school age children remained relatively constant in the Town of Dakota, increasing by less than one half a percent. Marion was the only Group D community to experience a decline in share of population in the working age category. The City and Town of Wautoma were the only Group D communities to experience a decline in the share of population in the elderly age cohort.

The relative decline in population under age 5 can be attributed to smaller average family sizes (The fertility rate for women decreased from 3.7 in 1957 to 1.8 in the mid-1970's¹.) and the out migration of individuals age 20 to 29. Additionally, many baby boomers have moved beyond the child bearing years. The continuation of low fertility rates in the 1990s (2.0 and 2.1)¹ indicate that the children of the baby boom generation, Generation Xers (born 1965 to 1976) have maintained low fertility rates and few of the "echo boom" (born 1977 to 1995), have begun having children.

The increase in the number of working age and elderly individuals can be attributed to in-migration of individual age 30 and older and the aging of the baby-boomers and World War II generation. The World War II generation includes those individuals born between 1919 and 1935. As these individuals begin to need additional services and health care, some are migrating out of the area, which reduces the share of population in the frail elderly age cohort.

Median age divides the age distribution of the population in half. One half of the population is younger than the median age, while the other half of the population is older than the median age. As a result, the median age of the population provides some insight to the overall population structure within a community. Between 1990 and 2000, the median age increased in all communities, but the City of Wautoma. On average, the median age increased by 2.1 years in the Group D cluster. Actual increases ranged from 1.6 years in the Town of Marion to 4.6 years in the Town of Dakota. The City of Wautoma had the lowest median age (38.8 years), while the Town of Marion had the highest (48.4 years) (Appendix B, Tables B-4 and B-5).

A closer look at individual age cohorts indicates that clustering of the population on either side of the median varies. Although the median age of several Group D communities was lower than the Waushara County average (42.1 years), in 2000 the planning cluster had a higher proportion of individuals (21.64%) age 65 and older than Waushara County (19.24%). This trend was the same when compared with Wisconsin. The state's median age was 36.0 year, and 13.1 percent of the population was age 65 years or older.

Household Structure

Household Size

Household size and changes in household structure help define the demand for different types and sizes of housing units. The composition of a household coupled with the level of education,

¹ U.S. Census Bureau, "The Fertility of American Women in 2004" in *Population Profile of the United States: Dynamic Version*, Internet release, November 8, 2005.

training, and age also impact the income potential for that household, plus help define the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accompanying infrastructure, even if no increase in population occurs.

Household size for the state and Waushara County has been decreasing steadily since 1970 (Appendix B, Table B-25). With a couple minor exceptions (an increase in the C. Wautoma and T. Dakota between 1980 and 1990) this has been true for Group D communities as well. Historically, the City of Wautoma has retained the lowest average household size of all seven jurisdictions. The towns of Dakota and Wautoma have tended to have the largest household sizes. In 2000, the Town of Dakota had the largest average household size at 2.55 persons per household, while the City of Wautoma was the smallest (2.20). The average household size in Waushara County and Wisconsin was 2.43 and 2.50 persons, respectively.

Between 1990 and 2000, the average household size in Waushara County decreased from 2.52 to 2.43 persons per household (Appendix B, Tables B-6 and B-7). The largest decline in household size within the Group D planning cluster occurred in the Town of Wautoma, where the average number of persons per household decreased from 2.59 to 2.46. The Town of Marion experienced the smallest decline in the planning cluster, decreasing from 2.31 to 2.27 persons per household.

The share of one and two person households increased throughout the county and state. By 2000, one-person households comprised 24.9% of all households in the county and 26.8% in Wisconsin. This represented a 1.5% and 2.4% increase in share respectively. A similar increase in two person household was also seen. Two person households increased to 41.9% and 34.6% in Waushara County and Wisconsin, respectively. Within the planning cluster, the city and village had noticeably higher percentages of one person households. One person households accounted for 40.5% of the households in the City of Wautoma and 32.5% of households in Village of Redgranite, compared to less than twenty-five percent in each of the towns. Two person households, on the other hand, accounted for over forty percent in each of the towns, while two person households comprised 35.0% in the Village of Redgranite and 30.0% in the City of Wautoma. The Town of Marion had the highest share of two person households, 50.6%.

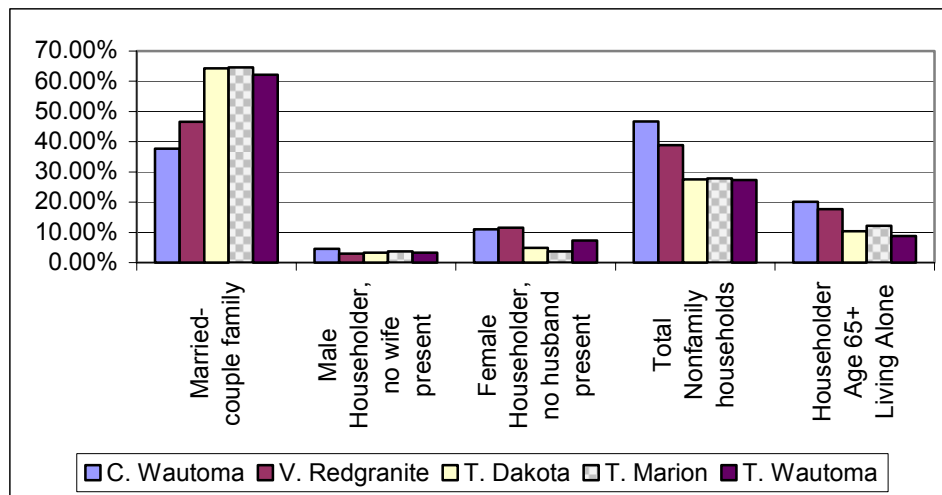
An examination of 3, 4, 5 and 6 or more person household size data shows that the share of households with more than 2 persons per household declined for each additional person added to the household for all seven jurisdictions in 1990 and 2000, with one minor exception. In 1990, 4 person households comprised a slightly larger share of all households (18.8%) than 3 person households (14.0%) in the Town of Wautoma.

By 2000, the share of 5 or more person households had the smallest share of household sizes in all jurisdictions. About nine percent of the households in both Waushara County (8.7%) and Wisconsin (9.3%) had average household sizes of 5 or more persons; only around three percent of households were 6 or larger. For the most part, the share of households with 5 or more persons per household in Group D communities was at or below county and state levels. The one exception was the Town of Dakota, where 5 or more person households comprised 10.3% of all households. The Town of Dakota also had the largest share of 6 or more persons per household, 4.9%.

Household Composition

In 1990 and 2000, the majority of households for all seven jurisdictions were family households, and the majority of family households were married couple families (Appendix B, Tables B-8 and B-9). Between 1990 and 2000, all seven jurisdictions experienced a decrease in the share of family households and married couple families and an increase in the share of nonfamily households. The share of single parent family households increased in all jurisdictions, except for the Town of Dakota, which experienced a decrease in the number and share of single parent family households during this time period. In 1990, the share of family households ranged from 62.7% of all households in the City of Wautoma to 79.5% of all households in the Town of Wautoma. Between 1990 and 2000, the share of family households declined. In 2000, the share of family households ranged from 53.4% of all households in the City of Wautoma to 72.7% of all households in the Town of Wautoma. The City of Wautoma had the largest share of single parent family households and nonfamily households in both years. The Town of Marion had the smallest share of single parent family households for both years, while the Town of Wautoma had the smallest share of nonfamily households for both years (Figure 2.2).

Figure 2-2. Percent of Households by Type, 2000



In 1990, householders age 65 or older and living alone ranged from 22.6% in the City of Wautoma to 9.7% in the Town of Dakota. Between 1990 and 2000, the share of elderly householders living alone decreased in the City of Wautoma, Village of Redgranite, Town of Wautoma, Waushara County and the state, and rose in the towns of Dakota and Marion. By 2000, elderly householders living alone ranged from 20.1% of all households in the City of Wautoma to 8.8% in the Town of Wautoma.

In 2000, Group D communities had 448 persons age 65 and older living alone. While this may be a satisfactory living situation for some, for others it may be a challenge. As costs rise and health declines, elderly singles may have difficulty maintaining their housing unit, especially if they own a larger home. Their home may need special modifications or additional equipment to live independently. They may need assistance with housekeeping, transportation or meal preparation, etc. Social isolation may also become an issue if these individuals have limited mobility options.

The combination of the increase in one and two person households and the share of non-family households, coupled with a decrease in the share of persons age 65 and older living alone, may mean that some elderly are doubling up. It also indicates that the number of single individuals under the age of 65 is increasing in the planning area.

Race and Ethnic Origin

Population by race and ethnic origin provides information regarding the social and cultural characteristics of an area. It also provides information regarding population dynamics. Access to education and economic opportunities differ by race and ethnic origin. Differences also exist in age structure, language barriers and risks for various diseases and health conditions. Some ethnic groups are also more mobile than others.

Since new immigrants are more likely to settle in areas with existing populations from their countries of origin, race and ethnicity also influence migration patterns. National population trends indicate that persons of color and persons of Hispanic Origin are growing faster than the white population. As the population of the cluster, Waushara County, and Wisconsin continue to grow, it is also likely that the minority proportion of the population will also continue to grow. If this occurs, communities may need to compensate for the changing demographic composition. It is important that consideration be made to bring these individuals into the planning process so that these individuals not only understand local cultural norms, but also have a positive stake in our communities. Communities may also find it beneficial to promote opportunities for positive interaction between cultures. An increase in understanding of differences and similarities in expectations and cultural values may help reduce friction between groups.

Racial Distribution

The planning cluster experienced a large increase in its nonwhite population between 1990 and 2000 (**Appendix B, Tables B-10 and B-11**). During this time frame, the number tripled from 111 to 335 individuals. In spite of this increase, whites continued to comprise an overwhelming majority of the population. The largest nonwhite group identified was other races. The number of persons who identified themselves as belonging to some other race in 2000 was 132 individuals (1.7%). Other race includes those individuals who were unwilling to identify themselves as white, African American/Black, Native American, Alaskan Native, Asian or Pacific Islander.

The planning cluster's population is less diverse than the state's population, but more diverse than Waushara County. In 2000, whites comprised 95.6% of the population in Group D communities, while they account for 88.9% and 96.8% for the state and Waushara County respectively. The Town of Marion was the least diverse community, while the Town of Dakota was the most diverse. Additionally, the City of Wautoma and Village of Redgranite had higher levels of racial diversity than the planning cluster as a whole.

Persons of African descent are the largest nonwhite racial group in the state, comprising 5.9% of the state's population. The smallest nonwhite racial group in the state is the Native American population which comprises 0.9% of the state's population. Unlike the state, persons of African descent are the smallest nonwhite racial group (0.5%) in Group D communities and Waushara County (0.3%), while other races are the most common (1.7% and 1.4%, respectively).

The 2000 Census was the first Census which allowed persons of mixed race to identify themselves as belonging to two or more races. Less than two percent of state residents and less than one percent of Waushara County resident declared they were of two or more races. Approximately one percent of individuals in the planning cluster identified themselves as belonging to two or more races.

Ethnic Origin

In 2000, the most common ancestry identified by Group D residents was German; 36.9% of respondents claimed German heritage compared to 38.0% of county residents and 33.1% of state residents ([Appendix B, Table B-12 and B-13](#)). Persons with German ancestry ranged from 27.2% of the population in the City of Wautoma to 44.2% in the Town of Dakota. Several Group D residents (21.6%) could not identify or chose not to report their ancestry. The second most common ancestry listed was Polish. Approximately eight percent (7.9%) of residents claimed Polish ancestry. Persons of Polish descent ranged from 11.2% in the Village of Redgranite to 6.2% in the Town of Marion ([Appendix B, Table B-13](#)).

According to the 2000 Census, Hispanics are the fastest growing ethnic group in the United States. They also tend to be a relatively young population. In 2000, the median age for Hispanics was 25.8 years, compared to the U.S. median age of 35.3 years. As a result, over time they will constitute a larger share of our nation's labor force.

Hispanics currently comprise a very small segment of the county's and state's population ([Appendix B, Table B-14](#)). However like the nation, this segment of the population is one of the fastest growing in the area. Between 1990 and 2000, the Hispanic population within Waushara County and Wisconsin more than doubled. At the county level, the Hispanic population increased from 379 to 848 persons between 1990 and 2000. Their overall portion of the population increased from 2.0% to 3.7%. At the state level, the Hispanic population increased from 93,194 persons in 1990 to 192,921 persons in 2000. In 1990, Hispanics comprised 1.9% of the state's population; by 2000, Hispanics comprised 3.6% of the state's population.

Growth in the population with Hispanic Origin varied within the Group D planning cluster between 1990 and 2000. The number and share of Hispanics declined in the Village of Redgranite, rose slightly in the Town of Wautoma, almost doubled in the Town of Dakota and more than doubled in the Town of Marion and City of Wautoma. By 2000, the share of population declaring Hispanic Origin within Group D communities ranged from 8.7% in the Town of Dakota to 1.3% of the population in the Town of Marion. If the Group D planning cluster is going to continue to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase, as Hispanics are becoming a larger share of the national, state and county population.

Income Levels

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, social security, retirement income, disability income and welfare payments (U.S. Census Bureau). Traditionally, earned income is geographically dependent, as the quality of local jobs determines the earning potential and quality of life for local residents dependent on earned income. Unearned income is not

geographically dependent. Retirement pensions, for example, may come from a company which is located several states away. As a result, a retiree's quality of life is not as dependent on the health of the local economy and quality of jobs in the area as someone who derives the majority of their income from earnings. As telecommuting increases and becomes more mainstream, earned income may become more geographically independent. However, at this point in time, little telecommuting occurs in Waushara County.

Impact of Earnings on Household Income

An examination of 1999 income data indicates that the majority of household income within Group D communities, Waushara County and the state is derived from earnings. As a result, access to earning opportunities is a strong determinant in meeting the income needs of residents in all seven jurisdictions. Group D communities are less dependent on earnings than the state ([Appendix B, Table 15](#)), but earnings are still an important component of income. In Wisconsin, 80.6% of income was derived from earnings in 1999. Within the Group D planning area, the percent of income derived from earnings varied from 73.6% in the Town of Wautoma to 58.2% in the Town of Marion. At the county level, 71.4% of income was derived from earnings.

In most instances, unearned income raised the average income per household, so that average incomes per household were higher than the average earnings per household. The Village of Redgranite was unique in that it was the only one of the seven jurisdictions where the average earnings per household (\$35,933) was higher than the average income (\$32,753) for households ([Appendix B, Table 15](#)). Redgranite had the smallest percentage of households with earnings, 65.1%. It was also the only one of the seven jurisdictions where the percent of income from earnings (71.4%) was higher than the percent of household with earnings, which indicates that households in Redgranite with earnings likely have more buying power than those dependent on unearned income. In the remaining six jurisdictions, the percent of households with earnings ranged from 81.8% in Wisconsin to 70.5% in the Town of Marion. This data indicates that while the area is attracting retirees, job growth and employment opportunities are important to the health and wellbeing of Group D residents. This is especially true for Redgranite.

Median Income

Median income is derived by examining the entire income distribution and calculating the point where one-half of incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the distribution of the total number of households or families, including those with no income. A comparison of median family and median household income values between 1989 and 1999 indicate that all Group D communities, Waushara County, and Wisconsin experienced an increase in both income measures during this time period ([Appendix B, Table 16](#)). The rate of growth in median household income varied between 70.3% in the Town of Dakota to 38.8% in the Village of Redgranite. The City of Wautoma experienced the highest rate of growth in median family income of all seven jurisdictions (69.6%), while the state had the lowest rate of growth in median family income (50.8%). Within Group D communities, the Town of Wautoma experienced the lowest rate of growth in median family income, 56.2%.

These variations in the median income growth between 1989 and 1999 resulted in an increased disparity between the Group D communities. However, since all Group D communities but Redgranite experienced higher growth rates in median household incomes than Wisconsin, and all Group D Communities experienced higher growth rates in median family income, the income gap between the state and Group D communities is narrowing. Waushara County also experienced a higher rate of growth in median family and household income than the state.

In spite of these gains, the State of Wisconsin maintained higher median household and median family incomes than Waushara County and Group D communities for both years. In 1999, Waushara County had median values of \$37,000 and \$42,416 respectively, compared to \$43,791 and \$52,911 for Wisconsin. Within the Group D communities, median household income ranged from \$26,726 in the Village of Redgranite to \$39,185 in the Town of Wautoma; and median family incomes ranged from \$34,875 in the Village of Redgranite to \$44,063 in the Town of Wautoma. Only the towns of Marion and Wautoma had higher median household incomes than Waushara County; only the Town of Wautoma had a higher median family income than the county.

Per Capita Income

Per capita income measures income per person, and is calculated by dividing the total income of a particular group by the total population of that particular group, including all men, women and children, regardless of age and earning potential. In 1989, the state had the highest per capita income, \$13,276. Per capita incomes in Group D communities ranged from \$9,282 in the Town of Dakota to \$11,868 in the Town of Marion. Per capita income for Waushara County (\$10,408) fell within the per capita income range for Group D communities (Appendix B, Table 16).

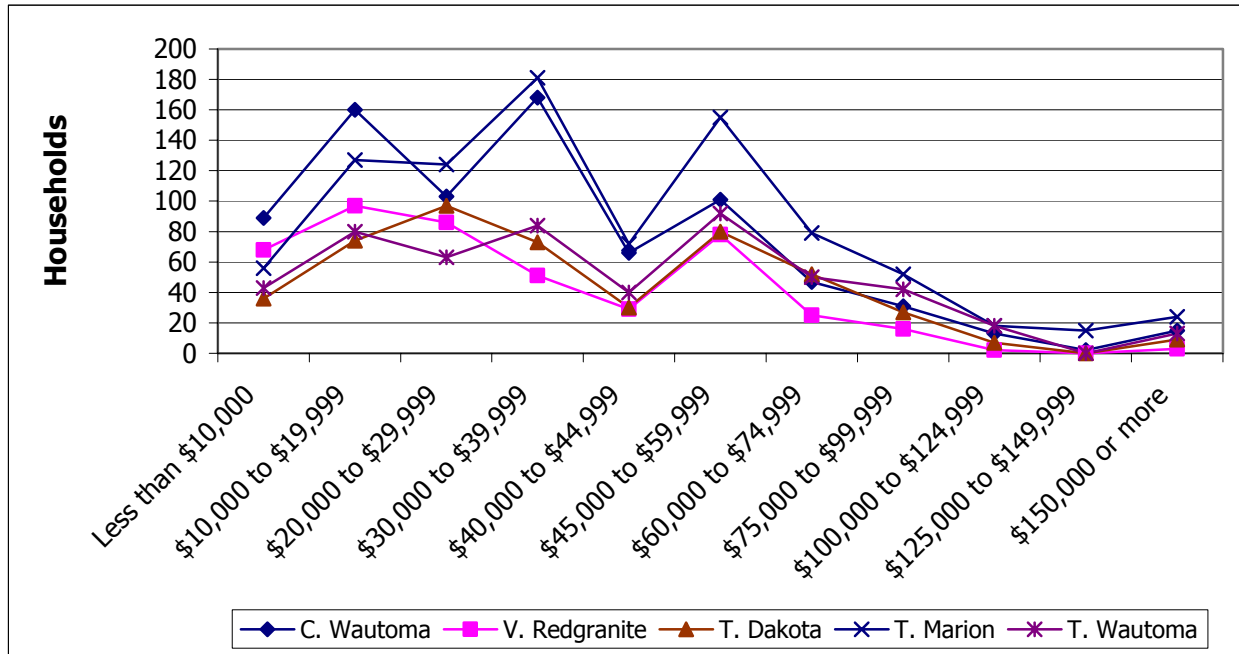
Between 1989 and 1999, per capita income growth varied widely between the Group D communities, while growth rates for the county and state fell between. All three towns experienced higher growth rates in per capita income than the city, the village and the state. Per capita income trends also varied somewhat from median household and median family incomes. Between 1989 and 1999, the percent change in per capita income ranged from 98.2% in the Town of Dakota to 47.5% in the Village of Redgranite. By 1999, the Village of Redgranite had replaced the Town of Dakota as the jurisdiction with the lowest per capita income (\$13,994). The Town of Marion not only continued to maintain the highest income per capita (\$21,714) within the Group D communities, the Town of Marion's per capita income growth also surpassed the state's rate of growth. By 1999, Marion had the highest income per capita of all seven jurisdictions.

Household Income By Range

While median and per capita income figures are often used to compare incomes across communities, household income by range provides a clearer picture of the distribution of income within a community, which allows communities to better target policies, programs, housing and economic development opportunities to meet the needs of their residents. Table B-17 in Appendix B identifies the number of households in income categories ranging from those with incomes of less than \$10,000 through those with incomes of \$150,000 or more. Figure 2.3 shows the distribution of those households. Based on the information provided to the Census Bureau, the City of Wautoma had the largest number of households with incomes below \$10,000 (89) in 1999, while the Town of Dakota had the fewest households (36). The

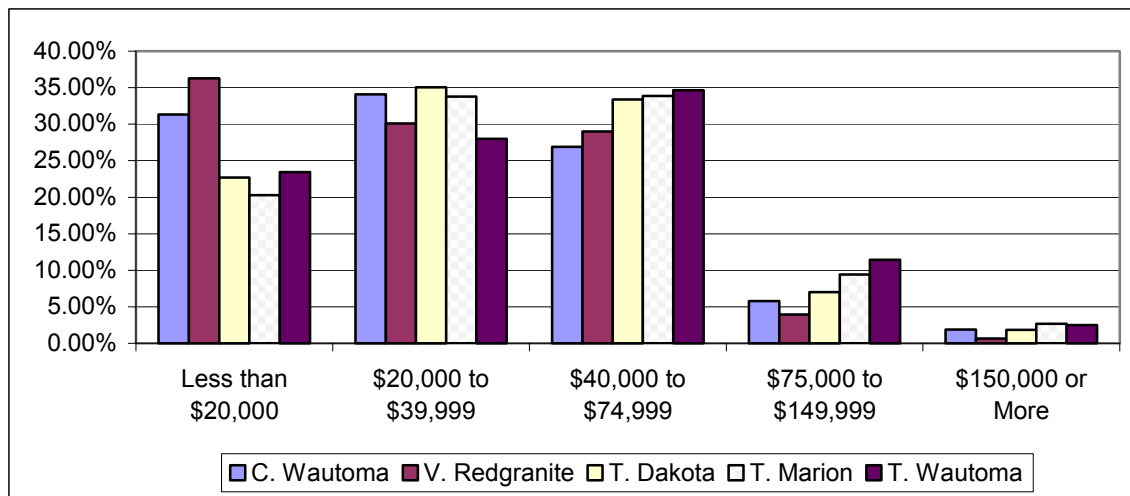
Town of Marion had the largest number of households with incomes of \$150,000 or more (24), while the Village of Redgranite had the fewest households with incomes of \$150,000 or more (3).

Figure 2-3. Distribution of Households by Income Range, 1999



For additional comparison and analysis, the eleven income categories presented in Appendix B, Table B-17 have been consolidated into five broader income categories and presented in Figure 2.4 as a share of total households with income. As indicated in Figure 2.3 and 2.4, each Group D community had a slightly different distribution of households by income range in 1999. In all cases, however, the overwhelming majority of households (90.3% of all households in the Group D planning cluster) reported incomes below \$75,000 and 82.3% of all Group D households reported incomes below \$60,000. Approximately 59% of Group D households reported income at or below the county median income (\$37,000), which means that many households in the area are likely eligible for programs such as housing rehabilitation grants and loans, guaranteed loans for first time home buyers and job training programs designed to help increase skills which should result in increased earnings potential.

The percentage of households with incomes below \$20,000, ranged from 20.3% of all households in the Town of Marion to 36.3% of all households in the Village of Redgranite, which indicates that around one fifth of households may be eligible for some form of rental assistance. In comparison, 23.1% of county households and 19.1% of Wisconsin households has incomes less than \$20,000. At the other end of the spectrum, 11.7% of county households and 20.3% of Wisconsin households has incomes of \$75,000 or more. While the percentage of households with incomes of \$75,000 or more in Group D communities ranged from 4.6% in the Village of Redgranite to 13.9% in the Town of Wautoma.

Figure 2-4. Household Income by Range, 1999

Poverty Status

The poverty level is determined by the U.S. Census Bureau, and based on current cost of living estimates, as adjusted for household size. In 1990, the poverty threshold for a family of four with two children was a household income of \$12,674. By 2000, the poverty threshold for a family of four with two children had risen to \$17,463.

Between 1989 and 1999, both the number and percentage of persons living below the poverty threshold declined for the Group D communities as a whole, Waushara County, and Wisconsin. The Town of Wautoma was unique in that the number of persons living below poverty increased. However, even though the number of persons living below poverty increased in the Town of Wautoma, the percentage of persons living below the poverty threshold decreased during this time period ([Appendix B, Tables B-18 and B-21](#)).

In spite of the decline in poverty, 747 persons (9.7% of all residents) in the Group D communities still lived below the poverty line in 1999 ([Appendix B, Table B-21](#)). A larger percentage of Group D residents continued to live in poverty than either Waushara County (9.0%) or Wisconsin (8.4%). Statewide, rural residents were more likely to live in poverty than urban residents, so it is likely that distance from economic opportunities is a contributing factor in local poverty rates. Within the Group D communities, poverty rates ranged from 6.7% in the Town of Marion to 12.2% in the Town of Dakota.

Poverty by age status demonstrated rather varied trends ([Appendix B, Table B-19, B-20, B-22 and B-23](#)). On average, children were more likely to live below the poverty line than elderly resident during both time periods. In 1989, 23.4% of children in the Group D communities lived in poverty, compared to 11.2% of the elderly. In 1999, 12.3% of children in the Group D communities lived in poverty, compared to 11.3% of the elderly. Not only were children more likely to live below poverty, they comprised a greater number and share of total persons in poverty than elderly residents ([Appendix B, Tables B-20 and B-23](#)). While the number and share of elderly living in poverty was less than for children, it should also be noted that counter to the prevailing trend, the number of elderly living in poverty rose from 139 to 188 during this time period.

In 1999, 213 children in Group D communities lived in poverty, compared to 188 elderly residents. At the community level, however, elderly residents were more likely to live below poverty than children in the City and Town of Wautoma and the Village of Redgranite. The highest poverty rates for children occurred in the Town of Dakota (23.1%), while the highest poverty rates for elderly occurred in the Town of Wautoma (19.3%). The lowest poverty rates for children occurred in the Village of Redgranite (8.0%), while the lowest poverty rates for elderly occurred in the Town of Dakota (3.6%) (Appendix B, Tables B-22).

At the county level, 584 children lived in poverty compared to 462 persons 65 and older. The ratio of children to elderly below poverty was even greater at the state level, where 150,166 children lived below poverty compared to 49,245 persons age 65 and older. In general poverty rates for children were higher in planning cluster than either Waushara County (10.9%) or Wisconsin (11.2%). Only the Town of Wautoma and Village of Redgranite were significantly lower than the county and state.

Elderly poverty rates showed mixed trends when compared with Waushara County (10.8%) and Wisconsin (7.4%). Only the towns of Dakota and Marion were less than or similar to both the county and state. The Village of Redgranite (10.0%) had a higher percentage of elderly in poverty than the state, but was roughly equivalent to Waushara County. The City and Town of Wautoma had elderly poverty rates significantly higher than the county and state.

The planning cluster had a smaller percentage of families living below poverty (5.2%) in 1999 than the state (5.6%), and a similar share when compared with Waushara County (5.3%). Poverty rates for families ranged from 3.4% in the Town of Marion to 7.6% in the Town of Dakota (Appendix B, Table B-21). In all seven jurisdictions, the share of families living below poverty was less than the share of total persons living below poverty. In each of the seven jurisdictions, the number of persons between the age of 18 and 65 living in poverty was greater than the number of children in poverty, which suggests that a number of working age individuals without children live in poverty. In all jurisdictions but Redgranite, the share of persons between 18 and 65 living in poverty was less than the share of children under poverty. This indicates that Redgranite likely has a larger share of working age individuals without children living in poverty.

Most discussions regarding poverty tend to focus on children and elderly, as those are considered dependent populations which have little to no ability to change their circumstances. As a result, they are the populations most in need of assistance. However, as the U.S. economy moves from a manufacturing based economy to a service based economy, many individuals find themselves falling into a category called the working poor. These are individuals who are working, but their wages are too low to move them out of poverty. Economic development policies which encourage skills, training and living wage jobs could help Group D communities reduce the number of persons living in poverty.

Population Forecasts

Population projections can provide extremely valuable information for community planning; but by nature, projections have limitations which must be recognized. First, population projections are not predictions. Population projections are typically based on historical growth patterns and the composition of the current population base. Their reliability depends to a large extent on the continuation of those past growth trends. Second, population projections for small

communities are especially difficult and subject to more error, as even minor changes in birth, death or migration rates can significantly impact community growth rates. Third, population growth is also difficult to predict in areas which are heavily depended on migration, as migration rates may vary considerably based on various “push” and “pull” factors both within and outside of the area.

Since migration has played such an important role in Waushara County population growth, migration rates are expected to significantly impact future population growth. If the Group D communities continue to attract new residents as they have in the past decade, its population outside of the Redgranite Correctional Facility could very well increase by twenty percent between 2000 and 2025. (Including the prison population increases the anticipated growth rate to 31.3%.) Continued population growth will result in an increase in demand for services and land consumption. The density of settlement, coupled with the amount and location of land consumed for housing, commercial and industrial uses will impact service costs. Additional development will decrease the amount of open space. Development choices will also impact the economic vitality of the agricultural and forestry sectors.

Table B-24, Appendix B presents population estimates for Waushara County through 2030. These population projections are based on a combination of average growth trends over the last four decades, anticipated growth patterns developed by DOA, and anticipated impacts from the new Redgranite Correctional Facility. It is assumed that the largest population gains will occur during the first decade and will taper off during the second decade. However as noted earlier, growth rates can shift quickly in smaller communities and migration can vary substantially based on factors within and outside of communities. As a result, it is recommended that Group D communities review their population growth every five years to determine if communities are following anticipated trends or if growth trends are shifting.

Although it appears that the largest growth rate is anticipated in the Village of Redgranite, this growth is primarily due to the construction of the Redgranite Correctional Facility, which was not occupied at the time the 2000 Census was conducted. Since the facility is currently operational, growth over the next 20 years will likely be closer to six percent. The City of Wautoma and the Town of Marion are expected to grow faster than Waushara County and the other three Group D communities. Factors which may contribute to this higher level of growth include local amenities and the natural resource base. Within the city, access to rental and elderly housing is also expected to have a positive impact on growth. In the Town of Marion the high occurrence of seasonal dwellings which can be easily converted to permanent residences and availability of sewer is also expected to contribute to the continued in-migration of baby boomer retirees.

The Town of Dakota is the only Group D community whose population is anticipated to decrease over the projection period. The Town of Dakota has the youngest population and the largest average household size of all Group D communities. It is anticipated that the town's population will increase through 2010, then decline as children leave home and migrate to other areas for additional schooling or better employment opportunities.

Population Projections by Age Cohort

Although reliable age cohort projections at the community level are not available for Group D communities, it is possible to make assumptions based on past trends and anticipated national,

state and county trends. Population growth has not occurred uniformly in all age groups due to fluctuations in fertility rates and differences in migration patterns by age. These variations in growth rates, coupled with the aging of the baby boom population, will likely cause a marked shift in the age distribution of the Group D cluster. In-migration of recent retirees coupled with the aging of the baby boom population could result in a doubling of the elderly population during the planning period.

Wisconsin migration patterns by age indicate that as individuals approach retirement age, many relocate to rural communities. As elderly persons in rural areas age and their health begins to deteriorate, many relocate to urban communities for access to better services and healthcare. However, increases in technology and healthcare have contributed to longer life spans and allowed the elderly to remain more independent. It is unclear at this point how these changes will impact future migration patterns by age. In the future, Group D communities may find themselves balancing the needs of school age children with the needs of their elderly residents.

Household Forecasts

In previous household forecasts, East Central relied on county and minor civil division (MCD) persons per household (pphh) projections from DOA to adjust future household growth to reflect modifications to population forecasts. During this update, MCD level pphh household information was not formally released. As a result, staff found it necessary to develop an alternative methodology for forecasting households at the MCD level. After reviewing a number of potential methodologies, staff selected the two methodologies which provide the best fit for the largest number of communities within the region.

While both household forecasts are available for communities and counties to use for planning purposes, ECWRPC uses the methodology which generates the largest number of projected year round households for sewer service area and long range transportation/land use planning purposes. In instances where neither methodology consistently generates the highest number of households for communities within those sewer service and long range transportation plan study areas a combination of both methodologies is used. This allows communities to develop the infrastructure to handle the largest anticipated amount of growth. Communities which experience seasonal fluctuations in populations will need to make adjustments to these numbers in the appropriate sections of this planning document.

The actual growth rate and amount of future growth communities experience will be determined by local policies which can slow the rate of growth or increase the rate of growth within the context of county, state and national population growth trends. Since migration plays such a large role in Waushara County growth patterns, growth rates and trends outside of the county will influence the pool of potential residents the county can attract. If communities prefer a slower growth option which puts less pressure on their natural resources and lessens the impact on their community character, communities are welcome to use the lower estimates. Regardless of whether communities prefer a no growth, low growth or high growth option, it is recommended they adequately prepare for future growth/changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of public infrastructure and services by encouraging denser, efficient growth patterns which maximize the use of land resources while minimizing the impact on the natural resource base.

Based on projected growth patterns and smallest average household size assumptions, the number of households in Waushara County is expected to increase by 28.9% between 2000 and 2030. Within the Group D planning cluster, the increase in the number of households is expected to range from 42.0% in the Town of Marion to 6.9% in the Town of Dakota. In total, the Group D cluster is expected to gain 986 new households ([Appendix B, Table B-26](#)).

The increase in the number of household is expected to result from in-migration of new households and a continued decrease in household size, as new households are formed within the existing population when those households split into two or more households. One major factor nationwide will be the aging of the echo-boom generation. As these children of the baby-boomers move out of their parent's home and form their own household, the increase in the number of new households is expected to be large, compared to actual population growth.

INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS

Economic Development

The aging of our population brings opportunities and challenges to the area. If current migration trends hold true, Group D communities will likely continue to attract retiring baby-boomers. Many of these individuals may have personal wealth and/or good retirement incomes. A larger population also will likely drive the need for additional goods and services. At the same time, Group D communities have a small, but growing number of persons age 65 and older living in poverty. Local companies and communities may need to find creative ways to attract younger working individuals (25 to 45 years old) to live and work in the planning area to meet workforce needs. At the same time, recruiters should allow elderly who seek employment to continue to remain in the work force. As people are living longer, many are choosing to work into their traditional retirement years. These individuals often desire more flexibility or part-time employment. Other older individuals may need to earn extra income to afford the basic necessities and/or cover health care costs. Some retirees may not be interested in continuing in the workforce, but have the skills, knowledge and desire to serve as mentors and teachers. These individuals may, upon request, desire to volunteer to help communities address housing, literacy, financial education or other local needs. Some may wish to provide expertise to emerging businesses through a SCORE chapter. Since growing local businesses can be as important as attracting outside firms to locate in the area, new entrepreneurs should be encouraged to develop new industries so that job opportunities are available to all residents. Data indicates that earnings are an important component of household income in Group D communities. All Group D communities but Marion have a higher percentage of persons in poverty than the state. As a result, communities should work together to build and attract living wage employment opportunities.

Housing

Additional housing will be needed to meet the anticipated increases in households, the needs of seasonal residents and changing demographics within communities. The type, tenure and quantity of housing needed will vary based on the age structure, physical needs, income levels and preferred housing choices of the overall population. In all likelihood, communities will need a mixture of housing types, styles and price ranges. If current income structures remain in place, quality housing for low income workers and elderly will be important. New single family

as well as multi-family homes will be needed. Some conversion of seasonal to year round residences is anticipated. Existing homes may need remodeling or rehabilitation to meet changing needs. Communities can anticipate a need for housing for singles, young families and workforce housing. Additionally, a variety of elderly housing and housing for disabled must be provided. Some elderly or disabled individuals may wish to live in their existing home. In some instances, remodeling or rehabilitation will be necessary for these individuals to remain in their homes. Other individuals may choose other alternatives or need assisted living or skilled nursing facilities. Condominiums, efficiency apartments or community based residential facilities may be best suited for this segment of the population. Furthermore, housing costs appear to be rising faster than incomes within the area. As a result, more attention must be paid to meeting affordable housing needs. Housing can be made more affordable by increasing incomes, subsidizing the cost of existing housing or building housing which is more in line with local incomes.

Transportation

As communities grow, roads and other infrastructure will be needed to access the additional housing, commercial, public and industrial buildings that will be constructed to accommodate the increasing population base. Transportation systems should be monitored for adequacy in meeting increased demands for local and through traffic. Potential changes could include additional lanes or other upgrades to existing roads. Local governments should also consider addressing alternative transportation needs and desires. Increased access to bicycle and pedestrian facilities could provide viable, cost-effective transportation options for residents, recreational opportunities and may help alleviate some of the increased traffic congestion. As the elderly population's ability to drive decreases, the need for specialized transportation will increase. If these individuals are to remain in the area, increased access to affordable bus, shared ride taxi service or other transportation alternatives will be necessary to ensure that the elderly can visit health care professionals, shop for groceries, and complete other day-to-day errands.

Community and Public Facilities

As population demographics change, the overall needs of the community also change. A growing elderly population, for example, may increase the need for additional health care or adult day care facilities. School facilities may need to be upgraded or modified to meet changing educational expectations or to help increase the earnings potential of local residents. An increase in seasonal residences may increase the need for police or fire protection. In the future, Group D communities will most likely need to increase the number and availability of services targeted towards the elderly while maintaining a balance with services for working age persons and school age children. Communities will also need to balance the demands and needs of the year-round and seasonal populations with the costs of those facilities and services. Ideally, these improvements and expansions of utilities and community facilities and services should be coordinated with fluctuations in population. While some national recommendations are provided to help communities determine appropriate levels of service for fire response, libraries, schools, open space, recreation and other public services, local governments should tailor services to local conditions to ensure that the basic needs of their citizens are met.

Agricultural Resources

Traditionally many of the farms in the planning area are small family owned operations. Throughout Wisconsin the numbers of agricultural operations, especially dairy farms, are declining significantly as existing farmers reach retirement age. Currently, few members of younger generations are showing an interest in farming due to increased operational costs and more stringent regulations. As the population base in Waushara County increases, more pressure will be placed on landowners to convert land from farmland to residential, commercial and industrial development, which will further exacerbate these trends. Since agriculture is important to the economy of Group D communities, they should consider ways to reverse the decline in agriculture. Reliance on locally produced agricultural products would support the local agriculture and food products sectors and ensure their continued operation, affordability and access. New farming methods, programs and regulations could help meet anticipated increase in food demands.

Natural Resources

The critical question with respect to natural resources is how will an expanding population base affect the protection and preservation of natural resources. The increased demand for housing, commercial and industrial establishments will require the development of new land throughout Waushara County. The abundance of wetlands, trout streams and forests sustains a portion of local economy. As development occurs, issues regarding open and natural space preservation/enhancement, water quality protection, wildlife habitat management, floodplain management and others will need to be addressed. Increased road construction will also require gravel, sand, and other non-metallic minerals. Deposits throughout the planning area will need to be identified so that transportation and construction costs can be minimized.

Cultural Resources

Waushara County is rich with well-preserved historical, archeological, and cultural sites, which provide information about previous Native American and European settlements. Many buildings or areas also have significant religious or cultural meaning. While some Group D sites are listed on the historical register, others are not. Efforts should be made to inventory and map historical, archeological, and cultural sites so that their significance is not destroyed or altered. These sites provide a link with the county's cultural and ethnic heritage. Preserving them would help document the changing demographics and socio-economic characteristics of the area. Historical sites, heritage corridors and museums may also provide economic development opportunities. Moreover, a concerted effort should be made to incorporate the historical architectural styles into modern construction to enhance the local cultural features and preserve community character.

The latest Census data indicates that the overall population of Waushara County, Wisconsin and Group D communities is becoming more diverse. Several populations of Amish have lived in Waushara County for many years. New nonwhite immigrants are arriving in Wisconsin each year. Additional policies and community services should be provided to meet the basic needs of these populations and to bridge cultural divides that cause conflict between residents.

Land Use

Additional land will be converted to residential, commercial/industrial and public/institutional land uses to accommodate the anticipated increase in population. These changes could significantly alter the pattern of existing development and community character. These changes could also place pressure on natural, cultural and agricultural resources and create conflict between land uses. Local governments must recognize the relationship between the density of settlement and amount and location of land consumed if they are to protect natural and agricultural resources, amenities and community character. Two basic options for locating new development are within areas of existing infrastructure and development or converting farm, forest or open space lands to urban and suburban uses. Either option will impact local communities. Dense patterns which stress infill and mixed use design will create a more traditional small town feel in the city and village, but could create a more urban feel to the towns in the planning area. Low density, auto-dependent development in the rural towns or on the edge of the incorporated communities will lead to increased sprawl and the degradation of a portion of the natural resource base. Regardless of the choice, new development and land use patterns must allow for easy access to needed services and infrastructure.

Intergovernmental Cooperation

Although larger populations will result in an increased tax base, the offsetting costs for infrastructure, maintenance and services will require local governments and organizations to identify ways to provide cost-effective services to their residents. Where feasible local governments must cooperate not only to provide adequate infrastructure to meet increased demands, but also to encourage economic development and employ sufficient staff to handle the anticipated service usage increases. Furthermore, a well-informed staff is necessary for local governments to meet the growing needs of the general public. Through effective communication, training and education, local governments will avoid unnecessary duplication of services and provide more streamlined access to information and services.

POLICIES AND PROGRAMS

Growth and development patterns do not occur in a vacuum. Over time, federal, state and local policies have directed the amount and location of development. Federal immigration policies determine the flow of immigrants into the United States, both in terms of numbers and countries of origin. Concepts such as Manifest Destiny combined with expansive federal housing, land and transportation legislation, policies and subsidies such as the Homestead and Railroad Acts, the interstate highway system and IRS codes, etc. have heavily influenced settlement patterns. Additional federal legislation such as the Civil Rights Act, Americans with Disabilities Act (ADA) and Affirmative Action legislation have increased access and opportunities for persons of color and persons with disabilities. Wisconsin has broadened federal Civil Rights and Affirmative Action laws to include additional protected classes. State transportation policies and state land use legislation such as NR121, farmland preservation, natural resource protection and real estate tax codes have influenced growth and settlement. Local attitudes towards growth and accompanying zoning legislation, transportation and utility investments and tax and land subsidies also influence the type and amount of growth and development which occurs in each community.

Policies which impact growth and development have been developed over time by different agencies and different levels of government with different missions and different objectives. The resulting policies and programs are sometimes complementary and sometimes contradictory. It is the interaction of these various policies and market influences that determine actual growth patterns. Although many current federal and state policies and subsidies still encourage expansion, other policies such as the 14 land use goals recently developed by the state also encourage communities to accommodate growth in perhaps a more efficient manner than they have in the past. The recently adopted comprehensive plan legislation encourages communities to develop comprehensive plans, but provides communities with the opportunity to determine their own growth patterns. As a result, the type of development which will occur in the future is still open to debate.

Regional, County and Local Policies

East Central Wisconsin Regional Planning Commission. East Central Wisconsin Regional Planning Commission is currently developing a regional comprehensive plan. As part of this planning process, East Central has identified several key issues:

- How do we plan for continued population growth, which will result in an increase in demand for services and land consumption in the region?
- How do we promote the recognition of the relationship between the density of settlement and amount and location of land consumed for housing, commercial, and industrial uses and the costs of services?
- How do we ensure the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space?
- How do we address the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region's more productive farmland is located? More specifically, how will we address the impact on the farm economy?
- How do we ensure that an increase in urbanization has a positive impact on rural communities?
- Urban counties in the region currently have greater social and economic capital, more government support due to a larger tax base, and greater access to nonprofit services than rural counties. Current trends show the educational and income gap between urban counties and rural counties widening. How do we plan to decrease this gap and promote a healthy, vibrant economy and quality of life for all residents throughout the region?

The core goal for the Issues and Opportunities Section is:

- To promote communities that are better places in which to live. That is communities that are economically prosperous, have homes at an affordable price, respect the countryside, enjoy well designed and accessible living and working environments, and maintain a distinct sense of place and community.

This goal is consistent with the area's vision for the future to minimize the negative effects of sprawl development and provide a cost-effective variety of services and infrastructure that will meet the changing demographics of the overall population.

Federal, State and Regional Programs

This section includes information on federal, state and regional programs which were used to develop this chapter. Other programs which influence growth and may impact future socio-economic conditions will be described in pertinent chapters within this plan.

Federal Agencies

United States Department of Commerce

Economics and Statistics Administration (ESA). The Economics and Statistics Administration collects, disseminates and analyses broad and targeted socio-economic data. It also develops domestic and international economic policy. One of the primary bureaus within the ESA is the U.S. Census Bureau. The majority of information analyzed in this chapter was collected and disseminated by the Census Bureau, which is the foremost data source for economic statistics and demographic information on the population of the United States. The Census Bureau conducts periodic surveys and Decennial Censuses that are used by federal, state, and local officials and by private stakeholders to make important policy decisions. The Bureau produces a variety of publications and special reports regarding the current and changing socio-economic conditions within the United States. It develops national, state and county level projections and also provides official measures of electronic commerce (e-commerce) and evaluates how this technology will affect future economic activity.

State Agencies

Wisconsin Department of Administration (DOA)

Demographic Services Center. The Wisconsin Department of Administration (DOA) Demographic Services Center is responsible for developing annual population estimates for all counties and all minor civil divisions (MCD) in the state. They develop annual estimates of the voting age population by MCD and population estimates by zip code. The Demographic Services Center also produces annual county level housing unit and household estimates. The Demographic Services Center also develops population projections by age and sex for all Wisconsin counties, and produces population projections of total population for all municipalities.

Wisconsin State Data Center (WSDC). The Wisconsin State Data Center is a cooperative venture between the U.S. Bureau of the Census, DOA, the Applied Population Laboratory at the University of Wisconsin-Madison and 39 data center affiliates throughout the state. The U.S. Bureau of the Census provides Census publications, tapes, maps and other materials to the WSDC. In exchange, organizations within WSDC function as information and training resources. DOA is the lead data center and the Applied Population Laboratory functions as the coordinating agency throughout the state. Local data center affiliates, such as East Central, work more closely with communities and individuals within their region.

University of Wisconsin-Madison

Applied Population Laboratory (APL). The Applied Population Laboratory is located with the Department of Rural Sociology at the University of Wisconsin-Madison. They conduct socio-economic research, give presentations and publish reports and chartbooks. They will contract to do specific studies or school district projections. APL also functions as the coordinating agency for the WSDC and the lead agency for the Wisconsin Business/Industry Data Center (BIDC).

Regional Programs

East Central Wisconsin Regional Planning Agency. As the state data center affiliate for the region, East Central receives Census materials and Demographic Service Center publications from DOA, plus additional information and reports from other state agencies. This information is maintained within its library, used for planning purposes and published within East Central reports. Information and technical assistance regarding this data is also provided to local governments, agencies, businesses and the public upon request.

While DOA provides base level population projections for the state, local conditions, such as zoning regulations, land-locked communities, and local decisions regarding land use development can influence the accuracy of these base line projections. As a result, East Central has the authority to produce official population projections for the region. East Central also estimates future household growth.

CHAPTER 3: ECONOMIC DEVELOPMENT

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ECONOMIC DEVELOPMENT

INTRODUCTION

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and ventures. It is important to place an emphasis on existing resources which serve as assets for economic development efforts.

Economic Development Vision for 2025

The City of Wautoma and Village of Redgranite have been successful in attracting several small businesses to their industrial parks. The employment opportunities they provide and the competitive wages they offer have helped retain younger members of the work force and are serving to keep more dollars in the local economy. This in turn has enabled the area's retail base to expand and become more diverse. Both downtowns are thriving and few vacant storefronts exist. Area residents, however, still need to travel to larger urban centers for many of their shopping needs. With an overall population base still too small to generate adequate sales volume to attract most "big box" retailers, several local merchants have successfully expanded their operations and product lines.

INVENTORY AND ANALYSIS

Some components of the area's economy are presented in this chapter to better help understand the state of the economy in the Group D Planning Cluster communities. Characteristics reviewed in this element include educational attainment, employment and unemployment levels, and a look at the area's economic base.

Educational Attainment

Table C-1 (Appendix C) presents educational achievement information for residents 25 years of age or older. The 2000 data indicates that Waushara County (78.80%) as well as all of the communities in the Group D Cluster continue to have a lower percentage of high school graduates than the state (85.09%). Group D communities ranged from a high of 84.72% for the Town of Marion to a low of 66.07% for the Village of Redgranite, which had the lowest high school graduation rate of any municipality in the county. This trend continues beyond high school. While 22.42% of state residents have completed four or more years of college, these percentages ranged from a high of 15.28% in the Town of Marion and 14.45% in the City of Wautoma to a low of only 3.59% in the Village of Redgranite.

The U.S. Census Bureau reports that a person with a bachelor degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of this study demonstrate that there is a definite link between earning potential and education. Greater educational attainment is a goal all of Wisconsin should be striving toward. Since the municipalities in Waushara County with the highest levels of educational attainment tend to have extensive lakefront development, it may be indicative that many of the county's best educated residents have relocated to the county upon

retirement. Similarly, these numbers suggest there may be an apparent lack of job opportunities in the area to retain or attract better educated members of the workforce.

Labor Force

Labor force is one indicator of economic performance. It shows how quickly the labor force is growing and the extent to which people are able to find jobs. The labor force is defined as individuals currently with a job, the employed; and those without a job and actively looking for one, the unemployed.

Census information indicates that between 1990 and 2000 the labor force grew at a faster rate than the overall population of the state, Waushara County and, with the exception of the Town of Marion, the Group D Planning Cluster. (Table 3-1; Table C-2, Appendix C). Particularly impressive was the Village of Redgranite, which added 93 people to its labor force (23.48% increase) despite increasing by only 31 residents (3.07% increase). On the other hand, the Town of Marion, which experienced the most rapid population growth (39.72%), had its labor force grow at a slower rate (35.59%) than its population. This anomaly can perhaps largely be explained by the influx of retirees moving into the community.

Table 3-1. Population and Labor Force, 1990 to 2000

	Population			Labor Force		
	1990	2000	% Change	1990	2000	% Change
C. Wautoma	1,784	1,998	12.00%	761	901	18.40%
V. Redgranite	1,009	1,040	3.07%	396	489	23.48%
T. Dakota	1,092	1,259	15.29%	477	598	25.37%
T. Marion	1,478	2,065	39.72%	680	922	35.59%
T. Wautoma	1,088	1,312	20.59%	514	649	26.26%
County	19,385	23,066	18.99%	8,717	11,279	29.39%
State	4,891,769	5,363,704	9.65%	2,517,238	2,869,236	13.98%

Source: US Census, 1990 and 2000

In 1990, employment rates by community ranged from 84% in the Village of Redgranite to 95% in the Town of Marion (Table C-3, Appendix C). Overall, 93% of Waushara County's labor force was employed, compared to 95% for the state. Women were more likely to be employed than men in the towns of Dakota and Wautoma, Waushara County and the state. In the remaining communities, men had a higher employment rate than women.

By 2000, employment rates had risen in the Village of Redgranite, the Town of Dakota, Waushara County and the state (Table C-4, Appendix C). Between 1990 and 2000, the largest increase occurred in the Village of Redgranite (84.34% to 91.21%), while the largest decrease was experienced by the City of Wautoma (92.51% to 88.57%). Women were more likely to be employed than men in the county, state and the towns of Dakota and Marion, while men were more likely to be employed in the City of Wautoma, Village of Redgranite and the Town of Wautoma.

Unemployment rates, however, were also high relative to the county and state. In 1990, the Village of Redgranite clearly was struggling and by 2000 there was some improvement. This was the case for the Town of Dakota as well. In the City and Town of Wautoma, unemployment increases during this time indicate that perhaps by 2000 the recession had already begun in these communities. More recent unemployment rates are available from the Wisconsin Department of Workforce Development. Table 3-2 shows that the consequences of the recession were present at the county and state level between 2000 and 2003.

Table 3-2. Annual Average Unemployment Rates

	2000	2001	2002	2003
Waushara County	4.6%	5.8%	6.6%	6.7%
Wisconsin	3.6%	4.5%	5.5%	5.6%

Source: Wisconsin Department of Workforce Development, LAUS Benchmark and Estimates, Report

Economic Base Information

The composition and types of employment in the county and in the Group D Cluster provides a snapshot description of the economic base in the area. Table 3-3 shows employment information by occupation and by industry for 2000. The table indicates that the Education, Health, and Social Services sector and Manufacturing sector employed the greatest share of Group D workers. While these two sectors employed the largest percentage of Group D workers, the share of workers that each sector garnered varied notably between communities, the county and the state. Employment in the Manufacturing sector ranged from a high of 35.5 percent for Village of Redgranite to a low of 12.5 percent for the Town of Wautoma. In comparison, this sector employed about 22 percent of the workforce in Waushara County (22.1%) and the state (22.2%). Employment in the Educational, Health and Social Services sector varied from a high of 24.8 percent for the City of Wautoma to a low of 15.7 percent for the Village of Redgranite. The percentage of county workers (17.9%) employed in this sector was less than the share of state workers (20%).

The Information sector, which is composed of publishing, telecommunications, data processing, and other like industry groups, and Financial Services sector employed the fewest workers in the cluster, county and state. Less than two percent of the workers within the cluster and county were employed in this sector, compared to slightly more than two percent for the state. The positive aspect of this distribution is that, in general, the manufacturing sector pays higher wages than most service industries. The negative aspect is that the manufacturing sector tends to be severely impacted by recessions, which is particularly painful for most Wisconsin communities.

Table 3-3. Employment by Occupation and Industry

	C. Wautoma	V. Redgranite	T. Dakota	T. Marion	T. Wautoma	Waushara County	Wisconsin
OCCUPATION							
Management, professional, and related occupations	23.7%	13.2%	18.9%	29.8%	27.9%	23.5%	31.3%
Service occupations	18.3%	18.8%	19.6%	13.9%	19.2%	16.1%	14.0%
Sales and office occupations	22.2%	22.0%	22.7%	21.8%	25.6%	21.4%	25.2%
Farming, fishing, and forestry occupations	1.6%	1.3%	1.6%	1.6%	1.7%	2.9%	0.9%
Construction, extraction, and maintenance occupations	5.0%	9.4%	8.9%	11.9%	10.5%	11.1%	8.7%
Production, transportation and material moving occupations	29.2%	35.2%	28.2%	20.9%	15.1%	25.0%	19.8%
INDUSTRY							
Agriculture, forestry, fishing and hunting, and mining	1.9%	2.7%	2.3%	5.0%	5.4%	7.1%	2.8%
Construction	6.9%	5.2%	8.0%	8.7%	5.5%	8.1%	5.9%
Manufacturing	19.4%	35.2%	20.7%	18.1%	12.5%	22.1%	22.2%
Wholesale trade	4.6%	2.7%	6.6%	3.0%	4.5%	3.1%	3.2%
Retail trade	11.8%	10.8%	11.8%	9.9%	12.2%	10.4%	11.6%
Transportation, warehousing and utilities	3.3%	5.6%	4.3%	7.0%	7.2%	5.9%	4.5%
Information	1.6%	1.6%	1.4%	1.3%	0.3%	1.3%	2.2%
Finance, insurance, real estate, rental and leasing	2.8%	4.3%	2.0%	4.2%	5.0%	3.8%	6.1%
Professional, scientific, management, administrative, and waste management services	5.8%	1.6%	3.6%	3.7%	4.2%	3.7%	6.6%
Educational, health and social services	24.8%	15.7%	16.6%	20.6%	22.1%	17.9%	20.0%
Arts, entertainment, recreation, accommodation and food services	8.6%	5.8%	8.8%	7.5%	5.7%	7.5%	7.3%
Other services (except public administration)	4.6%	4.7%	7.1%	5.5%	6.5%	4.4%	4.1%
Public administration	3.9%	4.3%	6.8%	5.6%	8.9%	4.6%	3.5%

Source; U.S. Census, 2000.

Table 3-4 on the following page, shows that two of the top five employers were in the Manufacturing sector. This list also indicates that the Redgranite prison and three school districts provide a large share of public sector employment. The largest employers in Waushara County in 2004 were the County and the Department of Corrections, each employing between 250 to 499 employees. Other employers providing work for over 100 workers included Jason, Inc., Fleet Guard, Inc., Plainfield Trucking, Inc., The Copps Corporation, and the Wild Rose, Wautoma and Tri-County school districts. Care for the elderly is provided by three of the top 20 employers (Wisconsin Illinois, Cooperative Care, and Heartland Preston, Inc.

Table 3-4. Top 20 Public and Private Employers in Waushara County

Employers	Industry/Product/Service	Range of Employees
Waushara County	Executive, Legislative offices Combined	250-499
Department of Corrections	Correctional Institutions	250-499
Jason Inc.	Motor vehicle seating, interior trim manufacturing	100-249
Fleet Guard, Inc.	All other general purpose machinery manufacturing	100-249
Wild Rose Public School	Elementary and public schools	100-249
Wautoma Public School	Elementary and public schools	100-249
Tri-County Area School	Elementary and public schools	100-249
Plainfield Trucking, Inc.	General freight trucking, local	100-249
The Copps Corporation	Supermarkets and other grocery stores, except convenience stores	100-249
Wild Rose Community Memorial	General medical and surgical hospitals	50-99
Wisconsin Illinois	Senior Nursing care facilities	50-99
G R Kirk Co.	Nursery and tree production	50-99
Phoenix Coaters LLC	Metal coating/engraving	50-99
Silvercryst Inc.	Full service restaurant	50-99
Paramount Farms	Potato Farming	50-99
Cooperative Care	Services for the elderly and disabled	50-99
Yellow Thunder Corp.	Other building material dealers	50-99
Especially For You, LTD	All other misc. wood product mfg.	50-99
RMeal LLC	Full service restaurant	50-99
Heartland Preston Inc.	Homes for the elderly	50-99

Source: Wisconsin Department of Workforce Development, 2004.

Location of Workplace

Location of workplace data provides information on the direction and distance residents have to travel to find employment. Table C-6 (Appendix C) includes the Top 20 workplace destinations for Waushara County residents. According to the U.S. Bureau of Census data, the majority of Group D residents worked in Waushara County in 1990. Among the Group D communities, the Town of the Wautoma (80.8%), the City of Wautoma (78.75%), and the Town of Dakota (72.24%) had the highest percentage of their residents working in Waushara County. Furthermore, over half of the workforce in the City of Wautoma (72%) and Town of Wautoma (54%) work in the City of Wautoma. In comparison, while more residents from the remaining communities worked in Waushara County than any other location, they were less likely to work in the City of Wautoma than elsewhere in the county. Over 40 percent of residents of the Village of Redgranite (49.23%), the Town of Marion (45.03%) and the county (41.29%) commuted to jobs outside the county.

Green Lake County was the second most popular workplace destination for all but the Town of Wautoma and Waushara County. About 25 percent (24.62%) of the Village of Redgranite residents worked in Green Lake County, the majority of these within the City of Berlin. The share of workers commuting to Green Lake County dropped off for the remaining communities and the county. Fifteen percent (15.53%) of the Town of Marion workers commuted to Green Lake County compared to eight percent (7.53%) in the Town of Dakota, six percent (6.84%) in the City of Wautoma, four percent (3.59%) in the Town of Wautoma and 10 percent (9.79%) in

the county. The Appleton-Oshkosh MSA also attracted a significant percentage of workers and the second highest share of county residents (9.99%). Approximately 16 percent (15.69%) of the residents in the Village of Redgranite, 11 percent (11.49%) in the Town of Marion, and four percent in the Town of Dakota (4.24%) and the City of Wautoma (4.08%) worked in the Appleton-Oshkosh MSA.

Table C-7 (Appendix C) is organized to provide a comparison between the 1990 and 2000 data. In 2000, the location of workplace somewhat mirrored the information from 1990, but showed an increasing dependence on employment locations outside Waushara County. While the largest share of residents from the county and most Group D communities continued to work in Waushara County, this percentage fell in all communities including the county between 1990 and 2000. In 2000, about three quarters of the workers living in the City of Wautoma (76.96%) and the Town of Wautoma (73.90%) and two-thirds of those living in the Town of Dakota (66.24%) continued to work in Waushara County. In contrast, over half of Redgranite's workforce (57.91%) and nearly half of those in the Town of Marion (48.53%) and the county (47.08%) as a whole commuted to locations outside the county in 2000.

Green Lake County and the Appleton-Oshkosh MSA continued to be popular non-county workplace destinations for Group D communities and Waushara County residents. The primary change is that work destinations in the Appleton-Oshkosh MSA nearly doubled between 1990 and 2000 countywide (797 to 1,490) while Green Lake County as a workplace destination increased at a more modest 19 percent (781 to 928). Among Group D communities, these two destinations represented over 40 percent of the workforce in Redgranite (42.3%) and a quarter in the Town of Marion (25.7%). For Waushara County as a whole, 23.7% of all residents traveled to either the Appleton-Oshkosh MSA or Green Lake County for employment in 2000 compared to 19.8% in 1990. Generally, municipalities nearest the east county line or the City of Berlin have the highest levels of non-county work destinations.

A recent special tabulation by the U.S. Census Bureau provides journey to work data to the Minor Civil Division (MCD) level for all workplace destinations. That information indicates that in 2000, the top workplace destination for residents from the City of Wautoma, towns of Dakota, Marion and Wautoma and Waushara County was the City of Wautoma, while within the Village of Redgranite the top destination was the village (Table 3-5). Within the various communities, the breakout of the top five destinations was similar; the cities of Wautoma and Berlin and the community itself, were part of the top five in all communities and the county. The City of Oshkosh was included as one of the top five for the Village of Redgranite, Towns of Marion and Wautoma, and Waushara County.

Table 3-5. Top 5 Destination Workplaces, 2000

Place of Residence	Place of Work	Number of Employees	Percent of Workers in Sample
C. Wautoma	C. Wautoma	442	55.95%
	T. Wautoma	52	6.58%
	C. Berlin, Green Lake Co.	43	5.44%
	V. Redgranite	24	3.04%
	V. Plainfield	22	2.78%
	Top 5 Totals	583	73.79%
V. Redgranite	V. Redgranite	97	22.56%
	C. Oshkosh	79	18.37%
	C. Berlin, Green Lake Co.	70	16.28%
	C. Wautoma	43	10.00%
	C. Ripon, Fond du Lac Co.	38	8.84%
	Top 5 Totals	327	76.05%
T. Dakota	C. Wautoma	189	34.30%
	T. Wautoma	57	10.34%
	C. Berlin, Green Lake Co.	35	6.35%
	T. Dakota	33	5.99%
	V. Wild Rose	22	3.99%
	Top 5 Totals	336	60.97%
T. Marion	C. Wautoma	194	22.74%
	C. Berlin, Green Lake Co.	98	11.49%
	T. Marion	84	9.85%
	T. Wautoma	56	6.57%
	C. Oshkosh	39	4.57%
	Top 5 Totals	471	55.22%
T. Wautoma*	C. Wautoma	181	30.68%
	T. Wautoma	165	27.97%
	V. Wild Rose	38	6.44%
	C. Berlin, Green Lake Co.	14	2.37%
	C. Oshkosh	13	2.20%
	C. Waupaca	13	2.20%
	Top 5 Totals	411	69.66%
Waushara Count	C. Wautoma	1,661	16.28%
	C. Berlin, Green Lake Co.	696	6.82%
	C. Oshkosh	686	6.73%
	V. Wild Rose	612	6.00%
	T. Wautoma	525	5.15%
	Top 5 Totals	4,591	40.98%

Source: U.S. Census, 2000.

Travel Time to Work

Travel time to work provides information about the time residents spend commuting to work. On an average, residents from the Group D communities, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990 and 2000. In 1990, average commute times for Group D communities ranged from 15.3 minutes for residents of the City of Wautoma to 25.1 minutes for residents of the Town of Marion. County residents traveled an average of 21.8 minutes to work, while state residents traveled an average of 18.3 minutes to work (Table 3-6).

Table 3-6. Mean Travel Time to Work, 1990 and 2000

Jurisdiction	1990	2000
C. Wautoma	15.3	19.7
V. Redgranite	21.8	27.2
T. Dakota	20.6	26.6
T. Marion	25.1	26.3
T. Wautoma	17.0	21.7
Waushara County	21.8	27.1
Wisconsin	18.3	20.8

Source: U.S. Census Bureau, 1990 and 2000.

Between 1990 and 2000, average commute times rose for all jurisdictions, with the Town of Dakota experiencing the largest increase in average commute times (Table C-8, Appendix C). On an average, commute time for Town of Dakota residents increased by six minutes, rising from 20.6 minutes to 26.6 minutes. The Town of Marion and the state experienced the smallest increase in commute times, 1.2 and 2.5 minutes respectively. In 2000, average commute times for Group D residents ranged from 19.7 minutes for the City of Wautoma to 27.2 minutes for the Village of Redgranite. County residents traveled an average of 27.1 minutes, while state residents traveled an average of 20.8 minutes to work.

Generally, the increase in average commute times resulted from a decrease in the share of residents working at home or traveling shorter distances to work and an increase in the number of commuter trips lasting 30 minutes or longer. For example, the share of Town of Dakota residents working at home and traveling less than five minutes decreased from 20 percent in 1990 to nine percent in 2000, while the share of town residents traveling more than 30 minutes increased from 24 percent to 34 percent. This indicates that residents collectively had to travel further away from home to obtain adequate employment and/or wages.

Employment Forecast

The Wisconsin Department of Workforce Development calculates employment projections for the various industries and occupations for the State of Wisconsin.¹ These projections are completed on a statewide basis and growth is expected in all industries. It is anticipated that

¹ Wisconsin Department of Workforce Development, 2002. Wisconsin Detailed Industry Employment Projections, 2002 – 2012.

the largest increases will be seen in the Education and Health and Social Services sector. Educational Services, which makes up part of this sector, includes all public and private elementary, secondary and post-secondary schools. Also included is Ambulatory Health Care, which includes offices of physicians, dentists, and other health-care practitioners as well as home health care. While the state is expected to see the highest increases in this area, employment in Waushara County may differ. According to the various school districts serving the county, enrollment is declining. This enrollment decline may be the result of limited work opportunities for county residents, an aging population, and a subsequent loss of residents with children in the school district. Education sector employment is unlikely to increase if enrollments continue to drop.

Industrial Park Information

There are three industrial parks in the Group D area. These parks collectively encompass 86 acres, 30 of which are still available. Table 3-7 contains more information about these industrial parks. As these parks become full, it is important that Group D communities plan for future industrial and business sites. Communities should consider the needs of existing as well as future industries and businesses they wish to attract, identifying what location, infrastructure and space needs will be required. In some instances, existing parks may need to be expanded while in others, additional sites may be more appropriate. In most instances, an area where infrastructure is already in place is the most cost efficient choice for the community.

Table 3-7. Industrial Parks Group D

Community Name	V.Redgranite	C.Wautoma	C.Wautoma
Name of Business/Industrial Park	Redgranite Industrial Park	South Industrial Park	Southeast Industrial Park
Location of Park	CTH EE	E.Chicago Rd.	S.Townline Rd.
Contact Person	Donna Berube	Russell M. Nero	Russell M. Nero
Phone Number	(920) 566-2381	(920) 787-4044	(920) 787-4044
Type of Park	Industrial	Industrial	Industrial
Total Acreage	10.2	19	45
Acreage Available	10.2	0	8
Parcel Size Available			
Minimum Acreage	1.0	Unknown	4
Maximum Acreage	10.2	Unknown	Unknown
Purchase Cost (per acre)	Negotiable	Unknown	\$4,000
Ownership	Municipal	Municipal	Municipal
Zoning	Industrial	Industrial	Industrial
Adjacent Land Uses			
North	Residential	Commercial	Commercial
South	Treatment Plant	Residential	Residential
East	Agriculture	Agriculture	Agriculture
West	Mixed Uses	Residential	Residential
Park Features			
Acres Available for Expansion	40	None	8 Acres
Fire Insurance Classification	5	5	5
Protective Covenants	No	No	No
Soil Borings	No	No	No
Floodplain	No	No	No
Topography	Level to sloping	Level	Rolling
Foreign Trade Zone	No	No	No
Development Zone	No	No	No
Paved Street to Park	Yes	Yes	Yes
Curb/Gutter to Park	No	No	No
Utilities			
Electricity	Alliant Utilities	Alliant Utilities	Alliant Utilities
Water	Available	Municipal Utility	Municipal Utility
Gas	Avail/Not Installed	WI Gas Company	WI Gas Company
Sanitary Sewer	Adjacent	Adjacent	Adjacent
Storm Sewer	Not Available	Not Available	Not Available
Fiber Optics Service	Unknown	Not Available	Not Available
Digital Switching	Unknown	Not Available	Not Available
Transportation			
Nearest Commercial Airport	Oshkosh (Wittman Field)	Oshkosh (Wittman Field)	Oshkosh (Wittman Field)
Distance to Airport	30 miles	36 miles	36 miles
Nearest Local Airport	Wautoma Municipal Field	Wautoma Municipal Field	Wautoma Municipal Field
Distance to Airport	14 miles	1 mile	1 mile
Longest Local Runway	3,600	3,600	3,600
Nearest Major Highway	I-39, STH 21	STH 21, STH 22, STH 73	STH 21, STH 22, STH 73
Distance to Highway	30, 1	1 mile	0.25 miles
Number of Lanes of Highway	4, 2	2	2
Rail Service	Not Available	Not Available	Not Available
Rail Spur	No	No	No
Port Service	Not Available	Not Available	Not Available
Location of Port Service	Not Available	Not Available	Not Available

Source: ECWRPC

Updated July 2003

Business Retention and Attraction

Waushara County, in partnership with Marquette and Green Lake Counties, recently formed the Tri-County Regional Economic Development Corporation (TCREDC). The TCREDC has a 6-member volunteer board of directors and a full time director. The mission of the TCREDC is to work in cooperation with public and private entities to promote the region and businesses in order to attract, stimulate and revitalize commerce, industry and manufacturing that results in the retention and creation of viable living wage jobs. Within the county, the Waushara County Economic Development Corporation, run by a board of volunteers, is working to foster new business development and support and sustain existing businesses throughout the county. The Redgranite Economic Development Committee manages the two TIF districts within the village and works to retain existing businesses and recruit new businesses to the community. The Wautoma Industrial Development Corporation, located in the City of Wautoma, works on business recruitment and is the follow-up contact for the City of Wautoma's industrial parks. Both the Redgranite Economic Development Committee and the Wautoma Industrial Development Corporation are volunteer-based. Appendix C contains a listing of economic development organizations and groups present in the county.

The Group D Cluster has little or no staff to engage in the activities listed below. However, the Tri-County Regional Development Corporation and the Waushara County Economic Development Corporation will, in certain instances, be able to offer assistance in some of these areas.

Business attraction involves the promotion of community assets. For example, some of the activities that are involved in a business attraction program include:

- Providing information about available commercial/industrial sites
- Identifying labor and community characteristics
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy
- Offering low cost land, state or federal grants, or other incentives to encourage businesses to locate in the community

Business retention is very important in that it is a relationship-building effort between the community and existing local businesses. Activities associated with business retention programs include:

- Helping businesses learn about potential sites for expansion, offering low cost loans, and identifying state and federal grants to finance business expansions
- Providing business areas with reliable, efficient public services such as snow removal, road repair, sewer/water utilities, and technology infrastructure
- Providing a contact person to answer business questions and to serve as a resource for business leaders regarding future business development
- Partnering with organizations to support the development of a qualified, educated and trained workforce

Economic Development Opportunities

Future economic development in the Group D planning cluster will most likely occur primarily in the City of Wautoma, the Village of Redgranite and along the STH 21/73 corridor. These areas currently have existing infrastructure that should be adequate to accommodate future development without the need to construct additional facilities. Building vacancies are present in the downtown areas of both the city and the village. New development in these locations should preserve the historic significance and character of the downtown areas. Industrial development should continue to be directed towards one of the existing industrial parks.

Within the City of Wautoma, future commercial development should generally be directed to the downtown area, the STH 21/73 corridors, East Division Street and the Plaza Road area. Industrial development should be directed towards the industrial park and South Pickle Row area.

Future commercial development within the Village of Redgranite should generally be directed toward the downtown area as well as areas adjacent to STH 21 where existing commercial development exists. Industrial development should be encouraged to develop in the village's industrial park.

Commercial development within the towns of Marion, Dakota and Wautoma should be within areas that can be served by sanitary sewer. These areas are predominately near the City of Wautoma and along STH 21/73.

Two Tax Incremental Finance Districts (TIF Districts) exist in the City of Wautoma and the Village of Redgranite. In 1998, two TIF districts were created in the village to spur development. TIF #1, formed to encourage both residential and commercial development, encompasses the area along STH 21 from the eastern boundary of the village to approximately the Kwik Trip gas station on the western edge. TIF #2 was created to encourage business development in the village industrial park, and is located across from the prison.

Within the City of Wautoma, TIF #1 was created to redevelop a blighted area near a former school and to encourage industrial development in the city. This TIF district basically encompasses an area that includes Pickle Row, the former Dafoe School site west of Northwestern Avenue, East Division Street, and the city industrial park (south of Division Street) south of STH 21/73. The TIF district also extends north of STH 21/73 and includes the area near E. Plaza Road. TIF #2 was created for industrial development and is located on the western edge of the city. This TIF basically includes the area north of W. Cummings Road, west of STH 21/22 and the Wautoma Millpond, and east and north of the city limits.

Remnants from the red granite mining era can still be seen in the Village of Redgranite and the surrounding area. This includes the historic buildings in the downtown area, abandoned machinery in the former quarry, the Bannerman Trail (the former railroad spur that was used to transport stone from Redgranite and the other quarries in the area to the through rail line near Neshkoro); and the abandoned quarries at Redgranite, Lohrville, Spring Lake, Flynn's, Glen Rock, and Neshkoro. Restoring these historic features and sharing the heritage of the area with future generations is a potential economic stimulus that the village, county and the other municipalities in the area should explore. Since the red granite heritage encompasses the

entire area, restoration and development of this legacy should be a joint effort between the municipalities and the county.

Although new development is highly encouraged, it must exist in harmony with the local environment. It should not compromise the natural resources or the historical and cultural components of the area. New development should blend into and complement existing development.

Commercial and Industrial Design

Site review procedures and design standards can be used to improve the quality of design and to promote the individual identity for a community. Specific standards regarding commercial building design, lot layout, building materials, parking, landscaping, and preservation of sensitive natural resources where necessary, can be created so that developers have a clear understanding of the requirements they need to meet in order for their project to receive approval. Communities should consider applying site plan review to all commercial and industrial buildings. This ensures that downtown areas and other planned development are designed in a manner consistent with the vision of the local community comprehensive plans.

In addition to design standards, restrictive covenants are another tool business and industrial parks can use. The use of restrictive covenants will enable communities to develop business parks with high quality buildings and businesses. Covenants will also serve to protect the investments of businesses that choose to locate in these parks.

Infill and Brownfield Redevelopment

For commercial and industrial uses, Waushara County should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (brownfield) with industrial or petroleum-based pollutants. This information can be used to encourage infill development and redevelopment opportunities that takes advantage of existing infrastructure and services and removes blight created by vacant and dilapidated buildings and parcels. Once identified, brownfields should be cleaned and promoted for redevelopment through the use of state and federal brownfield cleaning funds. A listing of brownfields and contaminated sites is available from the Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment. A tracking feature is available at their website: <http://botw.dnr.state.wi.us/botw/Welcome.do>. This website lists approximately 60 entries for the Group D Planning Cluster. About one-third of the entries are spills and/or leaking underground storage tanks located in the City of Wautoma. The location of some of these sites may actually be in the Town of Wautoma. The Village of Redgranite has 20 entries, the Town of Marion has four and the Town of Dakota has two.

Funding resources for remediation of contaminated sites are listed at the end of the chapter. To prevent future environmental damage, the communities in the Group D Planning Cluster should encourage environmentally friendly businesses that are properly permitted and regulated to protect the soil and groundwater. This is particularly critical in areas that depend on private wells for drinking water.

INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS

Housing

Economic growth will generate more jobs and, consequently, create a need for greater housing availability and choices. These choices should reflect the needs of an area. For example, if economic growth results in lower wage service sector jobs such as retail, leisure and hospitality, and accommodation and food services and pay remains at or near the minimum wage level, housing affordability may become a concern. Therefore it is essential that a balanced mix of well designed housing types of various sizes and prices be available for all income levels. Affordable housing is also an important component of an economic development strategy, as it helps ensure an adequate labor force supply.

Transportation

Facilitating commerce in the area and in the state is a major function of the transportation system. Adequate access to the transportation system is essential to the economic success of the area. Businesses must have the ability to ship and receive goods quickly and economically. Access to and visibility of the business facility may be crucial for both customers and employees. Businesses in different locations may need different transportation accommodations. For example, businesses in the downtown areas of Wautoma and Redgranite may value on-street parking and pedestrian accommodations more than businesses further out on STH 21 and 73. Transportation safety has also been identified as an issue in the downtown areas of Wautoma and Redgranite. Customers are less likely to utilize a store or area where traffic volume and speed hamper accessibility.

Community and Public Facilities

A vital, safe, clean and healthy environment is an economic draw for new industry and residents. It aids in the retention of existing residents and businesses. Parks and green space add to the local economy by maintaining or increasing property values; providing a place where local citizens can socialize, play sports or relax; and promoting healthy active lifestyles that encourage physical activity. In addition, local parks and recreational facilities draw visitors to an area. These visitors spend money at local restaurants, motels and other businesses.

A good educational system has the ability to respond to the ever-changing job market, to educate or retrain the residents of an area and to form partnerships between business and schools.

Citizens, businesses and industries need accessible, reliable, and affordable gas and electric services. More recently, to enable economic growth and open up new markets and opportunities for diverse and innovative services, access to fast, reliable, cost effective, and cutting edge telecommunications must be available.

Agriculture Resources

Agriculture and agricultural related industries have been and are still important to the economy of Waushara County. As more and more farms are converted out of farming and into other

uses, one of the many challenges facing Waushara County and the state is the preservation of prime agricultural soils and the farming industry. Additionally, the future of family farms is a concern as fewer and fewer children are choosing to take over farming operations. Reasons given for this include the inability to make a living solely from farming, time, and cost of entry. To remain competitive, farmers working with others in the county may want to explore opportunities for industry cluster development. A cluster, which is a geographical group of interconnected companies or associations in a particular field, can include product producers, service providers, suppliers, educational institutions and trade associations. As part of this effort, specialty and organic crops and livestock along with support industries could be expanded in the area. Communities could also explore programs that match outgoing farmers with individuals who want to farm.

Natural Resources

Although economic benefits can accrue from both consumptive and non-consumptive uses of natural resources, balancing the demands of economic development with the preservation of natural resources is a challenge. Conserving these resources is necessary to maintain and in some cases improve the quality of life for residents while providing an attraction tool for certain new businesses and workers. Given the importance of tourism in the county, protection of the area's natural resources is essential. However, communities should be aware of the economic trade-offs between sectors. These trade-offs include long term intrinsic values versus current economic gain; high wages versus low wages; informed decisions versus short term economic gains; and actual protection and preservation versus aesthetics.

Cultural Resources

Buildings dating back to the late 1800s and early 1900s can be found in the downtown areas of both the City of Wautoma and the Village of Redgranite. These buildings, along with the homes and artifacts tell the story of the area. This rich history includes the early Native American habitation, the quarrying of red granite, and the development of the communities that make up this county. While the promotion of economic development is important, special care must be taken to preserve the character and integrity that defines the historical and cultural elements that remain today. Positive economic benefits can be realized by preserving these elements to provide a charming setting for businesses and communities that evokes a feeling in people's minds of a time or era when things were simpler, peaceful and more welcoming. It may also draw people to an area to explore their culture and/or identity.

Land Use

The development of land can impact the value of land as well as the quality of life within the community. Ideally, the siting of commercial and industrial land uses should have minimal environmental impacts and be located near the necessary infrastructure. Restoring and supporting the downtown areas of the Village of Redgranite and the City of Wautoma is important to the communities and the area. Redevelopment of abandoned buildings and areas contribute to the economic vitality of the area.

Intergovernmental Cooperation

Economic development goes beyond municipal and county borders. Commercial and industrial development as well as sporting, tourism and other activities in one community will impact others. A business in the Town of Wautoma may employ workers from the towns of Dakota and Marion, who in turn buy gas and groceries in the City of Wautoma. This business may also generate a support industry in the Village of Redgranite. Working in partnership, communities and the county can promote the amenities of the area that contribute to a high quality of life; work to form industrial clusters that involve producers, service providers, suppliers and education; and promote other things that are important to the economic development of the area such as agriculture, organic and specialty crop production, biomass, forest products, and tourism.

POLICIES AND PROGRAMS

Regional, County and Local Policies

Regional

East Central Wisconsin Regional Planning Commission. East Central is currently working on a regional comprehensive plan. As part of this planning effort, East Central has proposed five draft core economic development goals:

- Promote the expansion and stabilization of the current economic base and employment opportunities, while working to promote a positive, growth oriented, entrepreneurially supportive image to attract new business and create additional employment.
- Increase the awareness of on-going collaborative economic activities in the area to ensure maximum benefit to the regional economy.
- Create better relationships between political representatives and the business and educational sectors to effectively link and apply research, development, and technology to production processes, as well as to ensure an appropriately trained workforce.
- Encourage planning to guide community development to maximize the use of existing infrastructure, facilitate the provision of shared resources, minimize costs and environmental impacts, and promote a sense of place and healthy communities.
- Promote the economic benefits of natural resources, parks and recreation.
- Assess options to increase the viability of family farms.

These goals are consistent with the Group D Cluster's vision for the future to expand and stabilize the current economic base, increase the awareness of collaborative economic activities, create better relationships between business and the educational sector, encourage planning to guide economic development, promote the economic benefits of our natural resources and amenities, and collaboratively work to increase the viability of farming in the county.

NorthEast Wisconsin (NEW) Economic Opportunity Study. Waushara County participated in the NEW Economic Opportunity Study. The NEW Study is a multi-jurisdictional partnership intending to further connect workforce development issues with economic development goals. Even before the economic downturn, the northeast region of Wisconsin experienced declines in its strong manufacturing sector employment levels and these negative changes in many cases have continued. The Fox Valley Workforce Development Board initiated a study to address these negative trends and to present recommendations to change the direction of the northeast Wisconsin economy. In addition to Waushara County, the study area is composed of the following 16 counties: Brown, Calumet, Door, Fond du Lac, Green Lake, Kewaunee, Manitowoc, Marinette, Marquette, Menominee, Oconto, Outagamie, Shawano, Sheboygan, Waupaca, and Winnebago counties.

The five strategies developed for the NEW Economic Opportunities project are:

- *Strategy I – Move to a New Economy Construct*
The New Economy building blocks are brain power, risk capital, technological innovation, and entrepreneurship. These New Economy building blocks must be incorporated within the mindset of abundance theory. Business, labor, government, education, and the communities across NEW must all work actively together under a common vision to harness the resources available within the region (and some outside the region) to drive future economic growth.
- *Strategy II – Move to a Collaborative Economic Development Construct*
NEW must abandon the economic strategy of a cost race to the bottom and embrace the concept of abundance theory – that by collaborating, the pie will increase with everyone getting a larger piece. This is best and most efficiently accomplished through proactive collaboration across all sectors in the region – business, labor, government, education, and the general populace.
- *Strategy III – Change Social and Cultural Mindset to Risk and Collaboration*
Proactive collaboration will require an opening up of the region’s mindset both socially and culturally. Cultural diversity is a key to the melding of fresh ideas, best practices, and collaboration. It is what has worked in the country and the region in the past and it will be what works in the future.
- *Strategy IV – Change Regional Image*
NEW and much of the greater Midwest has an image of being a wholesome but dull place. It is perpetuated by the national press and exists in the mindsets of Hollywood and Wall Street. That image is somewhat internalized, but also generally accepted by businesses and worker talent outside the region, making it difficult to retain and attract talent to the region. NEW must also develop both an internal and external image that promotes the resource and lifestyle benefits in the region. Inventorying and promoting the richness of the region’s assets will help to retain and attract businesses and workers to NEW.

- *Strategy V – Promote Industry Cluster Development*

This strategy addresses clusters, or a concentration of industries, that have potential for the area based on current industries and their expansion. Waushara County is a part of the Fox Valley Rural Sub-Region, and for this sub-region the study recommended the possibility of building a biomass refinery that would use wood and other agricultural products to produce power for local foundries with other users to be considered. The study suggests collaboration on a food production and processing, safety, and packaging cluster. The cultivation of small specialty and organic crops and livestock should be expanded for farmers in this area.

Federal, State and Regional Programs

Federal Agencies

Some communities in Waushara County meet the requirements of the US Department of Agriculture-Rural Development and may be eligible for Rural Development Economic Assistance Programs. However, there are typically strict income limits associated with some of the programs, so the Wisconsin Division of USDA-Rural Development should be contacted regarding eligibility for certain programs. A complete listing of USDA-Rural Development Programs can be found at <http://www.rurdev.usda.gov/wi/programs/index.htm>. Grants are also available through the US Department of Labor and can be found at <http://www.doleta.gov/sga>. A partial list is given below.

Rural Business Opportunity Grants. The Rural Business Opportunity grant program promotes sustainable economic development in rural communities with exceptional need. Grants typically fund projects that will become sustainable over the long term without continued need for external support. These projects should have the ability to serve as local catalysts to improve the quantity and quality of economic development within a rural region. Grant funds can be used for technical assistance to complete business feasibility studies, conduct training for rural managers and entrepreneurs, establish business support centers, conduct economic development planning, and provide leadership training. Information regarding the Rural Business Opportunity Grant Program can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/opportun.htm>.

Rural Economic Development Loans and Grants. Rural Economic Development Loans and Grants help develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies. Information regarding Rural Economic Development Loans and Grants can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/economic.htm>.

Susan Harwood Training Grants Program. These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development

grants are specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <http://www.osha.gov/dcsp/ote/sharwood.html>.

Community-Based Job Training Grants. Community-Based Job Training grants (CBJTG) seek to strengthen the role of community colleges in promoting the US workforce potential. The grants are employer-focused and build on the President's High Growth Job Training Initiative. The primary purpose of the CBJTG grants is to build the capacity of community colleges to train workers to develop the skills required to succeed in high growth and high demand industries. Information regarding the Community Based Job Training Grants can be found at <http://www.doleta.gov/business/Community-BasedJobTrainingGrants.cfm>.

H-1B Technical Skills Training Grant Program. The H-1B Technical Skills Training Grant program provides funds to train current H-1B visa applicants for high skill or specialty occupations. Eligible grant applicants include local Private Industry Councils and Workforce Investment Boards that were established under the Workforce Investment Act. Eighty percent of the grants must be awarded to projects that train workers in high technology, information technology, and biotechnology skills. Specialty occupations usually require a bachelor's degree, and an attainment of this degree is strongly encouraged. The program is designed to assist both employed and unemployed American workers to acquire the needed technical skills for high skill occupations having shortages. Information regarding the H-1B Technical Skills Training Grant program can be found at <http://www.doleta.gov/h-1b/html/overv1.htm>.

State of Wisconsin

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all inclusive list, there are several programs that communities should strongly consider and these are addressed below. Wisconsin Department of Commerce area development managers assist business expansions, promote business retention, and help local development organizations in their respective territories. Area development managers (ADM) use their knowledge of federal, state, and regional resources to provide a variety of information to expanding or relocating firms. They also mobilize resources to help struggling businesses. Local economic development practitioners can turn to area development managers for assistance with long-term marketing and planning strategies. Waushara County is in Region 3 and the ADM is Deb Clements. She can be reached at 715/344-1381 or via email at dclements@commerce.state.wi.us.

Wisconsin Main Street Program. The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin and is administered by the Wisconsin Department of Commerce – Bureau of Downtown Development. Communities are selected to participate on an annual basis and are judged on a submitted application. These communities receive the technical support and training needed to restore their main streets to centers of community activity and commerce. Details regarding the Wisconsin Main Street Program can be found at <http://commerce.state.wi.us/CD/CD-bdd-overview.html>.

Community Based Economic Development (CBED) Program. The Community-Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects, or that provide technical assistance services that are in support of business (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; Business Incubator/Technology-Based Incubator; a Venture Capital Fair; and Regional Economic Development Grants. Additional information regarding the CBED program can be found at <http://www.commerce.state.wi.us/CD/CD-bcf-cbed.html>.

Community Development Block Grant for Economic Development (CDBG-ED). The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce would award the funds to the 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. Communities may also utilize the existing Waushara County Economic Revolving Loan Fund to provide loans to community businesses. Additional information regarding the CDBG-ED program can be found at the following website: <http://www.commerce.state.wi.us/MT/Mt-FAX-0806.html>.

Early Planning Grant Program (EPG). This EPG program is designed to encourage and stimulate the start-up, modernization, and expansion of small businesses. Grants may be used only to cover the costs of having an independent third party provide professional services. These services include the preparation of a comprehensive business plan that is necessary to secure initial business financing. Businesses with fewer than 50 employees are eligible for funding. Specific grants can be obtained for businesses specializing in automation, agricultural or food products, biotechnology, manufacturing, medical devices, paper or forest products, printing, tourism, and child care. Grants provide a 75% match of up to \$3,000. Additional information regarding the EPG program can be found at the following website: <http://www.commerce.wi.gov/BD/Mt-FAX-0809.html>.

Milk Volume Production (MVP) Program. The Milk Volume Production (MVP) program is designed to assist dairy producers that are undertaking capital improvement projects that will result in a significant increase in Wisconsin's milk production. This program was created to aggressively support Wisconsin's \$20 billion dairy industry. The goal of the MVP program is to provide qualifying dairy producers with the type of financing necessary to fill the "equity gap" and to partner with local communities to increase dairy production in Wisconsin. It is important to note that the MVP application process is competitive, and not all applications will be funded. Only those projects that have a comprehensive business plan and can demonstrate that they will have a long-term sustainable impact upon Wisconsin's milk production will be successful. Information regarding the Milk Volume Production (MVP) Program can be found at <http://www.commerce.wi.gov/MT/Mt-FAX-0810.html>.

Dairy 2020 Early Planning Grant Program. The Dairy 2020 Early Planning Grant Program is specifically designed for small Wisconsin dairy farms. Professional assistance can help keep smaller operations profitable and competitive in the agricultural industry. Information

regarding the Dairy 2020 Early Planning Grant Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0820.html>.

Customized Labor Training Program (CLT). The CLT program provides a matching grant to assist companies that are utilizing new technologies or manufacturing processes to train employees on new technologies. Grant recipients must either expand an existing or build a new facility within the state. The grants help Wisconsin's manufacturers remain on the cutting edge of technological innovation. Eligible expenditures must focus on the continuing technological education of employees. Grants can cover employee wages, training materials, and trainer costs. Grants provide up to \$2,500 per trainee. Information regarding the CLT Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0802.html>.

Entrepreneurial Training Grant Program (ETG). The ETG program provides potential new small business owners with partial tuition for attending the Small Business Center's (SBDC) Entrepreneurial Training Course. This course helps entrepreneurs prepare a comprehensive business plan that evaluates the feasibility of the proposed start-up or expansion; identifies possible financing sources; and provides other information in regard to initial business start-up costs. Grants provide up to 75% of total tuition costs. Information regarding the ETG Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0808.html>.

Business Employees' Skills Training Program (BEST). The BEST program helps small business in industries that are facing severe labor shortages upgrade the skills of their workforce. This program provides applicants with a tuition re-imbursement grant to cover training costs. To be eligible, businesses must have 25 or fewer employees and sales of less than \$2.5 million. In addition, businesses must specialize in automation, agricultural or food products, biotechnology, manufacturing, medical devices, paper or forest products, printing, tourism, or child care. All training must be provided by a independent third party. Information regarding the BEST Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0819.html>.

Industrial Revenue Bond. The Industrial Revenue Bond program allows all Wisconsin municipalities to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects. Even though the bonds are issued by the municipality, the interest and principal are paid by the company. Information regarding the Industrial Revenue Program can be found at <http://www.commerce.wi.gov/CD/CD-BED-irb.html>.

Transportation Economic Assistance (TEA) Program. The state-funded Transportation Economic Assistance (TEA) program provides fast track financing to construct rail spurs and port improvements for new or expanding industries. The program is available through the Wisconsin Department of Transportation. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>

Brownfields Initiative. The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

CDBG-Blight Elimination and Brownfield Redevelopment Program. The CDBG-Blight Elimination and Brownfield Redevelopment Program can help small communities obtain money for environmental assessments and remediate brownfields. Contact Joe Leo, 608/267-0751.

CDBG-Emergency Grant Program. The CDBG-Emergency Grant Program can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608/266-8934.

Community Development Zone Program. The Community Development Zone Program is a tax-benefit initiative designed to encourage private investment and job creation in economically-distressed areas. The program offers tax credits for creating new full-time jobs, hiring disadvantaged workers, and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Call 608/267-3895.

Freight Railroad Preservation Program. The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in an effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Ron Adams, Department of Transportation, 608/267-9284.

Health Care Provider Loan Assistance Program. The Health Care Provider Loan Assistance Program provides repayment of educational loans up to \$25,000 over a five-year period to physician assistants, nurse practitioners, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. Contact M. Jane Thomas, 608/267-3837.

Minority Business Development Fund – Revolving Loan Fund (RLF) Program. The Minority Business Development Fund – Revolving Loan Fund (RLF) Program is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact Mary Perich, 414/220-5367 or Bureau of Minority Business Development, 608/267-9550.

Physician Loan Assistance Program. The Physician Loan Assistance Program provides repayment of medical school loans up to \$50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians and have had difficulty recruiting these physicians to their area. Contact M. Jane Thomas, 608/267-3837.

State Infrastructure Bank Program. The State Infrastructure Bank Program is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, 608/266-9910.

Tax Incremental Financing (TIF). Tax Incremental Financing (TIF) can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

Wisconsin Transportation Facilities Economic Assistance and Development Program. The Wisconsin Transportation Facilities Economic Assistance and Development Program funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

Freight Railroad Infrastructure Improvement Program. The Freight Railroad Infrastructure Improvement Program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Ron Adams, Department of Transportation, 608/267-9284.

Recycling Demonstration Grant Program. The Recycling Demonstration Grant Program helps businesses and local governing units fund waste reduction, re-use, and recycling pilot projects. Contact JoAnn Farnsworth, 608/267-7154, DNR.

Wisconsin Fund. The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Contact Jean Joyce, 608/267-7113.

Regional

East Central Wisconsin Regional Planning Commission. The East Central Wisconsin Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities which are served by the Commission are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

Northeast Wisconsin Regional Economic Partnership. The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a Technology Zone by the Wisconsin Department of Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides \$5 million in tax credits to businesses certified by Commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

CAP Services, Inc. CAP Services Inc. (CAP) is a private non-profit corporation offering programs in Waushara, Marquette, Outagamie, Portage, Waupaca and parts of Marathon and Wood counties. The primary mission of CAP is to help low-income households attain economic and emotional self-sufficiency. Programs include Skills Training to help low-income individuals acquire skills to compete for higher paying jobs by assisting them with tuition, books, transportation and child care costs related to training; Business Development to provide entrepreneurs with the technical assistance, coaching advice and loan packaging they need to successfully start and grow their businesses; and Home Buyers Assistance to provide matching dollars to eligible low-and moderate-income, first-time homebuyers for down payment and closing costs. Funds are also available for repair and rehabilitation on newly purchased units; Weatherization measures including caulking, insulation, window repair and other conservation measures; Special Needs Housing; Asset Development to provide financial wellness training and incentives to low-income households; Preschool Services including head start for ages 3-5 and their families; and Crisis Intervention. Additional information can be found at www.capserv.org.

ECONOMIC DEVELOPMENT – Town of Marion

ECONOMIC DEVELOPMENT GOAL: Our goal is for the Town Board to work in a collaborative manner with local economic development organizations and state, county and neighboring towns and cities to create positive economic development compatible with the needs and desires of the Town of Marion residents.

Objective:

- ED 1. Explore ways the town can work with the Tri-County Regional Economic Development Corporation.

Strategies:

- ED 1.1 Collaborate to review and inventory of all vacant and underutilized structures zoned for industrial and commercial activities. Maintain this database and incorporate it with the TCREDC list. Include pertinent information such as the building name, size, current zoning requirements, address, and other pertinent information.
- ED 1.2 Collaborate with economic development organizations to use other websites such as LOIS and others to list the properties in multiple sources.
- ED 1.3 Update and post this list on the discussed websites when additional properties buildings and lots become available.
- ED 1.4 Work with Chamber of Commerce and County Parks Department staff to market tourism opportunities.
- ED 1.5 Collaborate with the Group D communities and other entities in Waushara County to create partnerships to further discuss tourism opportunities which would be beneficial to the entire planning cluster.
- ED 1.6 To further support the Town's planning process, the administrators of the Waushara County RLF should refer to local comprehensive plans while evaluating revolving loan fund applications.

Objective:

- ED 2. Assess the economic impact of changes to STH 21.

Strategies:

- ED 2.1 Form a county-wide committee to explore the implications of renovations and by-pass alternatives for the entire STH 21 corridor.

- ED 2.2 The Town should form a joint committee with other group D communities to propose alternative routes and consider the implications of a possible STH 21 by-pass. The committee should include the economic, social, and environmental implications including water quality and environmental preservation.
- ED 2.3 The Town should take a proactive role with the Wisconsin Department of Transportation by recommending their final opinion in future WisDOT highway improvement plans, and official mapping decisions.
- ED 2.4 Until a by-pass is constructed continue to maximize traffic movement and public safety by maintaining and improving access control on the existing through traffic routes.

Objective:

- ED 3. Where applicable, promote the clean-up and reuse of underutilized, vacant, blighted, or brownfield commercial/industrial sites and buildings to efficiently use existing public utilities, infrastructure, and services.

Strategies:

- ED 3.1 Recognizing the difficulty and the extensive costs involved with environmental clean-up, the Town will rely on private clean-up action where possible.
- ED 3.2 To protect the predominantly residential nature of the Town, encourage only environmentally sound business development that is properly permitted and regulated to protect the town's environment.

Objective:

- ED 4. When identifying future or expanding business/industrial sites, consider the surrounding residential homes and environmental conditions of the area such as wetland, groundwater, and floodplain status.

Strategies:

- ED 4.1 The current industrial park in the City of Wautoma is the best place to locate new industries as sewer and water are available. The town has indicated its preference to direct new industrial uses to the current business park.
- ED 4.2 Properties along Hwy 21 and near the community of Spring Lake are the preferred locations for limited new commercial uses. Small well maintained businesses which are compatible with existing uses may be considered.

Objective:

- ED 5. Recognize and protect the quality of life in the town which plays an important role in attracting business and an educated and productive workforce.

Strategies:

- ED 5.1 Promote the natural resources and related recreational opportunities, quality education, convenient services, public safety and other positive factors of the Town, as amenities in attracting new business to the Wautoma area.
- ED 5.2 Support the Waushara Convention Bureau room tax initiative which would bring outside dollars into the community.

Objective:

- ED 6. Encourage educational institutions to promote life long learning for the area's youth and adults. Recognize that education and vocational training are essential in both preparing the local workforce for successful careers and fostering an active business community.

Strategy:

- ED 6.1 Communicate with the Northeast Wisconsin Educational Resource Alliance (NEW ERA).
- ED 6.2 Utilize existing Technical School programs and partner with private businesses to train and assist new small business owners through employee training and grant/loan programs, such as are offered by CAP Services and the Fox Valley Technical College. Encourage private/public partnerships to train people in skills needed by area businesses. (welding, machinists, etc.)

Objective:

- ED 7. Communities should develop criteria/design standards that future commercial and industrial proposals must meet in order to be approved by the community.

Strategy:

- ED 7.1 Approve appropriate design standards for all areas of the town. The standards should address the adequacy of traditional infrastructure availability such as roadways, sewer, water, utilities, structure (building) design, stormwater management, landscaping, and signage.

Objective:

- ED 8. Assess the adequacy of technological infrastructure for business and residential needs.

Strategies:

- ED 8.1 Encourage economic development agencies to inventory existing technologies including dial-up and high-speed internet services, satellite television, and others.
- ED 8.2 Encourage economic development agencies to evaluate that overall reliability of the above technologies and service providers on which local businesses rely on.
- ED 8.3 Be aware of new technologies which will improve the communications and overall efficiency of local enterprises such as high definition television and others.

Objective:

- ED 9. Support the agricultural community by meeting with farmers when necessary to discuss pertinent issues and by promoting the economic vitality of agricultural industries.

Strategies:

- ED 9.1 Encourage an area-wide organized effort to promote farmers markets.
- ED 9.2 Work with the county to promote and support the annual "Farm Breakfast" program at the Waushara County Fairgrounds.
- ED 9.3 Where feasible, encourage local businesses such as restaurants and supermarkets to buy and sell produce and other agricultural products from local farmers.
- ED 9.4 Encourage sustainable and specialty farming ventures as desired in the town.
- ED 9.5 Promote an annual "farm breakfast" event, and a farmer's market exhibit at the Waushara County Fairgrounds to attract vendors from throughout the tri-county area.

CHAPTER 4: HOUSING

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HOUSING

INTRODUCTION

A number of factors influence how well the housing stock meets the needs of the community. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements, such as roadways, school transportation and the provision of public utilities.

The quality and affordability of housing influences the economic health and wellbeing of the community. Well designed, decent, safe and affordable housing creates a sense of connection and ownership between residents and their neighborhood and community. Residents with decent, safe affordable housing have more resources available to meet other expenses such as food, clothing, transportation, health care, savings for college or retirement, etc. They also have the resources necessary to maintain their housing, which contributes to the quality of the community's housing stock and appearance of the community.

Housing Vision for 2025

The area accommodates a variety of housing choices. Home ownership continues to be the preferred housing option but the need for rental housing is also being adequately addressed by new duplex and small scale multi-family housing development, which is concentrated in sewerred areas. Additionally, efforts to provide attractive yet affordable housing on the upper floors of commercial structures are paying dividends for building owners and increasing the vitality of the two downtowns. Recognizing that mobile homes and subsidized housing provide affordable housing options which cannot be met by other types of residential development, the City and Village have strong design and site requirements that allow attractive, well maintained mobile home parks to be developed in carefully selected areas convenient to services and employment opportunities and local officials have embraced efforts to develop subsidized housing. Extended care and other housing options for seniors are available locally.

In rural areas, quality single family housing opportunities remain the primary residential choice. Although the trend of converting and upgrading seasonal lakefront housing to year-round single family residences continues, lake-oriented backlot development has lost favor to conservation subdivisions and other development options that focus on amenities such as common open space and walking trails. Several historic farmsteads have been preserved while new rural residences have been designed to blend in with natural features and existing agricultural activities in ways that minimize land use conflicts and preserve rural character.

INVENTORY AND ANALYSIS

This section of the chapter provides a broad brush of Group D characteristics and identifies why a particular housing variable may be important. Characteristics which are unique to a particular community are noted, as are characteristics that can help identify strengths or opportunities for improvement. Tables are provided in Appendix D for those who may be interested in more detail.

Age of Occupied Dwelling Units

The age of occupied dwelling units reflect the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation rates, migration trends and natural disaster impacts. The age of units by itself is not an indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time.

1990 and 2000 Census information regarding the age of owner-occupied units indicates that most Group D communities were well established by 1960, and all five communities experienced substantial growth in the 1970's as baby-boomers entered the housing market (Table 4-1).

Table 4-1. 'Baby-boomer' Impact by Community

	Units Occupied in 1990		Units Occupied in 2000	
	Units Built Prior to 1960	Units Built in the 1970s	Units Built Prior to 1960	Units Built in the 1970s
C. Wautoma	387	129	366	163
V. Redgranite	179	107	213	100
T. Dakota	100	163	137	139
T. Marion	184	235	233	238
T. Wautoma	166	139	184	99
Waushara County	3,374	2,047	3,610	1,841
Wisconsin	769,712	263,431	917,856	355,484

Source: U.S. Census, STF 3A, 1990 and 2000.

The Towns of Dakota and Marion were unique in that the number of units added in the 1970s exceeded the number of occupied units already on the ground. This is particularly noticeable in the 1990 Census data set. Variation in the data between 1990 and 2000 may reflect variation in the households sampled, a change in housing choice by residents, annexations or change in the actual housing stock through demolition, fire or natural disaster impacts.

Overall, the Village of Redgranite had the oldest housing stock in 2000 (Appendix D, Tables D-1 and D-2). Approximately forty-seven percent (47.44%) of the Village's housing stock was built prior to 1960. In contrast, only 25.55% of the Town of Marion's housing stock was built before

1960, making it the community with the newest housing stock. At the state and county level, 38.67% of Waushara County's housing stock and 44.03% of Wisconsin's housing stock was built prior to 1960.

All Group D communities experienced additional building construction through 2000. The Town of Marion experienced the largest increase in new housing stock. Between 1995 and 2000, Marion gained 125 new occupied housing units. The remainder of Group D communities saw increases in new units that ranged between 49 in the Town of Wautoma to 37 in the Village of Redgranite.

Change in Structural Type

Residential units by structural type is one indication of the degree of choice in the housing market. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services. Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity.

A single person, for example, will have different housing needs than a couple with children. Housing needs also change as we age, lifestyles change or in the event that one or more members of the household become disabled. Providing a range of housing choices which meets individual household needs and preferences is one way of encouraging individuals to stay in their community and to draw others to locate there.

As with most rural communities, the dominant housing type in Group D communities and Waushara County is single family housing. In 1990, the Town of Wautoma had the highest percentage of single family housing (89.32%), while the Town of Dakota had the lowest percentage (65.08%). The majority of duplex and multi-family units (84.45%) were located in the City of Wautoma and the Village of Redgranite, where sewer and water are available. Less than three percent of the towns' housing stock was comprised of duplex and multifamily units.

At 209 units, the Town of Dakota contained the largest number and share of mobile home, trailer & other units (32.01%). Mobile homes, trailers & other units were also common in the Village of Redgranite (22.57%) and the Town of Marion (12.99%). The City of Wautoma had the smallest number (32) and share of mobile home, trailer & other units (3.93%) (Appendix D, Table D-3).

During the 1990s, conversions, deletions and additions to communities' housing stock resulted in a slightly different composition of housing in 2000. Housing choice by structural type (the ability to choose to live in a single family home, duplex, multi-unit building or mobile home) increased in the City of Wautoma and Waushara County, but decreased in the remaining Group D communities and at the state level. By 2000, the share of single family units had decreased to 67.40% in the City of Wautoma, while the number and share of duplex, multi-family and mobile home units rose. Within the duplex and multifamily category, the number and share of 2 to 4 unit buildings decreased, while the number and share of larger multi-family buildings increased in the City (Appendix D, Tables D-3 and D-4).

Within the remaining Group D communities, the number and share of mobile home, trailer and other units decreased. With the exception of Redgranite, duplex and multifamily units also decreased in these communities¹. By 2000, the share of single family units had risen in all four communities and now ranged from 71.57% of the housing stock in Redgranite to 93.94% of the housing stock in the Town of Wautoma. Although the number and share of mobile home, trailer and other units dropped, this category remained the second largest category by structural type for the Village of Redgranite and Group D towns. In 2000, mobile home, trailer and other units comprised 25.73% of the Town of Dakota's housing stock and 19.48% of the Village's housing stock. Only 10.49% of Marion's and 4.58% of the Town of Wautoma's housing stock was comprised of mobile home, trailer and other units.

At the state and county level, the number and share of single family homes and larger multi-family buildings (those with 5+ units per building) increased, while the number and share of 2 to 4 unit buildings and mobile home, trailer and other units decreased. In 2000, single family homes comprised 82.59% of Waushara County's housing stock and 69.34% of the State's housing stock. Mobile home, trailer and other units comprised the second largest housing category for Waushara County, 13.02%. Multifamily units comprised less than five percent (4.39%) of the County's housing stock. At the state level, the second largest housing category was multi-family housing, which comprised 26.18% of Wisconsin's housing stock. Mobile home, trailer and other units comprised 4.49% of the State's housing stock.

Occupancy Status

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units, including those which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

For a healthy housing market, communities should have a vacancy rate of 1.5% for owner-occupied units and 5% for year round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base.

Tenure

Group D communities with the lowest occupancy rates have the highest percentage of seasonal units (Table 4-2). Occupancy rates vary by community and over time. Total occupancy rates increased for Waushara County, the state and all Group D communities between 1990 and 2000. In both time periods, the City of Wautoma had the highest total occupancy rate and the Town of Marion the lowest.

¹ In Redgranite, the number of duplex and multi-family units increased by 5 units between 1990 and 2000.

Table 4-2 . Occupied and Seasonal Units as a Share of Total Housing Units, 1990 and 2000

Jurisdiction	Total Occupied		Seasonal	
	1990	2000	1990	2000
City of Wautoma	91.78%	91.90%	1.84%	0.91%
Village of Redgranite	88.82%	89.25%	4.01%	2.84%
Town of Dakota	62.94%	71.14%	29.56%	20.78%
Town of Marion	45.24%	55.71%	51.16%	40.06%
Town of Wautoma	81.55%	86.73%	13.40%	10.45%
Waushara County	62.19%	68.31%	31.73%	27.02%
Wisconsin	88.63%	89.81%	7.33%	6.13%

Source: U.S. Census, 1990 and 2000.

The low occupancy rates for the Town of Marion result from the high number of seasonal units within the Town. In 1990, 725 of Marion's 1,417 housing units were seasonal. In 2000, 653 of Marion's 1,630 housing units were seasonal, which indicates that the Town of Marion experienced growth in year round units and potential conversions of seasonal to year round residences (Appendix D, Tables D-5 and D-6). The increase in total occupancy rates for the Town of Dakota was accompanied by a decrease in the number and share of seasonal units, which indicates that some seasonal units may have been converted to year round residences during the 1990s also.

Occupancy rates for Waushara County and Wisconsin indicate that Waushara County has a higher percentage of seasonal units than the state as a whole. Both jurisdictions experienced an increase in total occupancy rates and a decrease in the number of seasonal units between 1990 and 2000. Waushara County experienced the largest change.

The majority of occupied units within the area are owner-occupied. Group D towns have a higher rate of owner-occupancy than the City, Village, County and State (Table 4-3). Between 1990 and 2000, the share of owner-occupied units increased in Group D towns and at the county and state level, but decreased in the City of Wautoma and the Village of Redgranite. By 2000, the share of occupied units that were owner-occupied ranged from 91.85% in the Town of Marion to 56.08% in the City of Wautoma.

Table 4-3. Tenure as a Percent of Occupied Units, 1990 and 2000

Jurisdiction	Owner Occupied		Renter Occupied	
	1990	2000	1990	2000
City of Wautoma	63.37%	56.08%	36.63%	43.92%
Village of Redgranite	76.96%	71.59%	23.04%	28.41%
Town of Dakota	78.35%	87.22%	21.65%	12.78%
Town of Marion	89.70%	91.85%	10.30%	8.15%
Town of Wautoma	87.86%	91.01%	12.14%	8.99%
Waushara County	80.30%	83.53%	19.70%	16.47%
Wisconsin	66.70%	68.43%	33.30%	31.57%

Source: U.S. Census, 1990 and 2000.

Vacancy Status

Vacant housing units are units that are livable, but not currently occupied. The vacancy status of units available for purchase or rent is considered to be a strong indicator of housing availability. Generally, when vacancy rates are below 1.5 percent for owner-occupied units and 5 percent for renter-occupied units, housing is considered to be in short supply and additional units are needed. If vacancy rates are at or above standard, the community may have an adequate number of units for rent or for sale. However, additional information, such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers or renters. A higher vacancy rate may be appropriate, particularly for smaller communities, if the additional units provide needed choices within the housing market. If the existing vacancy rate is too high for existing market conditions, then property values may stagnate or decline.

Owner-Occupied Housing

Homeowner vacancy rates indicate that all five Group D communities and Waushara County had an adequate share of owner-occupied units for sale in 1990 and 2000 (Appendix D, Tables D-7 and D-8). The homeowner vacancy rate for Wisconsin remained stable at 1.20%, which was just below the standard for both years. In 1990, homeowner vacancy rates varied from 1.63% in the Town of Wautoma to 5.28% in the Town of Dakota. Between 1990 and 2000, homeowner vacancy rates rose in the City of Wautoma and Village of Redgranite and fell in the remainder of Group D communities and Waushara County. In 2000, homeowner vacancy rates ranged from 1.47% in the Town of Wautoma to 3.81% in the Village of Redgranite. Countywide, the homeowner vacancy rate was 1.89%.

While homeowner vacancy rates in Group D communities indicated an adequate supply of homes for sale, the actual number of homes on the market in Group D communities for both time periods was small. In 1990, the number of housing units for sale ranged from 25 in the Town of Marion to 6 in the Town of Wautoma. In 2000, the number of housing units for sale ranged from 21 in the Town of Marion to 7 in the Town of Wautoma. The number of housing units for sale in the City of Wautoma (9) remained unchanged, while the number of housing

units for sale in Redgranite increased from 10 in 1990 to 12 in 2000. In Dakota the number of housing units for sale decreased from 17 in 1990 to 12 in 2000.

Rental Housing

In 1990, rental vacancy rates for the Village of Redgranite (4.12%) and the towns of Marion (1.52%) and Wautoma (3.92%) were below the vacancy standard of 5.00%, indicating a shortage of housing units for rent (Appendix D, Tables D-7 and D-8). Rental vacancy rates in the remainder of Group D communities ranged from 5.84% in the City of Wautoma to 11.24% in the Town of Dakota. In comparison, the rental vacancy rates for Wisconsin and Waushara County were 4.70% and 8.53%, respectively.

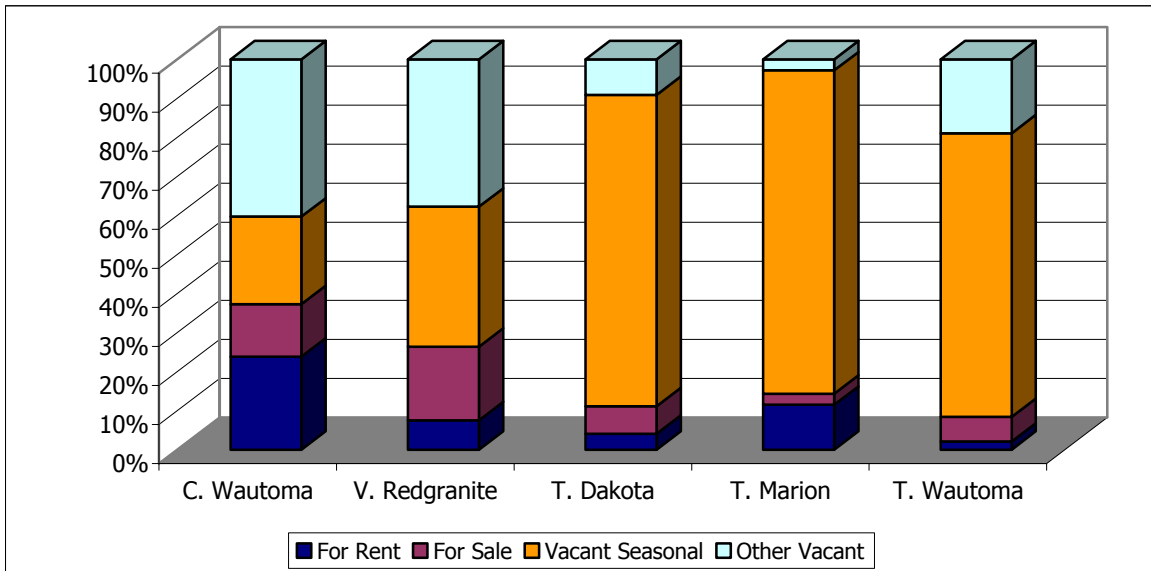
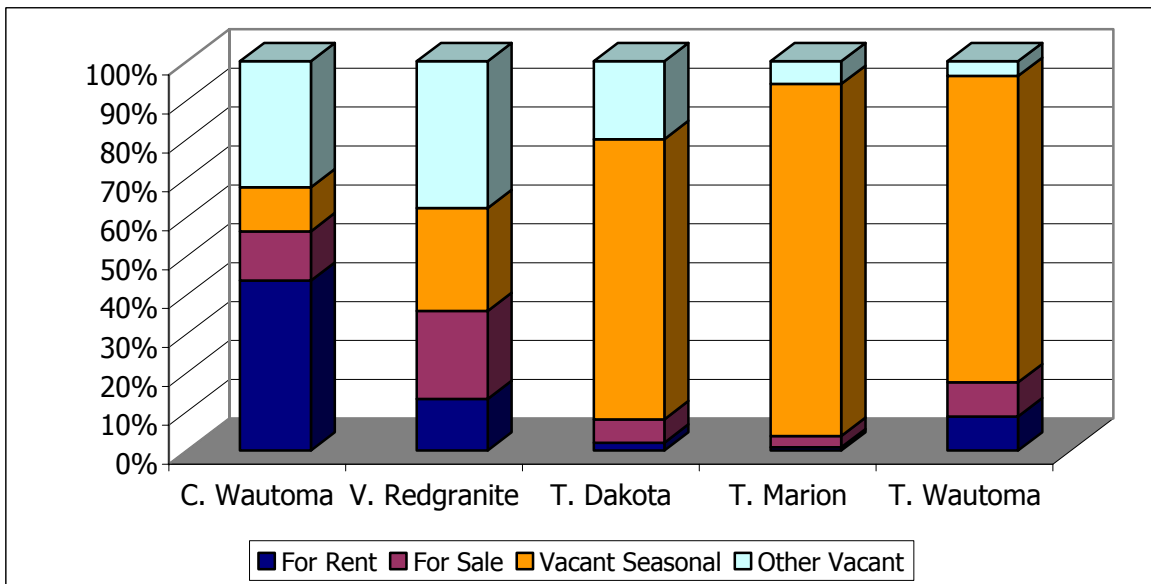
Between 1990 and 2000, the number of rentals and the rental vacancy rates increased in all Group D communities, except the Town of Dakota, which saw a decrease in the number and share of units for rent. Rental vacancy rates in Dakota decreased from 11.24% to 6.35%. In 2000, rental vacancy rates indicate that all Group D communities, Waushara County and the State had an adequate number of rental units on the market. Rental vacancy rates for Group D communities ranged from 5.60% in the Village of Redgranite to 14.89% in the Town of Wautoma. Waushara County had a higher rental vacancy rate, 6.76%, than the state average of 5.60%.

As with the number of homes for sale, the number of housing units for rent within Group D communities was also small. In 1990, the number of housing units for rent ranged from 1 in the Town of Marion to 16 in the City of Wautoma. In 2000, the number of housing units for rent ranged from 4 in the Town of Dakota to 31 in the City of Wautoma. Dakota was the only Group D community to experience a decline in the number of units for rent. Between 1990 and 2000, the number of units for rent declined in Dakota from 10 to 4.

Seasonal Units

Seasonal units are units intended for use only in certain seasons or for weekend or other occasional use throughout the year. They include properties held for summer or winter sports or recreation, such as summer cottages or hunting cabins. They also include time-share units and may include housing for loggers.

Group D communities exhibited a broad range in the number and share of seasonal units for both time periods (Appendix D, Tables D-7 and D-8). In 1990, the number of seasonal units ranged from 15 in the City of Wautoma to 725 in the Town of Marion. The City of Wautoma also had the smallest share of vacant units listed as seasonal in 1990, while the Town of Marion the largest. Waushara County and Wisconsin also had a large share of vacant units listed as seasonal (Figure 4-1).

Figure 4-1. Vacant Units by Type, 1990**Figure 4-2. Vacant Units by Type, 2000**

Between 1990 and 2000, the number of seasonal units decreased for all seven jurisdictions. Within Group D communities, the City of Wautoma continued to have the smallest number of units identified as seasonal (8) in 2000, while the Town of Marion continued to have the largest, 653.

The share of vacant units identified as seasonal also decreased for all jurisdictions, except the Town of Wautoma and Waushara County. Between 1990 and 2000, the share of vacant units identified as seasonal increased in the Town of Wautoma from 72.63% in 1990 to 78.75% and from 83.93% to 85.27% in Waushara County. In 2000, among Group D communities, the share of seasonal units ranged from 11.27% in the City of Wautoma to 90.44% in the Town of Marion.

Other Vacant

Other vacant units include: migrant housing; units rented or sold, but not yet occupied; and units held for occupancy by a caretaker or janitor and units held for personal reasons of the owner, but not classified as seasonal. In all jurisdictions, units held for occupancy by a caretaker or janitor and units held for personal reasons of the owner, but not classified as seasonal comprised the largest segment of the other vacant unit category. Little to no vacant migrant housing was listed in either Census; and units rented or sold, but not yet occupied, comprised a very small segment of the other vacant unit category. According to the 2000 Census data, the towns of Dakota and Marion had 7 and 1 units of vacant migrant housing, respectively. No vacant migrant housing units were listed in the remaining Group D communities.

In 1990, other vacant comprised the largest share of vacant units for the City of Wautoma and Village of Redgranite, and the second largest share of vacant units for the towns of Dakota and Wautoma, Waushara County and Wisconsin (Figures 4-1 and 4-2). The Town of Marion had an equal number (25 each) and share (3.22%) of vacant units for sale and other vacant units (Appendix D, Tables D-7 and D-8).

Between 1990 and 2000, the share of other vacant units rose in the towns of Dakota and Marion, and decreased in the City and Town of Wautoma, Waushara County and Wisconsin. The number and share of other vacant units remained the same for both years in the Village of Redgranite, where 20 other vacant units comprised 37.74% of all vacant units for both years.

The actual number of other vacant units within Group D communities showed little variation in 1990, ranging from 27 in the City of Wautoma to 18 in the Town of Wautoma. Between 1990 and 2000, a major shift occurred in the number of other vacant units in the towns of Dakota, Marion and Wautoma. The number of other vacant units almost doubled in the Towns of Dakota and Marion and decreased substantially in the Town of Wautoma. In 2000, the number of vacant other units ranged from 42 in the Town of Marion to 3 in the Town of Wautoma.

Owner-Occupied Housing Stock Value

Owner-occupied housing stock values can provide information about trends in property values, housing demand and choice within the housing market. Housing stock values can also help provide prospective new businesses with information regarding how accessible housing will be for their employees.

Median Housing Value Trends: A Broad Historical Perspective]

State and county level information indicate that owner-occupied housing values have risen substantially since 1970. The largest growth in median housing values occurred in the 1970's. Between 1970 and 1980, median housing prices more than doubled in response to inflationary pressures during the late 1970's and increased demand as baby-boomers entered the housing market. Housing prices continued to rise during the 1980's, but at a much slower rate. Housing prices again increased substantially in the 1990's. Lower interest rates allowed home buyers the opportunity to purchase a higher value home, and the market responded by increasing the average home size for new construction². The number of expected amenities in a home also increased. Communities contributed to the rise in housing prices by increasing minimum lot sizes and minimum square footage. Children of babyboomers began entering the housing market during this decade, which put additional pressure on the housing market. The increased demand for starter homes and lack of supply drove the value of existing starter homes up substantially. By 2000, the median housing value for Waushara County had risen from \$10,600 in 1970 to \$85,100, and the median housing value for Wisconsin had risen from \$17,300 to \$112,200.

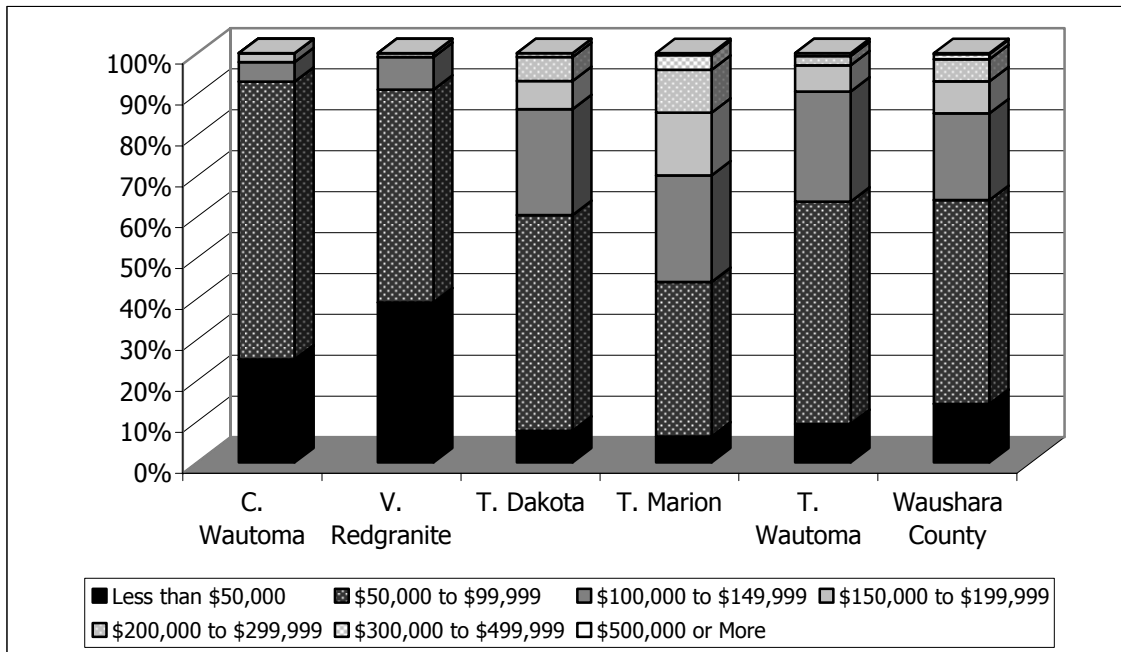
Current Median Housing Value Trends

Between 1990 and 2000, Group D communities experienced substantial increases in median housing values. The City of Wautoma experienced the smallest increase in median housing values during this time period, 48.77%, while the Town of Marion experienced the largest increase, 93.40%. The remaining three communities saw more similar trends in housing value increases. Increases in median housing values for the remaining three communities ranged from 75.62% in the Town of Wautoma to 79.53% in the Town of Dakota. By 2000, median housing values ranged from \$59,100 in the Village of Redgranite to \$111,400 in the Town of Marion (Appendix D, Tables D-9).

Current Values by Price Range

With the exception of the Town of Marion, over 85% of the owner-occupied housing stock of all Group D communities and Waushara County was valued at less than \$150,000 in 2000. In Marion, 70% of the owner-occupied housing stock was valued at less than \$150,000. Each Group D community had a slightly different composition of housing by price range (Appendix D, Tables D-9). The V. Redgranite and C. Wautoma had the largest share of housing units valued at less than \$50,000, while the Towns of Marion and Dakota had the least (Figure 4-3). The Town of Marion had the most diverse composition of housing by price range, which indicates that Marion likely has a greater choice in owner-occupied housing opportunities, compared to other Group D communities.

² In 1970, the average size of a new single family home in the U.S. was 1,500 sq. ft. By 2000, the average size of a new single family home in the U.S. was 2,266 sq.ft.

Figure 4-3. Housing Values by Range, 2000

Housing Costs

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payments for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, HUD raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25 to 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one or more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

Access to affordable housing is not only a quality of life consideration it is also an integral part of a comprehensive economic development strategy. Communities need affordable housing for workers in order to retain existing companies and attract new companies to the area. Households, which must spend a disproportionate amount of their income on housing, will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food, and clothing. This in turn not only has a negative impact on the overall economy, it may also

heighten resistance to property tax increases, which is a major source of revenue for many Wisconsin communities.

For persons on the bottom end of the economic ladder, affordable housing is particularly important. A recent study by the Hudson Institute and the Wisconsin Housing Partnership³ found that the most important factor for individuals to successfully move from welfare to work was their ability to find decent, stable affordable housing.

A review of housing stock values for Group D communities indicated that housing values were on average lower than the state average. However, many of those units were not affordable for Group D residents. Renters, in particular, found it difficult to find affordable housing.

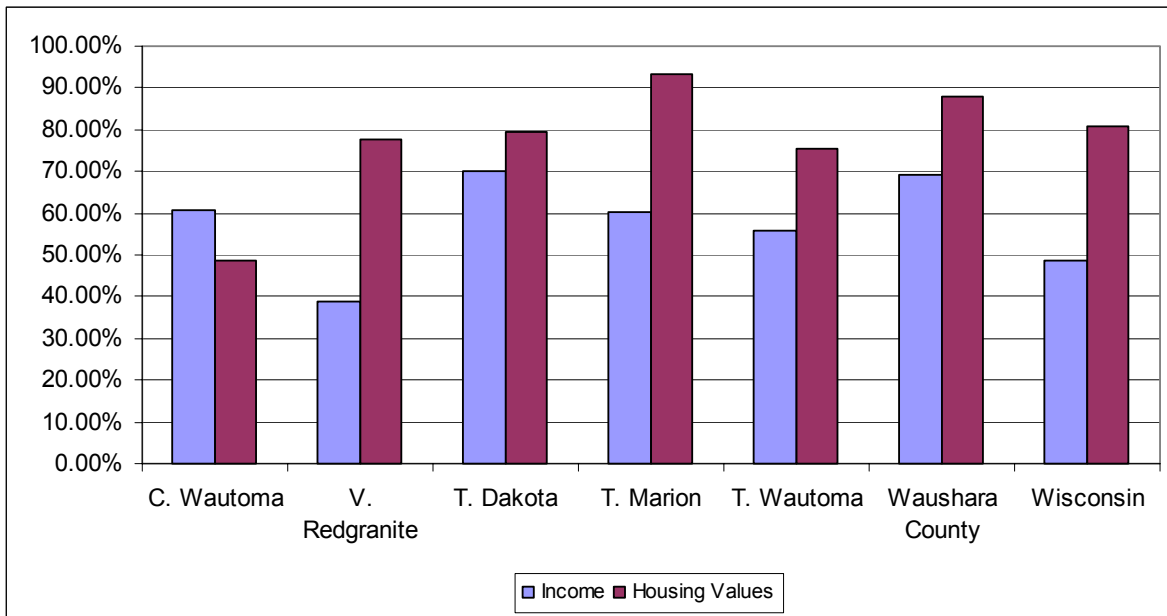
Owner-Occupied Housing

In 1989, 15.08% of homeowners in the state and 17.65% of homeowners in Waushara County were paying a disproportionate amount of their income for housing (Appendix D, Table D-10). Residents in the City of Wautoma had an even harder time finding affordable housing. In 1989, 20.71% of City residents were spending more than 30% of their income on housing. Housing was most affordable in the Village of Redgranite, where only 14.15% of homeowners were paying a disproportionate share of their income for housing.

Between 1989 and 1999, housing affordability became a larger issue for homeowners in the state, Waushara County and three Group D communities: Redgranite, Marion and the Town of Wautoma. The percentage of homeowners paying a disproportionate share of their income for housing in Group D communities ranged from 22.67% in the Village of Redgranite to 14.15% in the City of Wautoma. Almost 20% (19.71%) of County residents were paying a disproportionate share of their income for housing in 1999, compared to 17.81% of state residents. The change in housing affordability likely resulted from housing prices and values rising faster than incomes. The City of Wautoma was the only jurisdiction during this time period where average household income rose faster than the median price of housing (Figure 4-4.).

³ Rebecca J. Swartz, Brian Miller with Joanna Balsamo-Lilien, Hilary Murrish, 2001. *Making Housing Work for Working Families: Building Bridges between the Labor Market and the Housing Market*.

Figure 4 - 4. Change in Median Housing Values vs Change in Median Household Income



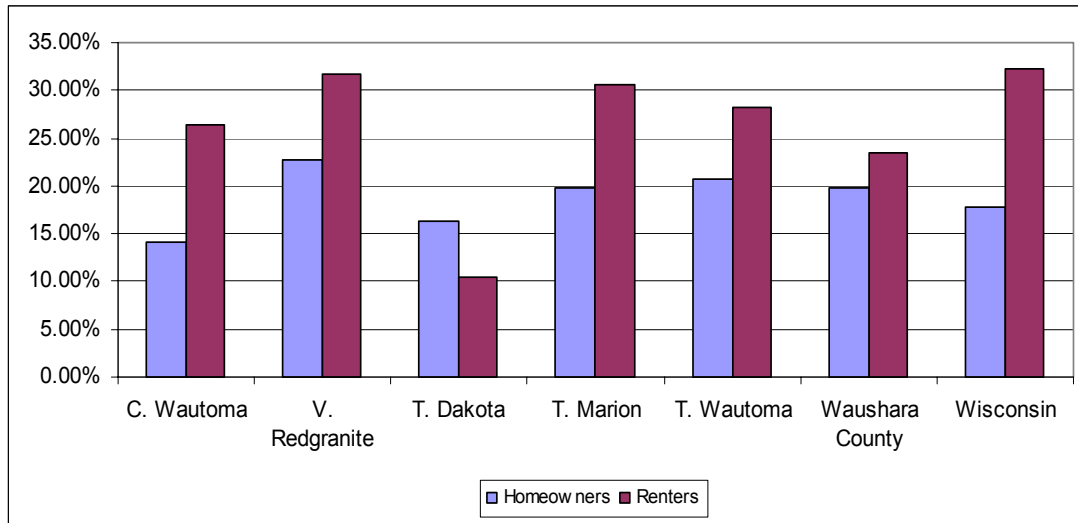
Renter-Occupied Housing

Census data indicates that renters had far greater difficulty finding affordable housing than homeowners. In 1989, 35.96% of renters in the state and 34.61% of renters in the county paid a disproportionate share of their income for housing, compared to 15.08% and 17.65% of homeowners, respectively. Within Group D communities the share of renters paying a disproportionate amount of their income for housing ranged from 37.50% in the City of Wautoma to 21.05% in the Town of Marion.

Between 1989 and 1999, the number and share of households paying a disproportionate share of their income for rental housing decreased in the City and Town of Wautoma, Town of Dakota, Waushara County and the State of Wisconsin. In the towns of Dakota and Wautoma this decrease was accompanied by a decrease in the total number of renters, which indicates that renters from these communities may have relocated in search of more affordable housing.

The number and share of renters paying a disproportionate share of their income for housing increased in the Town of Marion. In Redgranite, the number of renters paying a disproportionate share of their income for housing increased. However, an overall increase in renters, many who were able to find affordable housing, resulted in the proportion of renters paying a disproportionate amount of their income for rent remained almost constant at around 32%.

By 1999, the share of renters paying more than 30% of their income for housing in Group D communities ranged from 31.75% in the Village of Redgranite to 10.53% in the Town of Dakota (Figure 4-5). Thirty-two percent (32.30%) of state residents were paying more than 30% of their income for rental housing, compared to 23.38% of Waushara County residents.

Figure 4-5. Percent of Households for which Housing is Not Affordable, 1999

Housing Conditions

Two Census variables often used for determining housing conditions include units which lack complete plumbing facilities and overcrowded units. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. If any of these three facilities is missing, the housing unit is classified as lacking complete plumbing facilities. The Census defines overcrowding as more than one person per room in a dwelling unit.

In Group D communities, occupied units without complete plumbing facilities are rare. Only 15 occupied units were listed as being without complete plumbing facilities in 2000. Nine of those units were located in the Town of Marion; the remaining units were located in the Town of Wautoma. Less than 5% of dwelling units within Group D communities are overcrowded (Appendix D, Table D-11). The Town of Dakota had the greatest percentage of overcrowded units (4.28%), while the Town of Marion had the smallest (1.32%). The actual number of overcrowded units ranged from 25 in City of Wautoma to 7 in the Village of Redgranite.

Subsidized and Special Needs Housing

Subsidized and special needs housing is needed for individuals, who because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. Two such examples would be when a child cares for an elderly parent in their own home or when a parent cares for a disabled child in their own home. In most instances, however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

Group D residents have local access to subsidized housing for qualifying elderly, families and persons with disabilities within the City of Wautoma and Village of Redgranite (Table 4.4).

Table 4.4. Federally Assisted Rental Units, 2005

	Elderly Units	Family Units	Other Units	Total Units
C. Wautoma	32	14	2	48
V. Redgranite	21		3	24
Total Group D Units	53	14	5	72

Source: WHEDA website, 2005.

The City of Wautoma and Village of Redgranite also have several assisted living options (Table 4.5).

Table 4.5. Assisted Living Options, 2005

	Adult Family Home Capacity	Community Based Residential Care Facility Capacity	Residential Care Apartment Units	Total Units
C. Wautoma	11	70	53	134
V. Redgranite		20	40	60
Total Group D Units	11	90	93	194

Source: WI Department of Health and Family Services Assisted Living Directories, website, 2005.

Housing Needs Analysis

As part of the regional planning process, ECWRPC developed a matrix of housing conditions to measure housing stress within the region. This matrix uses a combination of 10 Census variables to measure five housing characteristics: housing affordability, housing availability, the prevailing age of units compared to housing values, overcrowding and presence of plumbing facilities. A compilation of these variables show that four of the five Group D communities have a moderate amount of housing stress: the Village of Redgranite, City of Wautoma and the towns of Marion and Wautoma. The Town of Dakota showed a minor level of housing stress. (Appendix D, Tables D-12 and D-13).

Housing Affordability

Based on inventory analysis, housing affordability is the largest housing issue facing Group D communities. Renters, in particular, have a difficult time finding units which are affordable. The major factor contributing to housing affordability issues appears to be that housing values are rising faster than household incomes. The need for affordable housing can be addressed by building units which are affordable for residents, subsidizing the housing costs for existing units and/or increasing incomes to make the existing housing more affordable.

Housing Available for Rent or Sale

Group D communities have an adequate share of units for rent or sale. However, given the small number of units available, communities may wish to evaluate the market demand to see if the units for rent or sale provide an adequate choice for those seeking to rent or purchase housing within their communities.

Age of Occupied Dwelling Units and Owner-Occupied Housing Values

This variable compares the percentage of housing stock that was over 40 years of age to the percentage of housing stock that is valued at less than \$50,000. In the Village of Redgranite and the City of Wautoma between 25% and 50% of the housing stock was over 40 years old and valued at less than \$50,000. The combination indicates that the City and Village may have older housing units that are in poor condition.

Overcrowding

In 2000, overcrowding affected very few Group D households. However, overcrowding could increase if households choose to double up or move to smaller units in an effort to lower their housing costs.

Plumbing

Ninety-nine percent of occupied units in Group D communities had complete plumbing facilities, so incomplete plumbing facilities is a factor for a very small percentage of households.

Community Input Regarding Housing Needs

Statistical information can only capture a portion of the information necessary to determine housing needs and a community's ability to meet those needs. Market demand and supply characteristics (capacity), socio-economic changes (fluidity) and personal desires and biases (individual choice/NIMBYism⁴) also influence housing needs. For example, housing affordability has been identified as the largest housing need for Group D communities. The need may exist because households are unable to find housing within their price range, they desire more housing than they can afford, zoning and subdivision regulations restrict the development of low to moderate income housing, other government regulations increase the cost of housing, developers prefer to build upper end housing, public opposition has resisted the development of

⁴ NIMBY: Not In My Back Yard

more affordable housing, or housing costs have risen faster than incomes. Possible factors which may have contributed to housing costs rising faster than incomes may include a lack of opportunity for better paying jobs, lack of education and skill to obtain better paying jobs or income reduction through job loss or wage stagnation.

Two information gathering activities provided additional insight into housing conditions in Group D communities and Waushara County. An area wide questionnaire was conducted in 2003 as part of the Group D planning process and a county wide needs assessment was completed as part of the 2005 Continuum of Care grant application process.

Group D Questionnaire Results

Group D residents were asked to rate the type and amount of existing residential development in their community⁵. For each type of housing, residents were asked if the amount present in their community was too much, about right or too low. Table 4.6 represents the opinion of the respondents.

Table 4.6 Total Area Community Questionnaire Results, Existing Residential Development

Housing Type	Too Much	About Right	Not Enough	Total Respondents
Single Family	5.00%	83.00%	12.00%	100.00%
Low to Moderate Inc.	25.00%	55.00%	20.00%	100.00%
Duplexes	11.00%	74.00%	15.00%	100.00%
Multi-unit Apartments	19.00%	66.00%	15.00%	100.00%
Condominiums	13.00%	61.00%	26.00%	100.00%
Assisted Living	3.00%	57.00%	40.00%	100.00%
Mobile Home Parks	44.00%	52.00%	4.00%	100.00%
High Income Development	22.00%	54.00%	24.00%	100.00%

Source: ECWPRC, 2003.

Based on these results, the highest need identified by respondents was for additional assisted living or elderly housing. Forty percent of Group D respondents noted that the area does not have enough assisted living or elderly housing choices. However, given the facilities available within the area, prior to building new housing, communities should check with local facilities, service providers and residents to determine if the identified need results from a lack of capacity, lack of affordability or a facility/need mismatch.

Condominium development ranked second in terms of the next highest percentage of respondents that noted the area did not have enough of this type of housing. High income

⁵ A summary of the questionnaire results are located in Appendix A. A copy of the questionnaire can be reviewed at the Wautoma or Redgranite Public Libraries or obtained from the ECWRPC office (920) 751-4770.

development received the third largest percentage of respondents in the not enough column. However, it should be noted that almost as many respondents stated that the area had too much high income development as respondents noted that the area did not have enough high end development. As a result, communities may need to carefully consider the amount, impact and potential location of such development. Potential impacts could include a change in community character, demand for additional services, an increase in property values which could contribute to property taxes increases and magnify housing affordability issues; or other potential impacts.

Twenty percent of respondents noted that the area did not have enough low and moderate income housing, which is comparable to the percentage of households identified in the 2000 Census as paying a disproportionate amount of their income for housing. However 25% of respondents stated that the area had too much low to moderate income housing, which indicates that communities may need to conduct additional education or informational sessions in order to effectively address housing affordability issues. Communities need to understand and alleviate residents' concerns. Residents' may need additional information or education regarding what 'affordable housing' is and what it means to the community. Opposition to affordable housing may stem from misconceptions, opposition to certain styles of housing, existing problems within the community or economic base concerns.

For the questions regarding the amount of duplex and multi-unit apartments in the area, 15 percent of respondents to each of these questions felt that the amount of duplexes and multi-unit apartments were too low. Mobile home parks received the lowest rating for existing development. Only 4% of respondents to this questions stated that the number of mobile home parks was too low.

When asked about future development, 88% of respondents supported the concept of an adequate supply of affordable housing. Eight-nine percent of residents favored promoting redevelopment. Other concepts related to affordable housing development that received strong support included promoting development that minimized costs (90%), encouraging municipal coordination and cooperation (96%), attracting good paying jobs (97%), cost effective community facilities (96%) and quality of life for children and grandchildren (98%). When compared to other local land use issues, however, affordable housing ranked 14th out of the 15 issues. Protecting natural resources ranked number one, followed by private property rights (#2), quality of life (#3) and good paying jobs (#4). However, both quality of life and good paying jobs are related to housing affordability, so while affordable housing may have ranked low compared to other issues, it should receive attention as recommendations are developed and implemented to meet the needs of Group D residents.

Continuum of Care Needs Assessment

The Continuum of Care⁶ Needs Assessment was a county-wide effort to identify housing resources and to identify and prioritize housing needs of homeless persons within the county. As such, it was a more focused assessment. A number of agencies and individuals were

⁶ The Continuum of Care model is a coordinated effort between providers of housing and housing related services to move persons from homelessness into emergency shelter, through transitional housing to long-term affordable housing. The Continuum of Care also works to prevent persons at risk of homelessness from becoming homeless.

included in this information gathering process including: Waushara County Department of Human Services, Community Programs, UW-Extension and Job Center, WI Department of Workforce Development Migrant, Refugee and Labor Services, Family Health Medical and Dental Center, All-Area Counseling, CAP Services and Legal Action of Wisconsin. Individual participants included two homeless members, a representative from the Waushara County Coordinated Community Response Team for domestic violence issues, three persons of Hispanic Origin and 11 victims of domestic violence. A variety of needs were identified, including affordable housing, transportation, childcare, education, employment, medical care, counseling/case management, legal services, etc. When these needs were prioritized, affordable permanent housing ranked as the number one need in Waushara County. The need for permanent affordable housing was followed by affordable transitional housing, legal services, case management/assistance with linkage to other community resources, support groups and assistance obtaining employment or training. CAP Services has used the information gathered to apply for a grant to help meet identified needs.

INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS

Housing cannot be considered in isolation from other elements. Meeting the housing needs of all residents requires an adequate supply of reasonably priced land with the appropriate infrastructure, utilities and services, coupled with employment opportunities and community designs which allow for transportation choices. Decisions regarding economic development, transportation, community and public facilities development, environmental quality and land use have an impact on housing choice, supply and affordability. Likewise, decisions made in the housing sector can influence the cost and efficiency of other plan elements.

Economic Development

Affordable housing is an integral part of a comprehensive economic development strategy. Companies are reluctant to relocate to communities without affordable housing for their workers. Existing companies may move out of the area if they cannot attract an adequate labor force. Labor shortages and high turnover rates resulting from a lack of affordable housing reduce service and productivity, increase administration and training costs, thereby discouraging business development and expansion. In addition, households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food, and clothing. All this in turn has a negative impact on the overall economy.

Redevelopment is needed in communities which have vacant industrial or commercial properties. Bringing these properties back onto the tax rolls will increase revenue and improve the overall appearance of the community. In some instances, these buildings or locations may be more appropriate for commercial or industrial redevelopment. In other instances, or perhaps in combination with commercial redevelopment, the adaptive reuse of these properties may provide unique housing options and increase the supply of affordable housing, and utilize space and structures which may no longer be appropriate for commercial or industrial uses. Apartments above stores can also help retail and service establishments supplement their income.

Transportation

A mix of transportation options is critical to meet personal mobility needs and decrease social isolation for individuals and individual households, particularly for those unable or unwilling to drive. Sidewalks and pedestrian/bicycle trails provide a healthy, low cost alternative to the automobile for short trips between homes, schools, places of business, employment and recreation. Paratransit service may be needed for those unable to walk or for trips beyond walking distance. A good street network and highway system helps provide access to greater economic opportunities beyond those in the immediate vicinity. As transportation costs rise, carpooling and vans may be a more cost-effective means of traveling between homes and places of employment.

Community and Public Facilities

Affordable housing and upscale employment are linked to education, experience and updating job skills. Financial literacy and life skills also help ensure households make good financial decisions and have the wherewithal to properly maintain their housing unit. As a result, a strong school system which adequately prepares students to meet the demands of the workplace is critical. Adult education, job training, retooling and programs to connect individuals with better economic opportunities also contribute to housing affordability. Programs/agencies which provide counseling, financial and investment literacy, life skills training and support groups/services contribute to household stability.

Good police, fire and EMS services are important to public and household safety. In turn, housing units and properties must be maintained, as poorly maintained housing may pose a health and/or fire hazard. Cluttered or overgrown drives may also limit emergency access to properties.

Accessible, reliable and affordable electrical and heating sources and services contribute to housing safety and affordability. Accessible, affordable and environmentally safe water and waste disposal sources and services are critical to public safety and housing affordability. While these may be private sources for rural single family housing, well run public facilities are needed for city or village environments and denser housing alternatives such as condominiums and multi-family apartments.

Other community and public facilities such as waste disposal options, recycling facilities, parks, libraries, childcare, eldercare, medical facilities and emergency shelters also contribute to the area's quality of life and wellbeing of individual households.

Agricultural Resources

As the City and Village grow, more land will be converted from farms, forests and open space to residential uses. Farmland in Group D towns is also under pressure from residential and seasonal home development, both in the form of large lot subdivisions and scattered site residential development. The amount of land converted will vary depending on the choices made in terms of the density, design and placement of that new development.

Choices must be made. Residential land uses have higher property values than farmland, so their expansion is seen as an opportunity to increase tax revenues. Little attention is paid to net tax gains, even though various Farmland Trust studies⁷ have shown that the cost of services for other forms of development, particularly single family residential, typically exceeds tax revenues generated by that development, while taxes generated by farmland exceed the cost of services for farmland.

As farmers reach retirement age, many of these individuals see farmland conversion as a quick, easy retirement option, especially in the face of increased conflicts between the realities of farming and the expectation of exurban residents. Modern day industrial farming requires substantial monetary investments, which makes it difficult for young farmers to enter the field. Farming is also under considerable economic pressure, as production costs rise and profits from food sales shift away from farmers to food processing and sales.

Allowing a farmer to develop his land provides housing opportunities and cash benefits for that farmer. However, it also increases the need for additional public services which require additional tax revenues. Nonfarm development may also cause economic, land use and transportation conflicts for the farmer who wishes to maintain or expand his operation.

Natural Resources

Building materials, such as lumber and nonmetallic resources are needed for residential development. The density and location of residential development also impacts the amount of land consumed for development and can fragment ecosystems and place undue pressure on our natural resources. As humans consume more land, the amenities, such as the open space and farm and forest land that attracted initial settlement disappears. Human/animal interaction also increases. Communities must deal with a rising number of complaints about bird feces in parks and on lawns; deer and rabbits damaging trees, shrubs and gardens; and in some instances bears foraging through dumps and garbage cans. Pressure is also placed on fragile wildlife habitats, such as migration corridors.

Many communities have established large minimum lot sizes in an effort to preserve rural character. However, the demand for large lot subdivisions, scattered site housing and seasonal homes is, in reality, fragmenting wildlife habitats and changing the appearance and character of the landscape. If communities have an interest in preserving natural resources and/or their rural character, other implementation tools may better serve that objective.

Cultural Resources

The existing housing stock in Group D communities is an important resource. It provides community character and reflects the historical development of the area. In some instances, the material in some of these units is no longer available. To lose these units is to reduce housing choices and to lose a part of the area's history, cultural and community identity.

⁷ American Farmland Trust, 2004. *Farmland Information Center Fact Sheet: Cost of Community Services Studies*.

Environmental regulations designed to protect the health and safety of individuals such as the lead base paint remediation and asbestos removal rules are extremely costly to implement. These regulations make it cost prohibitive to retain historical features on affordable properties, which are not on the historic register and/or eligible for the historic register, yet contain period features. However, removing these historical features destroys the home's character and lowers its potential market value. In order to protect the area's history, communities should identify properties or types of properties in this category they wish to preserve. Policies and programs to help owners preserve these historical features in a cost effective manner should be developed. Possibilities could range from providing financial aid or tax incentives to marketing these properties to buyers who are interested in preserving these features and have the financial wherewithal to do so.

Land Use

An adequate supply of reasonably priced land is a critical component for affordable housing. How much land is required depends on the density, design and placement of residential development. Density, design and placement of residential development not only impacts the amount of land consumed for development, it also impacts the effectiveness and efficiency of public services (police, fire, roads, etc.), the cost of public and social services, the quality of the environment, the ease of access to goods and services and the mobility of those unable or unwilling to drive automobiles.

Residential, commercial and industrial demand for land increases the value of that land. As land prices rise, converting that land from farm, forest and open space becomes more attractive; and long term consequences such as farm and forest land shortages, loss of wildlife habitat, increased public costs, changes in community character and lack of open space are often not considered. Communities must not only decide how much development, but also the appropriate locations, designs and densities that will accommodate that growth yet preserve important features/characteristics and develop the type of community they desire for the future.

Intergovernmental Planning

All levels of government influence housing supply, availability, location, choice and access. Interaction between government, non-profit and private sectors can facilitate or discourage housing affordability, choice and access.

POLICIES AND PROGRAMS

Regional, County and Local Policies

East Central is currently developing a regional smart growth plan. As part of this planning process, East Central has proposed five core housing goals:

- To help ensure that an adequate supply of affordable housing in the region exists to support economic development efforts and ensure that every household has access to shelter.

- To work with others to increase housing options, so that housing choices better reflect the need of individual households.
- To support the preservation and rehabilitation of the existing housing stock within the region.
- To promote increased coordination and cooperation between governments, and between public, non-profit and private sectors to increase housing affordability, choice and access within the region.

These goals are consistent with the area's vision for a future, in which a variety of quality housing options meets the needs of all households in urban and rural areas, regardless of age, income, culture, and mobility status. Housing is designed to foster community and neighborhood cohesion and available housing choices are integrated with community facilities and multimodal transportation.

In January 2004, East Central adopted the report, *Overcoming Barriers to Affordable Housing in the East Central Region*. This report is a compilation of input from urban and rural residents, who identified barriers to affordable housing in their communities and suggested potential solutions that local citizens, county and local governments, developers and other housing providers can use to address these issues. Some of the identified issues and potential solutions which are pertinent to Group D communities include senior housing issues, absentee landlords, income and economic development barriers and access to funding, to name a few. This report is available online at: www.eastcentralrpc.org and through the ECWRPC office. Communities and agencies are encouraged to review the options presented and choose the best option or combination of options which best serve the needs of their residents and clients. Communities and individuals from the private and nonprofit sectors are also encouraged to develop additional solutions and share those solutions with others to help improve the quality of life for all residents in our communities.

CAP Services is a regional community action program which aids low income persons in attaining economic and emotional self-sufficiency. They use a number of strategies to reach this goal, including advocacy, administering programs and grants, developing resources and partnering with public, private and other nonprofit or community groups. CAP Services provides a number of services in Waushara County (See page 4-29). They also work closely with other agencies. For example, CAP Services partners with the Waushara County Habitat for Humanity to make more efficient use of non-profit resources. During the 2005 Continuum of Care application process, CAP Services met with a number of agencies and individuals to identify and prioritize housing needs within Waushara County. These agencies included: the Waushara County Department of Human Services, Community Programs, UW-Extension and the Job Center, the WI Department of Workforce Development Migrant, Refugee and Labor Services, Family Health Medical and Dental Center, All-Area Counseling, and Legal Action of Wisconsin. These agencies plan to meet on a quarterly basis to discuss how best to meet the needs of the area's homeless, including the Hispanic/Latino population.

Waushara County has a number of departments which impact Group D residents' access to housing and housing services. Some departments such as the Departments of Aging, Human Services, UW-Extension and the Veteran's office provide information and support for residents.

Other departments such as Land Records, Public Health, Register of Deeds and Zoning and Land Conservation engage in administrative functions such as enforcing codes and zoning ordinances and collecting fees. These administrative functions can aid or hinder a community's ability to meet the housing needs of their residents.

The City of Wautoma and the Village of Redgranite administer their own zoning codes. The City also administers and enforces the uniform dwelling code, while the Village relies on Waushara County to administer and enforce the uniform dwelling code (UDC). Some communities in the state have found that enforcing the state's uniform dwelling code is not necessarily compatible with preserving some of their existing and historical housing stock. Many of these structures are decent, safe and affordable, but they do not conform to the UDC. This potential conflict can be resolved by adopting a separate building code for older structures which protects the characteristics of those structures while also protecting the health and safety of residents.

Federal, State and Regional Programs

Funding and technical assistance for housing programs are available from several federal, state and regional agencies. A listing of these programs follows.

Federal Agencies

United States Department of Agriculture

Rural Development Housing Programs. USDA Rural Development offers a variety of housing products including single family, multi-family and farm labor housing products. Assistance can be in the form of a loan, grant or technical assistance. Information about individual products can be obtained from the USDA Rural Development website at: <http://www.rurdev.usda.gov/rhs> or through the state USDA Rural Development office, which is located in Stevens Point. Their phone number is: (715) 345-7615.

United States Department of Housing and Urban Development:

Brownfield Economic Development Initiative Grant. This grant can be used for brownfield sites (converting old industrial to residential). BEDI and Section 108 funds must be used in conjunction with the same economic development project, and a request for new Section 108 loan guarantee authority must accompany each BEDI application. Funds can be used to benefit low-moderate income persons, prevent/eliminate slum and blight, and address imminent threats and urgent needs (usually follow the same guidelines as CDBG). More specifically, funds can be used for land writedowns, site remediation costs, funding reserves, over-collateralizing the Section 108 loan, direct enhancement of the security of the Section 108 loan, and provisions of financing to for-profit businesses at below market interest rates. The maximum grant amount is \$2 million, and the minimum BEDI to Section 108 ratio is 1:1. For more information, contact Frank McNally in HUD's Office of Economic Development at (202) 708-0614 ext. 7100 or visit the web site at: <http://www.hud.gov/offices/cpd/economicdevelopment/programs/bedi/bedifacts.cfm>.

Community Development Block Grant (small cities). Small cities, towns, and villages with populations of less than 50,000 are eligible to apply for this grant. Funds are used for housing and neighborhood improvement activities for low-moderate income households, including rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The Small Cities Community Development Block Grant is administered by states. For more information, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/cd-boh-Community-Development-Block-Grant-CDBG.html>, or contact Caryn Stone at (608) 267-3682.

Fair Housing Assistance Program (FHAP). The federal fair housing law makes it illegal to discriminate in housing based on color, national origin, religion, sex, disability or familial status (i.e., the presence of children) in the sale, rental, or financing of housing. The State of Wisconsin also makes it illegal to discriminate based on age, lawful source of income and sexual orientation. FHAP provides funds to states to conduct intake of fair housing complaints, investigate complaints, counsel those who believe they have been denied equal access to housing and do systemic investigations. The program also provides outreach and education to consumers, advocates and the general public and technical assistance and training for real estate agents, property owners and managers and other members of the housing industry. General information about the FHAP can be obtained from the HUD website: <http://www.hud.gov/offices/fheo/partners/FHAP/index.cfm>. For local information and assistance, Waushara County residents and officials should initially contact the Wisconsin Department of Workforce Development Equal Rights Division Civil Right Bureau. Visit their website at: <http://www.dwd.state.wi.us/er/> or contact LeAnna Ware at: (608)266-1997.

Multi-family Housing Programs. HUD offers a number of multi-family programs through the state. These programs fund facility purchases, construction, rehabilitation, lead based paint abatement, energy conservation and accessibility improvements. For more information, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or contact CAP Services ((920) 787-3949), as CAP Services administers many of these programs in Waushara County.

Public Housing Programs. HUD offers a number of public housing programs for the development/redevelopment or management of public housing authorities, rental assistance through the Section 8 program and some limited homeownership opportunities. General information can be found at: <http://www.hud.gov/progdesc/pihindx.cfm>. Currently, no public housing authority is listed for Waushara County.

Single Family Housing Programs. HUD offers a number of single family home programs, including homebuyer education and counseling, downpayment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. For general information, visit HUD's website at: <http://www.hud.gov/offices/hsg/sfh/ins/singlefamily.cfm>. Some of these products, such as FHA loans, are available through approved lending institutions. Access to HUD single family home programs can also be obtained through WHEDA or the Wisconsin Department of Commerce Bureau Housing. Information about products WHEDA provides can be found on WHEDA's website at: http://www.wheda.com/cat_sfl/home.asp, or you may contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623 for information. For information about products provided through the state Bureau of Housing, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or

contact: Betty Kalscheur at (608) 267-6904. CAP Services also administers some single family home programs in Waushara County. The local phone number for CAP Services is (920) 787-3949. Their website address is: http://www.capserv.org/pages/About_Us.html.

Special Needs Programs. HUD also funds programs for special need populations through the state. Information regarding emergency shelter/transitional housing programs or housing opportunities for people with AIDS can be found at the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or by contacting Judy Wilcox at: (608) 266-9388. The state strongly encourages joint emergency shelter/transitional housing (ESG/THS) grant applications. Cap Services has willingly served as the grant writer for ESG and THS grant applications for Waushara County agencies.

Federal Financial Institutions Examination Council

Community Reinvestment Act. Through the Community Reinvestment Act (CRA), banks/financial institutions help meet the credit/investment needs of their markets with a primary purpose of community development. This is in part accomplished through direct grants/investments or loans to non-profits or agencies to develop affordable housing. Direct loans are also given to individual households of which a certain percent must go to low-moderate income households. More information can be obtained from their website: <http://www.ffiec.gov/cra/default.htm> or from your local financial institution.

United States Department of Veterans Affairs

Home Loan Guaranty Service. The Veterans Administration provides a variety of benefits for eligible veterans and their dependents. Housing products include low cost loans for purchase, construction or repair of owner-occupied housing. General information can be obtained from the Veteran's Affairs website at: <http://www.homeloans.va.gov/index.htm>. Two Waushara County websites provide information for veterans and their dependents: <http://www.co.waushara.wi.us/veterans.htm> and <http://www.visitwaushara.com>. The Waushara County Veterans Service Office can also be contacted at (920) 787-0446 for information about specific programs.

National Organizations

National Association of Home Builders (NAHB). The National Association of Home Builders is a trade organization that represents the building industry. They provide information and education about construction codes and standards, national economic and housing statistics, a variety of housing issues, jobs within the housing industry and information about local builders who are members of their organization. Visit their website at: <http://www.nahb.org/> for more information.

National Low Income Housing Coalition (NLIHC). NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation. Their mission is to end the affordable housing crisis for low income families. Information about NLIHC and its activities can be found at: <http://www.nlihc.org/>. NLIHC also has a number of state partners. Wisconsin has

two State Coalition Partners, the Wisconsin Partnership for Housing Development, Inc. and Housing For All. For information about the Wisconsin Partnership for Housing Development, visit their website at: <http://www.wphd.org/> or call their Madison office at: (608) 258-5560. For information about Housing For All, contact Brian Peters of Independence First at: (414) 291-7520.

United Migrant Opportunity Services (UMOS). UMOS works with federal, state and local agencies, employers, for profit and nonprofit agencies to meet the housing needs of migrant workers. Call: (920) 787-4617 for information about services and programs in Waushara County. Information about UMOS's housing programs can also be found on their website at: http://www.umos.org/social_services/housing.aspx?sm=36.

State Agencies

University of Wisconsin – Extension

Family Living Program. The family living program provides assistance to families through Waushara County. Some of these programs include financial education and parent education. For information regarding these and other programs, contact: Jennifer Caravella at 920-787-0416.

Homeowner Resources. UW-Extension provides a number of publications and materials to aid homeowners. Topics include home care, home maintenance and repair, life skills, financial information, gardening, landscaping, pest control, etc. These publications may be obtained through the Waushara County UW-Extension office, or accessed online at: <http://www.uwex.edu/topics/publications/> or through <http://infosource.uwex.edu/>.

Housing – Ownership and Renting. UW-Extension provides a website which includes information on home maintenance and repair, a seasonal newsletter, and Rent Smart-a tenant education program. This website is located at: <http://www.uwex.edu/ces/house/renting.html>. Publications are also included in Spanish.

Housing Specialist. Dr. Marc Smith is the state UW-Extension Housing Specialist. He is located in the UW-Madison School of Human Ecology. His position priorities include assistance with the following topics, local housing policies, homeownership training, housing needs assessment, post-purchase support and housing program evaluation. He can be reached at: (608) 262-2831.

Wisconsin Department of Agriculture, Trade & Consumer Protection (DATCAP):

Consumer Protection. DATCAP publishes a number of resources for renters, landlords and homeowners. Some of these are short fact sheets, other such as "The Wisconsin Way: A Guide for Landlords and Tenants" are longer publications. These publications can be found on DATCAP's website at: <http://www.datcp.state.wi.us/cp/consumerinfo/cp/factsheets/index.jsp>.

Wisconsin Department of Commerce

Bureau of Housing. This department helps to expand local affordable housing options and housing services by managing a number of federal and state housing programs and providing financial and technical assistance. Visit their website at: <http://commerce.wi.gov/housing/> for additional information. The Bureau of Housing also administers WIFrontDoor, which is a collaborative program with WHEDA and the WI Department of Health and Family Services. This website, located at: <http://www.wifrontdoorhousing.org/>, is a searchable statewide data base designed to help connect those looking for affordable housing with those providing housing and housing services. The website is searchable by location, unit size, availability, accessibility and cost of rent. Landlords and property managers can list their properties and are responsible for updating information about their properties. Renters can search for housing and services to fit their needs.

Migrant, Refugee and Labor Services. This department coordinates services for migrants, foreign-born residents and their families and employers who hire foreign and Limited English Proficient workers. Information regarding these services and contact information can be found at: <http://www.dwd.state.wi.us/dws/programs/refugees>.

Tax Increment Financing . TIF is a program that municipalities can use to stimulate development and redevelopment that may not occur otherwise. Recent changes in TIF laws allow communities to include housing within TIF districts. An informational paper regarding TIF can be accessed at: <http://www.legis.state.wi.us/lfb/Informationalpapers/2001/17.pdf>.

Wisconsin's Focus on Energy

Focus on Energy. This public private partnership offers a variety of services and energy information to energy utility customers throughout Wisconsin. To learn about the programs and services they offer, visit their website at: <http://www.focusonenergy.com/portal.jsp?pageId=3>.

Wisconsin Historical Society

Historic Preservation . The Wisconsin Historical Society offers technical assistance and two tax credit programs for repair and rehabilitation of historic homes in Wisconsin. One tax credit program provides state tax credits; the other program provides federal tax credits. The Wisconsin Historic Society also provides grants to local governments and nonprofit organizations for conducting surveys and developing historic preservation programs. For additional information, visit: <http://www.wisconsinhistory.org/hp/>

Wisconsin Housing and Economic Development Authority (WHEDA)

WHEDA Foundation. The WHEDA Foundation awards grants to local municipalities and non-profit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities in Wisconsin for low-income persons with special needs. Special needs is defined as homeless, runaways, alcohol or drug dependent, persons in need of protective services, domestic abuse victims, developmentally disabled, low-income or frail elderly, chronically mentally ill, physically impaired or disabled, persons living with HIV, and individuals or families who do not have access to traditional or permanent housing. For more

information, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623.

WHEDA Multi-family Products. WHEDA offers a number of multi-family home products, including tax credits, tax exempt bond funding, construction, rehabilitation and accessibility loans, asset management and tax credit monitoring services. For information about this programs, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Diane M. Schobert at: 1-608-266-0191.

WHEDA Single Family Products. WHEDA offers a number of single family home products, including home improvement or rehabilitation loans, homebuyer assistance and homebuyer education. For information about this programs, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623.

Wisconsin Affordable Assisted Living. WHEDA and the Wisconsin Department of Health and Family Services have partnered to create affordable assisted living for low-income seniors. Through this partnership, housing costs are reduced and assistance is provided in accessing the Medicaid program to pay for services. Information regarding elderly statistics, information regarding available services and links consumers to directories of adult day care programs, adult family homes, community based residential facilities (CBRFs) and residential care apartment complexes (RCACs) can be found at: <http://www.wiaffordableassistedliving.org/>.

Regional Programs

CAP Services, Inc. CAP Services is one of 16 community action programs in the state of Wisconsin. CAP Services provides a number of services in Waushara County, including family services, housing, housing assistance, business development and preschool. CAP Services is a state-designated CHDO (Community Housing Development Organization), which means they have access to certain restricted funds set aside to meet housing needs within communities. The local phone number for CAP Services is: (920) 787-3949. Information about CAP Services can also be found on their website: <http://www.capserv.org/pages/byCounty.html>.

HOUSING – Town of Marion

HOUSING GOAL: To maintain the quality of existing housing while encouraging a broad range of housing options to adequately meet the diverse needs of existing and new Town residents.

Objective:

- H 1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the region.

Strategies:

- H 1.1 Encourage economic development professionals, housing providers and consumers to work together to help promote the development of housing that meets the needs of all income levels within a community, including entry level and low skill workers.

Objective:

- H 2. Support efforts to create an adequate supply of affordable housing in the area so every household has access to shelter, which is a basic human need. Provide housing choices, which reflect the needs of individual households.

Strategies:

- H 2.1 Promote development and preservation of varied types of housing developments.
- H 2.2 Encourage developers to recognize the income potential in meeting a wider range of housing needs in both new housing and rehabilitation of existing buildings.
- H 2.3 Promote area cooperation and incentives to encourage mixed income, mixed use housing developments within the City of Wautoma and Village of Redgranite.
- H 2.4 The Town of Marion supports increased public awareness of cultural and generational differences in housing preferences.

Objective:

- H 3. Support preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.

Strategies:

- H 3.1 Reduce the incidence of poorly maintained owner-occupied and renter-occupied housing.
 - H 3.1a Support neighborhood improvement activities.

- H 3.1b Encourage individuals and local groups, such as church and civic organizations, to aid any resident in need with home maintenance issues.
- H 3.1c Encourage better landlord tenant communication and coordination.
- H 3.1d Help landlords recognize that maintaining properties is a good business decision.
- H 3.1e Provide positive reinforcement for landlords, who maintain their properties.
- H 3.1f Provide tenant training for tenants who do not have the life skills to maintain property.
- H 3.2 Identify additional funding sources and encourage better utilization of existing programs to make the most efficient use of housing dollars.
 - H 3.2a Identify funding sources that allow seniors, who wish to do so, to remain in their homes longer and encourage joint funding applications.
 - H 3.2b Encourage existing nonprofits to work closer together and with the private sector to meet community needs.
- H 3.3 Encourage public private partnerships that promote economic opportunities and provide for decent, safe affordable housing.

Objective:

- H 4. Promote cooperation and coordination between government, non-profit and private sectors to increase housing affordability, choice and access.

Strategies:

- H 4.1 Identify additional opportunities for coordination and cooperation between governments and between the public, private and nonprofit sectors.
- H 4.2 Increase/improve communications between funding sources, government and housing providers.
 - H 4.2a Invite funding agencies, consultants and nonprofit agencies to attend town board meetings and explain their programs.
- H 4.3 Encourage the creation of multi-organization partnerships that allow agencies to share staff time and leverage housing development resources.
 - H 4.3a Identify volunteers, who may have the time, expertise and willingness to build the capacity to address identified issues.

- H 4.3b Establish a talent pool, which allows potential volunteers the opportunity to sign up for specific tasks.
- H 4.4 Consider the potential impacts on housing choice, supply, and affordability, as decisions are made regarding housing, economic development, transportation, community and public facilities development, environmental quality and land use.

CHAPTER 5: TRANSPORTATION

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TRANSPORTATION ELEMENT

INTRODUCTION

The City of Wautoma, Village of Redgranite and the towns of Dakota, Marion and Wautoma have a transportation system that is made up of local roads, collectors and arterial streets. STH 21, which connects Oshkosh and Tomah, traverses the area and brings vehicles through the downtown portions of both the village and the city. While private vehicles are the primary mode of transportation in the area, the several biking and pedestrian opportunities are available to the residents and visitors of the area.

Transportation Area Vision for 2025

Area residents have access to a network of well-maintained local streets and roads, and county and state highways that address their needs for mobility for their automobiles, trucks, and farm equipment. Safety and congestion aspects of heavy pass-through traffic in Redgranite, the Silver Lake area, and Wautoma have been relieved with the re-designed Highway 21 corridor, which was carefully selected to minimize adverse effects on the area's natural and cultural features and existing land uses and associated activities and address other concerns expressed by local residents. The full scope of upgrade to this highway corridor between Oshkosh and I-90/94 has provided area residents with better access to employment, shopping, and entertainment opportunities elsewhere and has made the area more competitive in attracting new industrial and other business development. On-street parking has been re-established in downtown Wautoma and safety issues associated with the continued growth of the commercial strip east of the city have been addressed. Local trails, including snowmobile trails and a link to the Ice Age Trail, are an integral part of the transportation network, providing connections to schools, recreational areas, and other important destinations. In rural areas where concentrated development exists, wide striped shoulders along key county and town roads provide safe accommodations for growing numbers of bicyclists and pedestrians. While the private automobile is still the vehicle of choice for trips both long and short, the availability of rural public transportation on demand provides a valuable service that is particularly appreciated by the area's growing elderly population.

INVENTORY AND ANALYSIS

This chapter provides an inventory of the existing transportation, pedestrian, bicycling, trucking and airport facilities in the area. In addition, a summary of existing transportation plans, policies and funding sources associated with these facilities are discussed. The chapter also utilizes the citizen committees' vision for the future to develop the associated goals, objectives and recommendations to achieve them.

Streets and Highways

The primary transportation system consists of a hierarchical network of highways, byways, and other roads and streets that pass through a community. The combined road mileage for the five municipalities in the Group D Planning Cluster totals over 250 miles (Table 5-1).

Table 5-1. Road Network by Jurisdiction

Municipality	STH Miles	CTH Miles	Local Miles	Total Miles
City of Wautoma	4.03	0.26	14.59	18.88
Village of Redgranite	1.43	0.56	12.46	14.45
Town of Dakota	9.60	12.08	40.20	61.88
Town of Marion	11.76	23.26	55.22	90.24
Town of Wautoma	15.91	12.55	41.51	69.97
Total	42.73	48.71	163.98	255.42

Source: WisDOT, 1998, 2004

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e., a freeway) to its ability to provide direct access to individual properties (i.e., a local street). The three general categories of functional classification used by transportation officials include arterials, collectors, and local roads.

Because traffic volumes are typically a good indicator of a roadway's appropriate functional classification, the Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations throughout the state on a regular rotating basis. Displayed as average annual daily traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in Waushara County date from 2000 and 2003. When a significant difference in the two counts is encountered, it often can be explained by a road closure, detour, or similar circumstance that temporarily disrupts the normal flow of traffic. The reduction in traffic counts between 2000 and 2003 was most likely caused by the closure of STH 21 between the Winnebago County line and STH 49 that occurred during its reconstruction in 2003. The resulting detour forced people to find alternate routes which affected the traffic counts in the Wautoma/Redgranite area. Exhibit 5-1 displays the functional classification and AADT of selected roadways within the area.

Principal Arterials

Principal arterials serve interstate and interregional trips. These routes generally serve all urban areas with populations greater than 5,000. Rural principal arterials are further subdivided into 1.) Interstate highways and 2.) other principal arterials.

- **STH 21** is classified as a principal arterial-other, providing east-west linkage between Oshkosh/USH 41 and Tomah/I-94. This highway traverses the downtown areas of both the Village of Redgranite, and the City of Wautoma. Generally, AADTs on STH 21 decrease as traffic flows through the county, increasing only in the more congested semi-urban areas in and near Redgranite and Wautoma. Between 2000 and 2003, AADTs decreased on all portions of STH 21, except in the Wautoma area where its roadway was shared with STH 73. Between 2000 and 2003, AADTs on STH 21 were 7,400/5,500 near the eastern entrance to Redgranite, 10,100/7,800 in the downtown area, and 7,100/5,500 west of the village. As STH 21/73 enters Wautoma from the east, AADTs of 13,500/13,700 were recorded. Within the city, AADTs were 10,700/11,600 west of the downtown where the roadway is shared by STH 21, 22 and 73. As STH 21 leaves the city to the west, AADTs were 6,500/5,800.

Minor Arterials

In conjunction with the principal arterials, minor arterials serve other population centers and major traffic generators providing intra-regional and inter-area traffic movements.

- **STH 73** links Wautoma with Neshkoro and Princeton to the southeast and Plainfield, I-39, and Wisconsin Rapids to the northwest. Between 2000 and 2003, AADTs on STH 73 remained relatively constant, decreasing from 2,800 to 2,500 south of Wautoma near CTH F and increasing from 3,300 to 3,500 just west of the city.
- **STH 22** provides a north-south linkage between Montello, Wautoma and Waupaca areas. STH 22 enters the Group D cluster from the south (Marquette County), and passes through the western edge of Wautoma before continuing north through Wild Rose and eventually the Waupaca area. AADTs on STH 22 between 2000 and 2003 remained relatively constant. At two locations south of the city, AADTs of 1,200/1,400 (2000/2003) and 1,700/1,500 (2000/2003) were recorded while north of Wautoma AADTs remained constant at 3,600.

Major Collectors

Major collectors provide service to moderate sized communities and other intra-area traffic generators and link those generators to nearby larger population centers or higher function routes.

- **STH 152** from STH 21/73 east to the Wautoma-Mount Morris town line. This collector links the unincorporated community of Mount Morris with the City of Wautoma. AADTs were 1,400 in 2000 and 1,500 in 2003 midway between the two communities.
- **CTH C** from its intersection with STH 73 near the northwest corner of the City of Wautoma west to the Wautoma-Deerfield town line provides east-west service between the City of Wautoma and the Hancock area. West of the intersection, the AADT decreased from 2,400 in 2000 to 1,800 in 2003.
- **CTH F** from STH 73 east of Wautoma to the Marion-Warren town line and beyond. This collector provides service between the Wautoma and Berlin areas and is used by some people to bypass the congested lakes area east of Wautoma. AADTs remained relatively constant between 2000 and 2003, increasing from 1,700 to 2,100 near STH 73 and 1,500 to 1,600 in the Spring Lake area.
- **CTH N** connects the Redgranite/Lohrville area with Neshkoro in Marquette County, passing through the unincorporated community of Spring Lake. It extends from CTH E in Redgranite through Lohrville and exits the Town of Marion a short distance north of Neshkoro. This collector is often used in conjunction with CTH F to bypass the congested lakes area. In 2003, AADTs were relatively light on CTH N. AADTs ranged from 330 southwest of Spring Lake, 290 between Spring Lake and Lohrville, and 600 near its east terminus in Redgranite.
- **CTH E** from the southern limits of the Village of Redgranite to STH 21 and from STH 21 to the northern limits of the village. In conjunction with CTH F, CTH E provides north-south service between the Berlin area and the Village of Redgranite. It also provides north-south service between the Village of Redgranite and the lakes in the northern part of Waushara

County. Between 2000 and 2003, AADTs remained relatively constant on CTH E, increasing from 910 to 940 south of STH 21 and, north of STH 21, decreasing from 2,600 to 2,500 south of its junction with CTH EE. North of the junction, AADTs increased from 920 in 2000 to 1,000 in 2003.

- **CTH EE** from CTH E to the northern village limits. Along with CTH E, CTH EE provides access from STH 21 in downtown Redgranite to the prison and the lake area in the northern part of the county. AADTs just north of Redgranite in the Town of Leon remained constant at 1,300 between 2000 and 2003.
- **CTH S** from STH 21 north to the Marion-Mount Morris area. CTH S provides access from STH 21 west of Redgranite to Mount Morris, Wild Rose, and lakes in the Springwater area. Between 2000 and 2003, AADTs remained constant, decreasing from 460 to 450 near its junction with STH 21.
- **CTH O** basically follows the Wautoma/Rose town line from STH 22 to the west, accommodating east-west travel from Wild Rose towards the Hancock/I-39 area. Between 2000 and 2003, AADTs increased from 450 to 490 west of 16th Avenue.

Minor Collectors

Minor collectors gather traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.

- **CTH YY** from STH 73 in the Town of Marion west to STH 22 in the Town of Dakota. Between 2000 and 2003, AADTs decreased from 380 to 300 on this road segment.
- **CTH Y** from STH 21 west of Wautoma southerly to the Marquette County line through the Town of Dakota. AADTs south of STH 21 declined slightly from 250 to 220 between 2000 and 2003.
- **22nd Lane**, in the Town of Dakota, north from STH 21 in the Lake Alpine area to the Marion-Mount Morris town line. This minor collector provides north-south service between STH 21 and Mount Morris and the lakes in this area of the county. No traffic counts are available for this roadway segment.
- **CTH JJ** in the Town of Dakota from STH 22 west to Dakota-Richford town line. This minor collector provides northwest-southeast service between STH 22 and the unincorporated community of Richford. AADT on CTH JJ remained unchanged at 360 between 2000 and 2003.
- **Division Street** in the City of Wautoma between the intersection of STH 21/22 on the west side of the city and STH 21/73 on the east side. This route provides a bypass of Wautoma's downtown business district. Between 2000 and 2003, AADTs decreased from 2,400 to 2,200 near the west end. The easternmost extension is relatively new construction; official counts may not have been available when the most recent traffic survey was conducted and there is no record that this segment has been designated as a minor collector.

Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local roads. These roads provide access to residential, recreational, commercial and industrial uses within the area. WisDOT does not generally conduct official traffic counts for local roads; however, most of them probably carry fewer than 200 vehicles per day.

Pavement Surface Evaluation and Rating (PASER)

Every two years all jurisdictions in the state of Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. The surface condition rating of each roadway is updated in the State's computer database, the Wisconsin Information System for Local Roads (WISLR). The WISLR local road database is available to all jurisdictions via the internet and can be used to develop a capital improvement and maintenance program. The WISLR analysis is based, in most cases, on the PASER road rating method.

PASER pavement management system (PMS) has been developed and improved over the years by the Transportation Information Center (TIC) at the University of Wisconsin, Madison in cooperation with WisDOT and others. In general, PASER rates paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new road. Unpaved roads are rated on a scale of 1 to 5, with 1 again being a road that needs rebuilding and 5 being a brand new road. This inventory provides the basis for developing a planned maintenance and reconstruction program and helps the town to track necessary improvements. Prompt maintenance can significantly reduce long-term costs for road repair and improvement. As of 2003 local governments are required to submit their PASER ratings every two years to WisDOT. Table 5-2 provides a breakdown of the PASER ratings, conditions and maintenance needs.

Table 5-2. PASER Ratings and Maintenance Needs.

Paved Road Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little maintenance
7	Good	Routine maintenance, crack filling
6	Good	Sealcoat
5	Fair	Sealcoat or nonstructural overlay
4	Fair	Structural improvement - recycling or overlay
3	Poor	Structural improvement – patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction
Gravel Road Rating	Condition	Needs
5	Excellent	Little maintenance
4	Good	Routine maintenance
3	Fair	Regrading, ditch & culvert maintenance, additional gravel
2	Poor	Additional aggregate, major ditch & culvert maintenance
1	Failed	Complete rebuild and/or new culverts

Source: Transportation Information Center, UW-Madison

Table 5-3 provides a summary of the total miles of local roads in each municipality by PASER rating. Over 99 percent of the roads within the Group D cluster are paved. A third (56 miles, 34%) of the roads are in excellent to very good condition and require little maintenance. About half the roads (78 miles, 47%) are in good to fair condition, and while they are in good condition structurally, will need slightly more maintenance work. This work may involve seal coating, crack filling and possibly a non-structural overlay. The remaining local roads will require substantially more work. Fifteen percent (25 miles) will require structural improvements that could involve pavement recycling, overlay and patching, while the remaining one percent (2.2 miles) will need total reconstruction.

Table 5-3. Total Miles of Local Roads by PASER Rating.

Paved Road Rating	City Wautoma	Village Redgranite	Town Dakota	Town Marion	Town Wautoma	Total
10	0.34	0.72	2.53	4.17		7.76
9		1.19	1.47	2.39	0.44	5.49
8	3.45	2.41	12.89	16.86	6.57	42.18
7	2.17	2.86	9.83	6.55	2.57	23.98
6	2.15	2.2	10.35	11.08	5.14	30.92
5	1.61	1.73	1.88	12.67	4.38	22.27
4	3.04	0.03			7.07	10.14
3	0.68	0.82			12.5	14
2	0.93				1.08	2.01
1					0.06	0.06
Not Rated			0.07	1.25	1.26	2.58
Subtotal	14.37	11.96	39.02	54.97	41.07	161.39
Gravel Road Rating						
5	0.22				0.34	0.56
4		0.16	0.51			0.67
3		0.14	0.11			0.25
2		0.07	0.56		0.1	0.73
1		0.13				0.13
Not Rated				0.25		0.25
Subtotal	0.22	0.5	1.18	0.25	0.44	2.59
Total	14.59	12.46	40.2	55.22	41.51	163.98

Source: WisDot-WISLER, 2004

Rustic Roads

The Rustic Roads system was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance practices that allow

wildflowers and other native flora to extend to the edge of the pavement. A town road (26th Rd.) in Saxeville is the only road in Waushara County currently enrolled in the Rustic Roads program. Several town roads within the planning area may have the same potential.

Truck Transportation

There are several designated truck routes within the planning region. STH 21 is the primary truck transportation route through the towns of Wautoma, Dakota, and Marion as well as the City of Wautoma and Village of Redgranite. STH 21 provides direct access to Oshkosh and the Fox Cities to the east. Western destinations include the I-39/USH 51 corridor, I-90, I-94, and western Wisconsin. Minor truck routes include STH 22 and STH 73. STH 22 provides access to Wild Rose and Waupaca to the north and Montello to the south. STH 73 provides access to Plainfield, I-39, and Wisconsin Rapids to the northwest and Princeton and Columbus to the southeast. Local truck traffic occurs on several other state and county highways throughout the planning area, but is more limited in volume.

Several local companies provide both long distance and local freight hauling services within the planning region (Table 5-4).

Table 5-4. Transportation Companies.

Company	Transport Service	Location
Baneck Transport	Long Distance	T. Marion
G & C Trucking	Local	C. Wautoma
Kelly J. Barber & Son Trucking	Local	T. Wautoma
Weiland's Trucking Co.	Local	C. Wautoma
Hartwig Excavating	Excavating	T. Dakota
Stafford Excavating	Excavating	T. Mount Morris

Railroads

There no longer are any operating railroads in Waushara County. The nearest rail service is available at Stevens Point, which is a division headquarters for the Canadian National railroad. Other rail lines include the Union Pacific, which passes through southern Marquette County, and the Canadian Pacific Railway, which has a major yard facility in Portage. All three lines generally connect Chicago with the Twin Cities and points westward. Amtrak utilizes the Canadian Pacific line to provide passenger service. In addition to Portage, station stops include Columbus, Wisconsin Dells, and Tomah.

Waterways

There are no commercial ports in Waushara County. The nearest commercial port is located in Green Bay. Passenger ferries are located in Manitowoc and Milwaukee. Both ports offer passage across Lake Michigan to Lower Michigan.

Several towns and Waushara County maintain boat launch facilities throughout the county. Public boat landings are located on Witter's Lake, Bugh's Lake, and the White River in the Town

of Dakota; Irogami Lake, Silver Lake, Hills Lake, Lake Lucerne, Lake Alpine, and Spring Lake in the Town of Marion; and Beans Lake in the Town of Wautoma.

Pedestrian Facilities

Walking is emerging as an important exercise as well as mode of transportation. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian travel can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

Waushara County has several pedestrian opportunities. Hiking trails are located at several county parks. The county also operates the Bannerman Trail. A trailhead is located in downtown Redgranite on the south side of STH 21. The trail provides recreational opportunities for pedestrian activities as well as cross-county skiing, bicycling, and snowmobiling. The trail utilizes the former railroad grade that served quarries located in the Redgranite/Lohrville area. The seven mile trail terminates at STH 73 north of Neshkoro.

Most of the town roads have limited shoulder areas, and the posted speed limits are 45 miles per hour or greater. These conditions often hamper safe pedestrian travel. With the exception of the City of Wautoma and the Village of Redgranite, the relatively low density development and lack of sidewalks do not encourage pedestrian mobility. The centralization of goods and services often requires residents to use motor vehicles for routine trips.

Future opportunities for increased pedestrian travel will continue to be better realized in the incorporated areas of Wautoma and Redgranite. Officials in these areas should address current pedestrian traffic volumes and how to increase future pedestrian traffic in the area. Future development should include pedestrian facilities such as sidewalks, crosswalks, traffic controls (walk/don't walk signals), and multi-use trails. Multi-use recreational trails provide the best opportunity to increase pedestrian opportunities within the towns of Wautoma, Dakota, and Marion. The Ice Age Trail corridor, which is being created to allow the public an opportunity to view and enjoy the glacial topography of Wisconsin, can be found in the northwest corner of the Town of Wautoma although the trail's exact location may be outside the planning area. Regardless, its proximity to the Group D communities will still afford the residents of the area an excellent hiking opportunity.

Cycling Opportunities

Over 1,000 miles of highly scenic low volume road provide abundant opportunities for bicycling in Waushara County. As such, Waushara County has unofficially identified an interconnected system of bicycle routes throughout the county. The rolling topography offers several challenges for bicyclists of all fitness levels. The routes follow existing town roads and county trunk highways. Bicycle routes range from 23 to 35 miles in length and offer several rest stops at municipal and county parks as well as local tourist attractions. Three routes within the planning area offer scenic views of the City of Wautoma, the Village of Redgranite, and the countryside of the surrounding towns (Exhibit 5-2).

Roadways with traffic volume less than 1,000 vehicles per day are considered generally safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network. Currently, the Bannerman Trail is the only multi-use recreational trail within Waushara County.

WisDOT has made several recommendations for bicycle traffic for the planning area in the *Wisconsin State Bicycle Transportation Plan 2020*.

- All of STH 21, STH 22 north of the City of Wautoma, STH 73 south and east of the city and CTH F in the Town of Marion are not recommended as bicycle routes due to the high volumes of traffic.
- CTH II, CTH Y, and CTH JJ in the Town of Dakota; CTH N, CTH YY, and CTH Z in the Town of Marion; and CTH MM and CTH O in the Town of Wautoma have been identified as roads with excellent conditions for bicycling.
- Other roads within the planning area with moderate conditions for bicycling include STH 152, STH 73 northwest of the City of Wautoma, STH 22 south of the City of Wautoma, and CTH F southeast of Spring Lake.

Airports

The three airports most convenient to area residents that provide scheduled commercial air service are: Central Wisconsin Regional Airport in Mosinee, Outagamie County Regional Airport in Appleton, and Dane County Regional Airport in Madison. Many residents prefer to fly out of Milwaukee or Green Bay. Other airports/airfields offering a lesser range of services include those in Oshkosh, Stevens Point, Wisconsin Rapids, Wautoma, Waupaca, and Wild Rose.

Two Basic Utility airport facilities are located in Waushara County. A Basic Utility (BU) airport is capable of handling single engine piston aircraft and smaller twin engine aircraft. Basic Utility airport facilities are sub-classified as class B (BU-B) and class A (BU-A) according to the gross weight and wingspan of the aircraft. These aircraft typically seat up to six persons and are used for private corporate travel, charter flying, recreational flying, and crop dusting. The Wautoma Municipal Airport is a BU-B facility located southwest of the city in the Town of Dakota. The airport has two paved runways measuring 1,190 feet and 3,300 feet in length and a turf runway measuring 2,280 feet. Aircrafts with gross weights of less than 12,500 pounds and wingspans less than 49 feet can be accommodated at this airport. Besides serving local air needs, the airport is utilized by pilots attending the annual EAA fly-in in Oshkosh. The Wild Rose Idlewild Airport is BU-A facility. The airport can accommodate aircraft with gross weights less than 6,000 pounds and wingspans less than 49 feet. A helipad is also located at the Wild Rose Community Memorial hospital for "flight for life" emergencies.

Several private airports are located throughout Waushara County. Private facilities are generally characterized by short (2,500 to 3,000 feet) turf covered runways. Private runways primarily provide services for recreational flyers.

Bus Service

There is no scheduled bus service within the county. However, the Department of Aging administers two programs on a countywide basis that serve the elderly and disabled residents of Waushara County. These two programs are a volunteer driver program and a mini bus program. The mini bus program is based in the City of Wautoma and provides transportation for both medical and personal trips. Other members of the public can also utilize the mini bus if space is available.

Current and Future Transportation Projects

In 2004, the state replaced the faulted joints and performed a diamond grind on STH 21 between the Village of Redgranite and STH 49. According to the *Wisconsin 2006-2011 Six Year Highway Improvement Program*, dated February 1, 2006, no upgrades are currently planned for any of the roads in the Group D Planning Cluster during the next several years.

County trunk and state highways comprise the Federal Aids Secondary System, thus qualifying them for federal aid for capital projects involving construction or repair. Waushara County is responsible for routine maintenance on these roadways. Maintenance of roads such as town roads and city/village streets not on the state or county system rests with the local jurisdiction. As Table 5-1 indicates, these roads comprised the bulk of a community's total roadway mileage. To assist communities with the cost of constructing and maintaining these roads, the state provides general transportation aids (GTA), which are available based on lane mileage. For two-lane roads, the towns typically spent between \$1,700 and \$2,700 per mile while the City and Village spent about \$18,000 and 10,000 per mile respectively in 2002. It should be noted that road spending fluctuates, especially for larger municipalities, and depends on the number and types of projects that have been allocated for that year. Cities and villages also have more costly facilities, such as curb and gutter, storm sewer, sidewalks, etc, which raises the cost per mile above town spending amounts.

INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS

Economic Development

Providing a quality transportation system is important to the economic success of the area. Businesses need to assess the transportation system as to its ability to ship and receive goods, provide access and visibility for customers. Employee access to the business facility is also crucial, especially if the jobs offered will be in the lower-wage category. These jobs are frequently filled by second wage-earners in the household, or by persons with limited job options, including the untrained, persons with disabilities, or young people. These groups of people are frequently not able to drive, or to afford reliable transportation. Service occupations, which employ over 20 percent of people in the county, encompass such jobs.

Additionally, it is important to remember that different businesses have different transportation requirements. For example, retail businesses along Main Street and Bannerman Avenue may value on-street parking and pedestrian accommodations more than businesses further out on STH 21/73. Traffic in downtown Wautoma and Redgranite has been identified as an issue. A possible STH 21 bypass of both downtown areas has been raised by committee members. In

the future, if communities feel that a bypass may be warranted, potential impacts to existing businesses (increased pedestrian access to street shops, decreased visibility to motorists who normally would travel along the corridor, etc.) need to be considered.

Housing

Housing plays a strong role in transportation since either the origin or the destination of most trips is the home. When new residential developments are planned, it is important to consider how the new development will affect transportation infrastructure, community accessibility and safety of the area. Affordable housing, including mixed income developments, should be located in a manner that facilitates transportation access to services and employment. Where available, mixed income housing should be located near public transportation links including public transit. Consideration to both pedestrian and bicycling facilities should be given in all housing developments.

Community and Public Facilities

Joint and/or coordinated planning of public and transportation facilities is essential. The location of schools is closely related to transportation. Ideally, primary and secondary schools should have safe pedestrian and bicycle access. Trip distances should be minimized to reduce the need for school busing and automobile transportation to the school. Access to public transportation can also help minimize transportation costs for the school district. Colleges and universities can also benefit greatly by having public transit available by reducing the need for parking space and by making the campus more accessible to a broader range of students including local, low-income and disabled students.

Similar to schools, it is important that government buildings as well as human services be located with access to public transportation. Coordinating transportation planning with sewer service area planning helps minimize the overall cost of providing infrastructure.

Agriculture Resources

The transportation system provides access and mobility for our rural residents and farming community. Farmers utilize the transportation system to both transport goods to market and to provide mobility between their various farming operations. STH 21, 22 and 73 afford the farmers in the area access to both local and regional markets. When considering a possible STH 21 bypass, the impact on existing farming operations, especially as it relates to the creation of split parcels of agricultural land, must be considered. Access to these parcels may require unsafe highway crossing by farm equipment, or ultimately the loss of use of this land for agricultural purposes.

Natural Resources

Transportation decisions can both positively and negatively impact the environmental quality of the area. Development and subsequent transportation improvements on STH 21 in the Wautoma and Redgranite area and an alternative route to the northern part of the Village of Redgranite may impact the area's natural resources (wetland areas and trout streams). Loss of wetlands, which act as a natural buffer to filter nutrients and other pollutants, can be harmful to the wildlife habitat, including endangered species, and groundwater recharge. Finally, sprawl

leads to longer travel times, which could result in increased air quality issues due to automobile emissions.

Cultural Resources

Early Native American habitation, the quarrying boon of the late 1800s, and the area's historic buildings are significant to the local history. It is imperative that, as growth occurs and transportation projects are proposed, sensitivity be given to both the identified resources and to the areas where other historic and cultural resources may exist. Since the identity and integrity of the community depends on the preservation of these unique features, the impact from expanded transportation corridors and new land development must be kept to a minimum. Consideration should also be given to the impact of future transportation projects on the cultural identity of the historic downtown areas of both the City of Wautoma and the Village of Redgranite and of the older residential neighborhoods in the area. For example, when widening an existing residential street, how the widening of an existing road and possible elimination of existing trees will impact the aesthetics and cultural identity of the established neighborhood should be considered.

Land Use

Transportation, as with other planning elements, has a strong connection to land use. While transportation's primary purpose is to serve land use, land use patterns are dependent upon the condition and effectiveness of the transportation system. New arterials, such as a potential STH 21 bypass of Redgranite and Wautoma, would likely spur development by attracting development in proximity to the new interchanges. Secondly, the relocation of traffic off of the existing STH 21 may also impact existing businesses that rely on the heavy flow of traffic for economic survival.

The efficient movement of vehicular traffic provides a quicker connection from one place to another. The expansion of STH 21 from two lanes to four lanes may reduce travel times from Wautoma and Redgranite to the Fox Cities, Oshkosh and other areas. This may create additional development pressure as people are able to move further from urban centers without significantly increasing travel time to work and shopping.

Intergovernmental Cooperation

Transportation systems go beyond municipal boundaries. Regional development patterns and municipal land use policies affect the transportation network. This network must efficiently move people and goods from one place to another. The transportation system is made up of local roads, collector and arterials, none of which stop at municipal borders but continue from one jurisdiction to another. An efficient transportation system cannot be dependent on the decisions of one community but upon the input and cooperation of many different entities working together. The expansion of STH 21 would affect many municipal jurisdictions between Oshkosh and the Tomah area. Each of these jurisdictions, along with the State of Wisconsin, would have input into the expansion of this transportation corridor. The resulting expansion will not only impact the local jurisdictions through which it passes, but could also impact the economics of the state as goods and people are more quickly and efficiently transported.

POLICIES AND PROGRAMS

State, Regional, County and Local Policies

State of Wisconsin

Wisconsin State Highway Plan 2020. Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *Wisconsin State Highway Plan 2020*, a 21-year strategic plan that considers the highway system's current condition, analyzes future uses, assesses financial constraints, and outlines strategies to address its preservation, traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

According to the Wisconsin State Highway Plan 2020, STH 21 is expected to be moderately congested in 2020 between Omro and STH 73, east of Wautoma. Traffic congestion on STH 21/73 is expected to be severe through the Wautoma area, while west of the city traffic congestion is not anticipated. STH 21 from Oshkosh to I-39/U.S. 51 has been identified as a potential major project. Potential projects are subject to environmental analysis and legislative approval; they will be re-evaluated in future state highway plans. STH 22 and STH 73 are also identified in the plan but are not expected to be congested by 2020.

This plan also stressed the need to develop a safe inter-modal transportation system which can accommodate alternate forms of transportation, including designating specific state and county highways capable of safely accommodating bicycle transportation. Specific accommodations recommended in the plan include the use of designated bicycle lanes in urban areas, widening traffic lanes to allow for bicycle travel, and paving shoulders to allow for increased bicycle use. The plan estimated that approximately \$6 million would be necessary to provide adequate bicycle accommodations throughout the state.

Wisconsin State Bicycle Transportation Plan 2020. The *Wisconsin State Bicycle Transportation Plan (WSBTP) 2020* specifically addresses the future needs of bicycle transportation. Two primary goals exist in the plan: to double the number of bicycle trips made by 2010 and to reduce the number of motor vehicle-bicycle crashes by 10 percent by 2010. To achieve these goals, objectives for engineering, education, enforcement and encouragement were identified. These included not only the need for the construction of an expanded network of transportation facilities that allows for safe bicycle travel, but also for the promotion of education to advance vehicle driver awareness of bicyclists (drivers licensing and bicycle safety courses). Finally, tips to promote the utility and ease of bicycle transportation were identified as well as the mandate to increase the enforcement of reckless driving behavior by motorists and bicyclists alike.

The *WSBTP* provides suggestions for both intercity (rural) and urban/suburban bicycle facilities. The suitability of rural roads for bicycles is primarily determined by the paved width of the road and the volume of traffic. To be bicycle accessible, high volume roads (greater than 1,000 vehicle trips per day) should have a paved shoulder. Most State Trunk Highways located on the Priority Corridor System meet this criterion. No improvements were recommended for low volume roads (less than 1,000 vehicles per day). Finally, separated multi-use paths (trails)

were also promoted as a viable option to increase bicycle transportation opportunities within rural areas. Urban improvements should include designated bicycle lanes within the street area, widened lanes, and paved shoulders. Larger urban parks often have both paved and unimproved multi-purpose trail systems, which often parallel rivers or other scenic corridors.

For the purposes of the *WSBTP*, urban areas were defined as villages or cities with populations of 5,000 persons or greater. Although no municipalities within the planning area exceed this number, the urban strategies could be applied to the City of Wautoma and Village of Redgranite to promote safe bicycle transportation for families and visiting bicyclists.

Wisconsin State Airport System Plan 2020. The *Wisconsin State Airport System Plan 2020* provides a framework for the preservation and enhancement of a public-use airport system which will meet future aviation demands for the state. It provides an inventory of existing public-use airport facilities; and categorizes them according to their current services, projected use, and future scheduled maintenance and construction projects. Based on existing conditions and projected improvements that are listed within airport master or layout plans, forecasts are made for future airport classifications. No projected changes have been made in the status of Waushara County's airport classifications. Several improvements have been recently completed at the Wautoma Municipal Airport. In fall 2004, the taxiways at the airport were expanded, and the entrance was repaired. Additional improvements scheduled for 2007 include hangar renovation and construction, runway expansion, and installation of a weather forecasting system.

Regional

East Central Wisconsin Regional Planning Commission. East Central Wisconsin Regional Planning Commission is currently preparing a regional smart growth plan. As part of this planning process, East Central has proposed five core transportation goals:

- To act to help ensure that the negative effects of sprawl development on our regional transportation system are minimized by encouraging new development to locate where adequate services and facilities exist.
- To work with all levels of government and organizations throughout the region to pursue adequate funding for transportation projects and programs which meet short term and long term needs.
- To help ensure that the regional transportation network links economic centers and efficiently moves people and freight throughout the region.
- To help maintain and continue the balance between transportation and the environment through efficient and consistent transportation and land use planning.
- To help ensure that alternative modes of transportation to the automobile exist and mobility options for all are efficient.

These goals are consistent with the area's vision for the future to minimize the negative effects of sprawl development, to provide a well maintained street and road network, to provide a balance between transportation needs and the environment, to ensure that alternative modes

of transportation to the automobile exist, and that an adequate amount of funding for transportation projects is available.

In 2002, East Central prepared a *STH 21 Corridor Study* that examined the corridor from Oshkosh to the Town of Rushford in Winnebago County. While this study looked at only a small portion of the highway 21 corridor, it did address the long term needs of the entire corridor. According to the study, "In the future it may be desirable to construct STH 21 as a four lane expressway to Interstate 90/94".

County

Zoning. The *Waushara County Zoning Code* sets standards for access driveways and streets. Sec. 58.828. regulates access driveways (access permits, spacing standards, and number and width of driveways per land use) while Sec. 42-81 regulates street design within subdivisions.

The county zoning ordinance (Sec. 42-81) requires all roads within subdivisions to be built to certain standards. This is important to the continued success of the transportation network.

Highway Department. The Waushara County Highway Department provides maintenance on county highways found in the area. It also provides roadway and ditch maintenance for the towns within the county on a contract basis. The County does not have an officially adopted transportation plan or Capital Improvement plan. However, it is the policy of the County to evaluate the county road system in the spring of the year and set a specific roadway maintenance schedule for the coming year.

Local

Airport Zoning. Airport planning is performed at several levels including federal, state, regional, and local levels. This coordinated effort allows complimentary plans to be developed for specific airports. In addition, this allows complementary land uses to be developed in the vicinity of an airport while avoiding unnecessarily duplication of services to air traffic customers. Complementary land uses to airports include noisy commercial or industrial businesses; service based commercial industries (restaurants, hotels, etc.), agriculture, and open and green space conservancies. Commercial and industrial uses must be constructed so the building height does not obstruct access to airport runways. Due to increased noise levels, residential areas, community facilities (schools, hospitals, etc.), and governmental offices are generally not appropriate adjacent to the airport area. Wetlands, retention ponds, and landfills are also incompatible as they attract birds which may interfere with aircraft navigation.

All municipal airports can enact zoning legislation to protect their future success and prevent incompatible uses within a three mile extraterritorial boundary surrounding the airport. A Height Limitation Zoning Overlay Zoning Ordinance (HLZO) was enacted at the Wautoma Municipal Airport in March 1994. The HLZO regulates land use surrounding the airport. The height of natural and man-made structures within 0.5 miles of the airport must be less than 35 feet; the height of structures between 0.5 mile and 3 miles of the airport must be less than 50 feet. Structures which were constructed prior to March 1994 are exempt from this regulation. The Wautoma Board of Appeals reserves the right to remove or mark structures within the HLZO at the owners' expense. No such ordinance has been established at the Wild Rose Idlewild Airport.

City of Wautoma. The City of Wautoma Zoning Code, Chapter 2 Subdivisions regulates street design standards within the municipality. These street locations shall be consistent with the official map of the city and shall be located with regard to topographical conditions, natural features, existing and proposed streets, utilities, land uses and public convenience and safety.

Village of Redgranite. The Village of Redgranite currently does not have design standards for street and sidewalk construction and maintenance. It is the recommendation of this plan that the Village develop and adopt these standards.

Federal, State and Regional Programs

Federal Agencies

Surface Transportation Program – Rural (STP-Rural). This program allocates federal TEA-21 funds to complete a variety of improvements to rural county highways. To be eligible, two conditions must be met, the road must be located outside of an urban area and must be classified as at least a rural minor collector. Project proposal applications are accepted only in odd numbered years. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/stp-rural.htm>.

Local Bridge Improvement Assistance Program. This program helps counties, cities, villages, and towns rehabilitate or replace existing bridges on Wisconsin's local highway system based on their sufficiency rating. The program operates on a cost-shared basis with federal and state funds providing 80% of the total eligible project costs. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/bridgeprogram.htm>.

State of Wisconsin

General Transportation Aid. Road maintenance is in part funded by disbursement of the State Transportation Fund. The largest portion comes from General Transportation Aids. The State provides an annual payment to each county and municipality, which augments the local government's cost for activities such as road construction, crack and pothole filling, snow removal, and other related transportation maintenance. Disbursements from the account are determined by the total mileage of local roads within the municipality or by a formula based on historic spending. This information must be reported annually. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/gta.htm>.

Local Roads Improvement Program (LRIP). This program provides funding to improve or replace seriously deteriorating county highways, town roads, and city or village streets. New roads are not eligible. LRIP funds pay up to 50% of total eligible costs while the remaining amount must be matched by the local government. The program has three basic programs: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Additional discretionary funds are available for high cost projects. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/lrip.htm>.

Connecting Highway Aids (CHA). The CHA program assists municipalities with costs associated with increased traffic and maintenance on roads that connect segments of the State Trunk Highway system. Over 120 municipalities receive quarterly payments on a per lane mile basis. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/connecting.htm>.

Traffic Signing and Marking Enhancement Grants Program (TSMEGP). This program provides funds to local units of government to install traffic signing and roadway marking enhancements. The ultimate goal of the TSMEGP is to improve traffic safety and visibility for both elderly drivers and pedestrians. All Wisconsin counties, cities, villages, and towns are eligible to submit project proposals. The program provides up to 75% of eligible funds for project completion while the local government must fund the remaining 25%. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/signing.htm>.

Flood Damage Aids. This program provides funds to assist local units of government to improve or replace roads or roadway structures that have sustained major damage from flooding. The program helps defray costs for damaged streets, highways, alleys, or bridges which are not associated with the State Trunk Highway System. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/signing.htm>.

Rural and Small Urban Area Public Transportation Assistance Program. This program allocates federal funds to local units of government to provide both capital and operating costs for public transit services which operate within rural areas. All municipalities with populations less than 50,000 are eligible. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/ruralsmall.htm>.

Wisconsin Employment Transportation Assistance Program (WETAP). This program is designed to provide transportation for low-income workers to jobs, training centers, and childcare facilities through enhanced local transportation services. Funding is provided by a combination of federal, state, and local funds. This program provides a crucial link to allow low-income workers to remain in the workforce. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/wetap.htm>.

Local Transportation Enhancement Program (TE). This program provides funds that increase multi-modal transportation within a region while enhancing the community and the environment. Eligible projects include multi-use recreational trails, landscaping, or the preservation of historic transportation structure. Funds cover up to 80% of the total eligible project costs. More information can be found at <http://www.dot.wisconsin.gov/business/econdev/te.htm>.

Transportation Economic Assistance Grant Program (TEA Grant). This program provides a 50% state grant to local governments, private businesses, and consortiums for road, rail, harbor, and airport projects that are necessary to help attract employers to Wisconsin. These grants have a performance-based incentive and successful funding requires that businesses and industries created by the grant program remain and expand local economies in Wisconsin. More information can be found at <http://www.dot.wisconsin.gov/business/econdev/tea.htm>.

County Elderly and Disabled Transportation Assistance Program. County governments are eligible for funds to establish a transit program for elderly and disabled citizens. The program allows for flexibility in various transportation options to their clients. County governments must provide a 20% match in funds. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/countyelderly.htm>.

EXHIBIT 5-1

HIGHWAY FUNCTIONAL CLASS AND AVERAGE DAILY TRAFFIC VOLUME

EXHIBIT 5-2
WAUSHARA COUNTY BIKE ROUTES

TRANSPORTATION – Town of Marion

TRANSPORTATION GOAL: Provide users with a well-maintained transportation system of federal, state, county and local town roads by maintaining and improving the quality and safety of the local road system and providing choices for transportation users.

Objective:

- TR 1. Provide residents and visitors with a choice of safe, convenient and economical transportation options.

Strategies:

- TR 1.1 Maintain minimum Town roadway standards and refuse acceptance of a new dedicated street until the Town standards have been met.
- TR 1.2 Continue PASER evaluation of existing roadwork every 2 years.
- TR 1.3 Continue to use capital improvements programming to establish appropriate funding levels.
- TR 1.4 Undertake spot safety improvements where warranted (i.e. replace missing or illegible signs)
- TR 1.5 Respond in a timely manner to site-specific road maintenance and/or safety issues.
- TR 1.6 Utilize best management construction practices.
- TR 1.7 Monitor and remain informed of any plans that may affect the STH 21 corridor, or a Wautoma bypass and work with affected communities and the DOT to coordinate future transportation plans.

Objective:

- TR 2. Improve roadway safety.

Strategies:

- TR 2.1 Redesign to eliminate dangerous intersections.
- TR 2.2 Consider revising speed limits to improve public safety.
- TR 2.3 Correct poor visibility problems.
- TR 2.4 Inventory and assess the causes of individual motor vehicle crashes.
- TR 2.5 Encourage the public to report specific problems.

- TR 2.6 Maintain contact as needed with the County and State Highways offices to ensure coordination on regional or statewide transportation issues.

Objective:

- TR 3. Make walking and bicycling more attractive transportation options by accommodating bicyclists and pedestrians in areas of high activity and concentrated development.

Strategies:

- TR 3.1 Incorporate paved and striped shoulders on key road segment upgrades when reconstruction is proposed.
- TR 3.2 Consider providing walking/bicycling paths along town roads leading to major destinations such as nearby schools and parks.
- TR 3.3 Consider connecting the lake area neighborhoods with the City of Watoma.

Objective:

- TR 4. Provide a diversity of affordable transportation options for all age and income groups.

Strategy:

- TR 4.1 Continue to encourage the county to provide transportation for elderly and disabled residents within the region.

Objective:

- TR 5. Ensure continued safe air transportation through land use planning.

Strategies:

- TR 5.1 Inventory all existing public and private airport facilities within the county and identify and address any potential land use conflicts.
- TR 5.2 Provide adequate area/land for the expansion of airport facilities as a primary means to ensure economic vitality of the local area.

CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

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UTILITIES AND COMMUNITY FACILITIES ELEMENT

INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, they must continuously maintain, upgrade and expand existing facilities in a cost-effective manner based on future growth projections and the desires of the community. The involvement of the community in the planning process illustrates the importance that the board places on maintaining a high level of public services and facilities. The following section provides an inventory of some of the services and facilities available in the community. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects. The size of community facilities along with the cost of providing services is directly related to land use, development patterns, and the existing and future densities of development. See Exhibit 8-2, Existing Land Use Map which illustrates the location of the various items discussed below.

Utilities and Community Facilities Vision for 2025

Each municipality and sewer area continues to provide residents with the services they offered in 2004. As new subdivisions are platted near existing sewer development, they are required to connect to existing utilities. When other subdivisions are platted within the boundaries of the sanitary district but beyond a point where the present extension of utilities is economically feasible, they are designed in a manner that enables the cost-effective provision of in-ground utilities at a future date. An ongoing program of monitoring wells and on-site disposal systems is in place elsewhere in the area where concentrated development exists. Through cooperation and other operational efficiencies, service providers are able to hold the line on user fees for water, sewer, solid waste and other municipal services. A range of educational, library, medical, financial, retail, and other business services is generally available in the two incorporated communities while a diversity of recreational and entertainment opportunities is found throughout the area.

INVENTORY AND ANALYSIS

This section describes the existing utilities and community facilities within the City of Wautoma, Village of Redgranite, and the towns of Wautoma, Dakota and Marion.

Wastewater Collection and Treatment

The **Wautoma-Silver Lake Sewer Service Area (SSA)** is a combination of both the Silver Lake Sanitary District and the City of Wautoma's SSA. The Silver Lake Sanitary District was formed in the late 1980's to address problems with failing septic systems due to the development around Silver Lake, Irogami Lake, Bugh's Lake, Hills Lake and Deer Lake. Prior to mid-1995, the City of Wautoma maintained its own treatment facility and collection system. In the early 1990's, the City of Wautoma's existing wastewater treatment facility faced a major upgrade due to its age. Since the City of Wautoma's SSA was directly adjacent to the Silver

Lake SSA, and the existing treatment facility for Silver Lake could be expanded to include flows from the city, it made economical sense to combine the two systems and form a regional facility.

The **Wautoma-Silver Lake Sewer Service Area (SSA)** includes about 3,200 acres. The service area covers the majority of the City of Wautoma and part of the towns of Wautoma, Dakota and Marion. Within the City of Wautoma, the predominant land uses are residential, commercial and industrial. Commercial development consists of a central business district with a few scattered small commercial establishments. While new industrial development is being directed to the city's industrial park, existing development is scattered. The City owns approximately eight acres for future industrial development on the community's southeast side. Sanitary sewer extends throughout the city. However, a newer 80-acre residential subdivision on the city's northeast side is currently exempt and remains unsewered. It is anticipated that in 20 years, sewer will be extended to include this area as well. A small amount of residential development north of STH 21 and west of the city outside the municipal boundaries remains unsewered. The predominant land use within the Silver Lake Sanitary District is lakeshore residential development. Strip commercial development exists along STH 21 from the east edge of the City of Wautoma to the west edge of Silver Lake.

The Silver Lake Sanitary District's (SLSD) wastewater treatment facility, located in the Town of Marion off of 19th Avenue was originally built in 1988 and expanded in 1995. The plant utilizes an Orbal activated sludge oxidation ditch and is designed for a flow of 1.025 million gallons per day (MGD), with a present average daily flow of 0.44 MGD. The plant discharges into the White River Flowage. Based on the design flow and average annual daily flow, about 57 percent of the system's capacity remains unused.

The SLSD 2005 population (including the City of Wautoma) is estimated to be 3,974 people based on the city's population and the number of residential sewer connections within the district. Assuming that the population in the sanitary district will increase at the same rate as the towns, it is projected that the population within the district will increase by about 700 people by 2030, the majority of this increase occurring within the City of Wautoma and Town of Marion. Based on this estimate, the wastewater treatment facility should be adequate to handle the additional wastewater flows resulting from the projected population increases and no upgrades to the plant are anticipated at this time.

According to the SLSD, inflow and infiltration (I/I) is significant within the system. The majority of this flow seems to come from the City of Wautoma and appears to be related to the height of the Wautoma Millpond. The City is currently looking into ways to reduce the amount of flow.

The Village of Redgranite's original plant was constructed in 1961-62 and is located south of Willow Creek on Pine River Road. In the early 1990's, a new wastewater treatment facility, utilizing an oxidation ditch, was constructed on CTH EE to handle additional wastewater loads and sludge storage. In 1999, the plant capacity was doubled to handle the additional waste load from the Redgranite Correctional Facility. With a design flow of 0.342 million gallons per day (MGD) and an annual daily flow of 0.16 MGD,¹ this plant is utilizing about 46 percent of the available capacity.

¹ *Redgranite 2003 Compliance Maintenance Annual Report*. Per WDNR design flow is 0.342 MGD.

The collection system covers the majority of the village south of Willow Creek and extends north to the prison. Within Redgranite, the predominant land uses are residential, commercial and industrial. Commercial development mainly exists along STH 21 with a few scattered small commercial establishments. While new industrial development is being directed to the village industrial park to the northeast of the prison, existing development is scattered.

The village currently has 368 residential connections. Based on 2.28 persons per household and a prison population of 990, the system currently serves about 1,829 people or 88 percent of the population. Based on a 2030 population of 2,184 (includes the entire incorporated area of the village and the prison population), the wastewater treatment facility should be adequate to handle the additional wastewater flows that result from the projected population increases. Therefore no upgrades to the plant are anticipated at this time, due to projected population growth in the Village. While the plant should be adequate to handle residential population increases and a modest increase (500 prisoners) in prison population, the Village will need to monitor increases in commercial and industrial flow. Past discussions have also included the addition of the Pearl Lake area, about 2 miles north of the Village, and the Village of Lohrville to the south. If these areas are connected to the Village system, existing capacity at the plant may need to be increased to accommodate the additional flow.

The remainder of the towns of Dakota, Wautoma, and Marion are served by private on-site wastewater treatment systems.

Stormwater Management

Stormwater runoff and management have recently gained more attention as an environmental concern due to flooding and surface water quality issues. When the impacts of stormwater management are considered from a regional perspective, the potential for damage is tremendous. Although an individual building may not seem to have a significant impact on the natural drainage system, the cumulative impacts of development and urbanization can influence natural system functions. According to studies by the Center for Watershed Protection, as little as 10% impervious cover (concrete, asphalt, buildings, etc.) can negatively impact fish habitat. Moreover, if 25% of an area is impervious, the natural functions of a watershed become overloaded and stream quality can become permanently degraded² (CWP, 2005).

Drainage Districts

The Waushara County Drainage Board administers and oversees the drainage of agricultural lands. It regulates various land practices used to remove excess water from farmlands and raises issues regarding the impacts of scattered rural development and the cumulative impacts on water quality flowing to and through their legal drains. In addition, county drainage boards are authorized to assess costs to a landowner for any adverse impacts on downstream water quality that can be directly attributed to that landowner. Landowners must receive drainage board approval before undertaking any action which could potentially affect a drainage system.

Drainage districts usually require a 20 foot vegetated strip on both sides of any ditch, which is to be used as a maintenance corridor, or any applicable stream within the watershed. Row

² *Site Planning for Urban Stream Protection*. 2004. Center for Watershed Protection.

cropping is prohibited within this corridor. These requirements can be coordinated with soil and water conservation plans required under the Farmland Preservation program³.

Eight drainage districts have been established within Waushara County. The only active district is the Marion-Warren district.

Stormwater Sewer Systems

Only the City of Wautoma and Village of Redgranite utilize curb and gutter stormwater systems. The extent of enclosed public storm sewer systems is limited within the City of Wautoma and Village of Redgranite.

Within the City, the storm sewer system covers about 15 percent of the incorporated areas of the city. Curb, gutter and storm sewer extends along STH 21 from Bugh's Lake Road westward through the city's downtown; the western terminus for curb and gutter along STH 73 is located at Oak Ridge Court. The curb and gutter system in the western portions of the city encompasses an approximately rectangular area defined by Cambridge Street (STH 21) on the east, Cummings Road on the south, Bird Creek on the west, and STH 73 on the north. This area drains into Bird Creek. The central business district and portions of surrounding areas are also drained by a curb and gutter system. This approximately rectangular area is bordered by Northwestern Avenue on the east, Elm Street on the south, Saint Marie Street on the west, and STH 21 on the north; a one square block area north of STH 21 between Saint Marie and Scott Streets is also serviced by curb and gutter. This area drains into a detention pond near Pickle Row. Water from the detention pond is slowly released into a small wetland that eventually discharges into the White River. Curb and gutter in the eastern portions of the city are located on Division Street between STH 21 and 17th Drive. The commercial district adjacent to Park Plaza Road is serviced by curb and gutter; this area extends northward along Century Drive to the intersection with Taplin Drive. A small detention basin is being constructed at this corner. The residential area along the first block of 17th Drive immediately north of STH 21 is also serviced by curb and gutter; a detention pond is located on the east side of 17th Drive. The remainder of the city is drained by open ditches that discharge into the White River and its tributaries.

Within the Village of Redgranite, curb and gutter storm sewer extends along STH 21. The remainder of the village utilizes open ditches and culverts. Stormwater within the village empties into Willow Creek. Some streets within the Village remain unimproved (gravel). It is the policy of the Village to improve the main access roads by paving and installing curb and gutter as budgets allow.

A series of open ditches, culverts and drainage channels collects stormwater in the towns of Dakota, Marion, and Wautoma. The ditches discharge water into area streams and rivers at various points throughout the area.

During heavy rains localized flooding occurs throughout the planning area. Within the City of Wautoma, a correlation between the Wautoma Millpond water level and increases in wastewater volumes have been noted at the wastewater treatment facility. A group is currently

³ *Guide to Community Planning in Wisconsin*. 1999. Ohm, B.W.

studying the problem and will be making recommendations to the City. Localized flooding occurs along Lunch Creek near STH 22 and Witters Lake in the Town of Dakota; appropriate measures have been taken to alleviate future flooding around the lake. Within the Village of Redgranite, localized flooding occurs along Willow Creek during periods of heavy rains. In the Town of Wautoma, localized flooding occurs along the STH 21 corridor and surrounding residential areas. The Town, the Waushara County Land Conservation Department, and local landowners are collaborating to develop solutions to these situations. No major areas of flooding have been noted within the Town of Marion.

Surface Water Quality Monitoring and Prevention

Several different methods can be used to control and reduce the amount of stormwater runoff into local waterways. These methods can be implemented at a localized, town-wide, or regional level.

Watershed Planning. A watershed is an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed⁴. This approach allows stakeholders on an individual water body to collectively focus their interests on improving the water quality in one area.

Land Conservation Techniques. Land conservation techniques are used to provide physical barriers and improvements and may include legislative actions to change the physical environment and reduce current levels of runoff. These techniques can include cluster or conservation subdivisions, setbacks, buffers, and land acquisition.

Aquatic Buffers. An aquatic buffer is an area along a shoreline, wetland, or stream where development is restricted or prohibited⁵. Natural vegetation is highly encouraged in the buffer area. If properly designed, buffers can physically protect waterways from future disturbance or encroachment. Furthermore, buffers can protect surface water quality by removing nutrients and silt from stormwater runoff.

Site Design Techniques. Site design techniques can be applied to all developments. Every development should incorporate three main goals: reduce the amount of impervious cover, increase the amount of lands set aside for conservation, and utilize pervious areas for more effective stormwater treatment.⁶ Techniques that can be used to achieve these goals can include reduction in lot sizes, building narrower streets, planting rain gardens, creating bioretention ponds, etc.

Stormwater Best Management Practices (BMPs). Best Management Practices (BMPs) is a general term used to describe a broad range of structural controls that may be utilized by agricultural, residential, and commercial developments to control and reduce the amount of erosion caused by stormwater¹. These practices may be used to reduce pollutant loads, maintain groundwater recharge areas, protect stream quality, and limit development within the 100-year floodplain.

⁴ *The Watershed Approach*. 2004. Wisconsin Department of Natural Resources.

⁵ *Aquatic Buffers*. 2004. Center for Watershed Protection.

⁶ *Better Site Design*. 2004. Center for Watershed Protection.

Water Supply

Both the City of Wautoma and the Village of Redgranite have municipal water systems that rely on groundwater as their source of water supply. Water systems consist of four main components; supply, treatment, storage and distribution. Water supplies should be of adequate quantity to meet the most severe public demands and be of good quality. Treatment of raw water is necessary to remove objectionable constituents such as bacteria, suspended solids and high concentrations of dissolved solids. Treatment capacity should be adequate to meet service requirements. Since water pumpage capacity is fixed, often at a level below peak demand, storage capacity is needed to assure adequate flow. This is particularly important during periods of high demand (fires) and as a short-term buffer during equipment failure or processing problems.

Utilizing the elevated tanks in the community, the City of Wautoma's peak flow is 935,000 gallons per day (gpd), while the Village of Redgranite's peak flow is 345,000 gpd⁷. The distribution system brings water from the point of supply to the customer. Distribution piping must be adequately sized to provide for normal customer demands as well as meet periodic demands for high volumes for fire protection purposes. Distribution systems should be "looped" with interconnections to assure supply in the event of main breakage and to provide good circulation of water within the distribution system.

The city's current water system was constructed in 1995. It is anticipated that the existing system will be able to meet the city's projected growth demands for the next 20 years and no expansion is anticipated. With the exception of an 80-acre residential area on the northeast side of the City of Wautoma, the municipal airport, and former landfills, all incorporated areas within the city are served by municipal water. An existing agreement between the City and the developers exempts the subdivision from municipal water for the next 20 years. When this agreement expires, public water may be expanded into this portion of the city.

Public water currently serves the incorporated portion of the Village of Redgranite south of Willow Creek and a small portion north of Willow Creek, including the Redgranite Correctional Facility. Two water towers with a combined capacity of 175,000 gallons are located in the Village. A newer tower is located east of CTH EE in the Village Industrial Park, while a second tower is located in the southern portion of the Village near Bonnell Avenue and Wisconsin Street. It is anticipated that the public water system will be able to meet the village's water demands for the next 20 years.

Table 6-1. Water Facilities

Municipality	Utility Class	Ave. No. Metered Customers	Wells		Ave. Pumped Per Day MGD	Storage (000's Gallons) Elevated Tank
			Active	Inactive		
C. Wautoma	D	858	2	0	0.274	250
V. Redgranite	D	416	2	0	0.174	175

Source: Public Service Commission of Wisconsin, Municipal Annual Report, 2004

⁷ PSCW Annual Report, 2004

The towns of Dakota, Marion and Wautoma are served by private wells. Elevated nitrate levels have been detected in a few of the private drinking water wells within the region. See the environmental section of the plan for more information.

Solid Waste and Recycling

Waushara County currently subsidizes waste management within the county. The County operates nine waste collection sites and contracts with Waste Management of Wisconsin, Inc. and Onyx Waste Services to haul waste and recyclables, respectively that are collected at the sites. All non-recyclable wastes are hauled to Valley Trail Landfill in Berlin, Wisconsin. Wastes generated by commercial establishments are not accepted at the sites. The City of Wautoma contracts with Onyx Waste Services, while the Village of Redgranite contracts with Waste Management of Wisconsin, Inc. to provide curbside pickup to their residents. Most commercial businesses and some rural residents also have curbside pickup. It is the policy of Waushara County to pay tipping charges for municipal, commercial, and rural residents that choose to have curbside pickup. The county also provides partial compensation for municipalities (cities and villages) to help them finance the hauling portion of waste disposal. The County does not pay tipping charges for foundry sand, demolition materials, rolloff containers, or compactors. The drop-off sites are open on Wednesdays from 12:00 PM to 4:00 PM and Saturday from 10:00 AM to 4:00 PM all year round; and Sunday from 12:00 PM to 3:00 PM during the months of June, July and August.

Residents are able to utilize any drop-off site within the county, but residents within the area most likely utilize one of two sites. The Wautoma site is located north of the City of Wautoma on 17th Drive. Situated in the Town of Wautoma on county-owned land, this site is the largest in the county. Two county employees operate the 2 and 4 cubic yard compactors at the site. The Redgranite site, approximately 1.5 acres in size, is located near the prison on state-owned property. Two compactors along with county personnel are provided at the Redgranite site. The County holds long-term lease agreements on all of its drop-off sites.

All waste management sites in Waushara County accept recyclable materials. Recyclables are sent to Paper Valley Recycling in Menasha (paper) and Resource Management in Chicago (co-mingled). Waste oil is subcontracted by Superior Services to Jacobus in Madison. Iron and tin collected by Superior Services is subcontracted to Fox Valley Metal in Oshkosh. Subsidized by the County, residents receive no payment for these materials. Materials that are collected include: glass, tin, aluminum, plastic, newsprint, cardboard, magazines, office paper, yard waste, scrap iron, waste oil, batteries, and tires.

According to Waushara County, the county is monitoring waste volumes and will provide upgrades as necessary. At this time, no upgrades are planned.

Electric

Alliant-Wisconsin Power and Light and Adams-Columbia Electric Cooperative provide electric power to the area. Wisconsin Power and Light (WP&L), a subsidiary of Alliant Energy Corporation, serves 422,000 electric customers and 164,000 gas customers. Adams-Columbia Electric Cooperative is rural electric distribution cooperative serving approximately 33,000 member/owners in parts of 12 central Wisconsin counties. It is the largest rural

cooperative in Wisconsin and was formed in 1987. According to Adams-Columbia, there are no major plans to upgrade their facilities in the area. General maintenance and upgrades due to current codes will continue to be made.

Natural Gas

Wisconsin Gas Company provides natural gas service to the area and is a subsidiary of Wisconsin Energy Corporation. The company sells and distributes natural gas to about 550,000 retail customers in 531 communities throughout the state. A gas substation is located in the southwestern corner of the Village of Redgranite on the south side of Bonnell Avenue.

Power Generation Plants and Transmission Lines

ANR Pipeline Company (ANR) owns and operates two gas pipe lines within the area; a 4"/6" line runs east/west through the Town of Dakota near CTH YY and a second 12" line runs diagonally northeast through the Town of Marion from the south county line (west of CTH N) through Spring Lake to the north town line near CTH S. According to ANR there are no problems with the line and no plans to update it at this time.

American Transmission Company (ATC) owns and maintains a number of transmission lines in the area. According to ATC's 2004 10-year Transmission System Assessment Summary Report, the 115 or 138 kV substation in Wautoma is overloaded and the 69 kV substation in Redgranite is experiencing low voltages. However, these projects are not listed as one of the notable projects planned for completion within the next 10 years. The company also owns and maintains a number of transmission lines that pass through the Wautoma Substation; these lines include the 115 or 138 kV transmission lines to the Sand Lake and Roeder substations; the 69 kV lines to the Silver Lake, Wild Rose, Montello and Chaffee Creek substations, and the 69 kV line between the Silver Lake and Redgranite substations.

One hydroelectric dam is situated within the area. This 2 MW dam, located on the Lower White River Millpond (Town of Dakota), is owned and operated by North American Hydro.

Telecommunications Facilities

Telephone

Three telephone companies, all subsidiaries of CenturyTel, Inc., provide service to the area. These companies include CenturyTel Central, Century-Kendall, and Century-Midwest WI. CenturyTel is the nation's eighth largest local exchange company whose focus is on geographically clustered markets in rural areas and small cities.

The advancement of telecommunication technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The number of telecommunications towers in the United States currently exceeds 77,000; this number could double by 2010.⁸ The federal government recognized this need with the passage of the Telecommunications Act of 1996. Several zoning ordinances regulate cellular towers within Waushara County.

⁸ Wind Turbines and Birds: Putting the Situation in Perspective in Wisconsin. 2004. Sagrillo, M.

Several cell towers are located within the Group D planning area. Two cell towers are located on Wautoma's former municipal landfill site on CTH MM and are operated by Charter Communications and U.S. Cellular. Currently the City is negotiating with Nextel to place a third cellular tower on the same site. An antenna located on Wautoma's water tower provides internet service to CenturyTel, Voyager, and Wisconsin Rural Internet. There are no cell towers in the Village of Redgranite. Cell tower locations are shown on Exhibit 6-1.

Internet

Due to the proliferation of internet service providers (ISP), area residents can also choose from several national and local ISPs. Wisconsin Rural Internet, Charter, Corecomm, Dotnet and CenturyTel are among some of the providers who supply internet service to the area. High speed internet access is available through CenturyTel and Wisconsin Rural Internet to customers in the City of Wautoma and parts of the Town of Wautoma and Marion. DSL is offered through CenturyTel to the Village of Redgranite. Fiber optics is available to Wautoma High School, and the City is looking at extending wireless service into the City. Dial-up service is available throughout the entire area. Wisconsin Rural Internet is willing to work with communities to bring high speed internet to their entire residential and commercial base.

Cemeteries

The ownership and maintenance of the cemeteries within the Group D cluster varies between private organizations and public entities. According to state statutes, if the authority (organization, family or individual) who owns or manages a cemetery fails to care for it for a period of five or more years, then the municipality where the cemetery is located is required to take over the control, management and care of the cemetery⁹. In this manner, some municipalities acquire the management and care of cemeteries; in other instances, the cemetery has always been under public ownership. The Wautoma Union Cemetery was obtained by the City under this condition. A number of cemeteries are located within the area and are indicated below by municipality.

City of Wautoma

Wautoma Union Cemetery is located on the north side of STH 152 east of 17th Drive. This cemetery dates back to 1852 and is owned and maintained by the City. Hope Cemetery, established in the 1800s, is located adjacent to the Wautoma Union Cemetery. It is owned and operated by Hope Lutheran Church in Wautoma.

Village of Redgranite

Foster Road Cemetery is located on the south side of the village on Foster Road (CTH E). This village owned cemetery is over 100 years old and contains the remains of the early settlers of the village. It is still in use today, and there is room for additional burials. St. Mark's Cemetery, located on the north side of the village off of CTH EE, is over 100 years old. The grounds are owned and maintained by St. Mark's Catholic Church in Redgranite.

⁹ Wisconsin State Statutes, Chapter 157.

Town of Dakota

The North Dakota Cemetery, established in the early 1910s, is located at the southeast corner of Cottonville Drive and 15th Avenue. The South Dakota Cemetery was also established in the 1910's and is located on the corner of CTH's JJ and Y. Both cemeteries are owned by the Town and maintained by both the Town and volunteers. Raymond (Maple Grove) Cemetery, dating back to the 1920s, is located on CTH YY south of the White River Flowage. It is owned and maintained by the Maple Grove Association volunteer board.

Town of Marion

The Town of Marion Cemetery was established in the 1850s and is located south of STH 21 on the west side of 22nd Avenue near the community of Spring Lake. It is owned and maintained by the Town of Marion via a volunteer board comprised of several local churches and service organizations. Marr Cemetery, dating back to the 1850s, is located on the north side of CTH N, west of its intersection with CTH Z. The Town of Marion is responsible for maintenance.

Town of Wautoma

Webb Cemetery is located west of STH 73 on the north side of Beechnut Road. The cemetery dates to the 1860s and contains the remains of several Civil War veterans. Opened in the early 1900s, the Wild Rose Union Cemetery is located on the west side of STH 22 north of CTH MM. Both cemeteries are owned and maintained by the Town of Wautoma. The West Holden Church Cemetery is located on the east side of CTH MM, south of Beechnut Drive. The cemetery has been owned and maintained by the West Holden Church ECLA for the past 110 years. Additional expansions may be necessary in the future. Calvary Cemetery is located at the corner of STH 21 and 16th Ave. This cemetery, opened in 1886, is owned and maintained by St. Joseph's Parish in Wautoma.

Childcare Facilities

Public involvement at the state level in the role of childcare falls largely under the supervision of the Wisconsin Department of Workforce Development's Office of Childcare (OCC). One of the OCC's primary areas of responsibility is the oversight of the Wisconsin Shares program, which is a childcare subsidy program.

The Wisconsin Shares program is administered by local counties, tribes and Wisconsin Works (W-2) agencies. The program assists families whose incomes are less than 200% of poverty to pay for childcare services. Parents choose the type of care and share the cost through a co-payment. In order to be eligible for reimbursement, childcare providers must be licensed by the State, certified by county or tribal government, or operated by a public school. Research indicates that public dollars play a large financial role in the provision of childcare in the state and in urban and rural counties. Table 6-2 identifies available information on the number of regulated childcare facilities in the area. These figures are for licensed childcare providers only¹⁰.

¹⁰ A license is required for those who provide care for four or more children under the age of 7 at any one time.

Child Care Resource & Referral, Inc. works with counties and the State in monitoring child care provision and has reported that the highest demand for care is for full-time, first shift (6 AM to 6 PM) hours. The Mid-Wisconsin Child Care Resource & Referral, Inc. works specifically with Waushara County.

A total of 16 licensed, certified or regulated facilities are located within the planning area. These facilities have a combined capacity of about 358 children. According to the 2000 census, 1,188 children 12 years old or younger lived in the planning area; 485 or about forty percent (40.8%) were 5 years or younger.

Table 6-2. Childcare

	C. Wautoma	Capacity	V. Redgranite	Capacity
Licensed Group Centers (Full day) ¹	1	34	1	50
Licensed Group Centers (Part day)	1	20	1	
Licensed Family Programs	6	48	1	8
Certified Family Programs	2	12	1	6
Dual Regulated Family Programs ²	2	16	1	8
United Migrant Workers (UMOS)	1	60	1	96
Total Capacity		190		168

¹One facility that is licensed for full and part day in the V. Redgranite. ²Number included in Licensed family program.

Source: Mid-Wisconsin Child Care Resource & referral, Inc.

According to the Mid-Wisconsin Child Care Resource & Referral agency, a need exists in the Wautoma area for additional childcare, especially for children of non-traditional workers such as 2nd shift. It should be noted that the available capacity versus number of children 12 years old and under may not be representative of the need, since not all children in this age category require licensed childcare. Some children come from families in which the primary caregiver is not employed outside of the home, while other people may seek childcare near their place of employment or utilize unlicensed facilities or family and friends for childcare needs.

Elderly Services

Waushara County Department of Aging offers several programs to area senior citizens. In 2004, these programs provided almost 2,500 individuals with assistance.¹¹ The Waushara County Coordinated Transportation System offers rides to not only senior citizens but also to veterans, and human service clientele on Medical Assistance. Transportation is provided by either mini-bus or volunteers. While transportation for medical appointments is provided almost exclusively by volunteer drivers, the mini-bus offers rides for not only medical appointments but also for grocery shopping and other personal errands. This program has been successful and may need to expand to serve the increasing number of senior citizens. "God's People", a non-profit group working with area churches has been formed to provide transportation. However, at this time this group is still in the planning stage.

Meals are provided to seniors at six locations throughout Waushara County every weekday. These locations include the Wautoma-Waushara Senior Center (Dakota), St. Paul's Lutheran

¹¹ Waushara County Department of Aging Services 2004 Summary.

Church in Wild Rose (the meal site will be transferred to the Wild Rose Community Center when it is complete), the Redgranite Civic Center, the Hancock Community Building, the Plainfield Senior Center, and the Coloma Community Center. Meals will be served at the Saxeville Town Hall on Mondays and Wednesdays only. Meals are also delivered to individual residences. Currently, the county provides this service to nearly 1,000 senior citizens.

The Information and Assistance Resource Center provides information and assistance on aging, long term care, disabilities, and other related topics. A recent grant will allow this program to be expanded within the next calendar year when a consortium is formed with similar departments in both Green Lake and Marquette Counties.

A trained benefit specialist is available to help seniors and their families find information on public programs such as Social Security, Medicare, and other related programs. This individual not only provides guidance by thoroughly explaining all available options, but also assists seniors with completing all required paperwork for these programs. The benefit specialist offers flexible hours at meeting locations which include the office, local senior centers, and personal residences. Since this program is supervised by an attorney, legal help is available to seniors with an appeal processes if they are denied claims or assistance.

According to the Department of Aging, needs for additional services have been identified on the eastern side of the county. Additionally, the Department has identified the need for additional transportation, a disability specialist (would assist all age groups), provision of health services to people without insurance, long term option counseling, and exercise opportunities. A disability specialist and long-term options counselor will be added through the consortium.

The **Wautoma-Waushara Senior Center** is located on STH 22 in the Town of Dakota. The center serves as a meal site for the Waushara County Department of Aging meal program each weekday. The center offers a wide range of social and educational activities for seniors including bingo, card tournaments, crafts, and others. Several field trips are organized each year to Wisconsin casinos, museums, and other destinations.

Residential Care Facilities

Several types of residential services exist for the elderly. These include Residential Care Apartment Complex (RCAC), Adult Family Home (AFH), Community Based Residential Facility (CBRF), and adult day care. RCACs provide independent apartment living options for individuals in groups of five or more. Apartments must have a lockable entrance and exit; a kitchen with a stove (or microwave); and individual bathroom, sleeping, and living areas. Individuals can receive no more than 28 hours of supportive services (transportation, housekeeping, recreation), personal assistance (dressing, bathing, etc.), or nursing care per week. They are appropriate only for individuals who require in-depth health monitoring by health care professionals. AFHs are designed to provide care for up to four persons and allow the opportunity for residents to receive specialized care. AFHs can specialize in residents with persons of advanced age or persons with dementia, Alzheimer's, or physical disabilities. In Wisconsin, CBRFs provide housing for five or more residents. The minimum age for CBRF residency is 18. CBRFs provide housing for both individuals who can live independently and for those who require care. An Adult Day Care Facility provides services for adults who need assistance with daily activities in a group setting. Adult day care may be provided in home, a

specialized facility, or other community facility (i.e. churches). Unlike other elderly services, adult day care facilities provide services for only a portion of the day; these services are usually provided during normal business hours. There are no adult day care facilities listed with the Department of Health and Family Services. However, Cooperative Care, based out of Wautoma, provides in-home personal and home care services to elderly and disabled residents. The profits from this member owned cooperative is divided up between all the members who worked in that year. Table 6-3 lists the number of adult care facilities in Waushara County and their corresponding capacities.

Table 6-3. Group D Elderly Care Facilities

Facility	Number	Capacity
Residential Care Apartment Complexes (RCAC)	3	93
Adult Family Homes (AFH)	3	11
Community Based Residential Facilities (CBRF)	7	90
Adult Day Care Facilities (AFH)	0	0
Total	14	198

Source: Wisconsin Department of Health and Family Services.

Currently, 1,661 individuals (21.6% of the total population) within the planning cluster are 65 years old or older; 448 of these individuals live alone. During the planning period they may need assistance for daily activities, healthcare, transportation, etc. Another 716 persons (9.3% of the total population) are between 55 and 64 years old. Although the elderly population is healthier and living longer than in the past, at some point in their lives assistance will likely be needed. The type of assistance preferred should be identified with input from potential elderly users. The overall capacity for adult care facilities in the planning area is 198 persons. Within the next ten years, approximately 30 percent of the total population will be 65 years or older. A growing proportion of senior citizens may need additional facilities to meet their recreational, medical, and everyday necessities. In addition, more focus is being placed on allowing individuals to remain in their personal residences. Additional staff may be needed to provide care and provide assistance to senior citizens who wish to remain in their homes.

Police Service

The City of Wautoma, Village of Redgranite, and Town of Marion each employ full-time law enforcement officers that are further supported by the Waushara County Sheriff's Department. The County instituted an enhanced county-wide 911 system about two years ago. The system is expensive and some problems have been noted. A common method used to assess the level of service that is being provided locally is to compare the number of employees per 1,000 residents served with averages for other law enforcement agencies statewide. However, it should be noted that the number of employees per 1,000 residents served is related to a variety of factors including crime level, geographic coverage, size of agency, and budgetary issues. As of October 31, 2003¹², for a police department serving a community of less than 50,000 residents, the state average was 1.89 sworn employees per 1,000 residents served. For a sheriff's office (includes most jail personnel), the state average was 2.77 sworn employees per 1,000 residents served.

City of Wautoma

Police protection is provided by five full-time Law Enforcement Officers (LEO)¹², who supply 24-hour service for the city. The City of Wautoma provides 2.4¹² sworn officers per 1,000, which is above the state average. A school liaison officer is supplied by the County to the Wautoma Area School District. The police department moved into their current facility at city hall in 1992. Office space for the police chief, officers and clerical are available in the building. While jail space is not provided, it is available at the county jail in Wautoma. The City owns one marked squad car, which is replaced yearly, and two unmarked cars. Recently Wautoma replaced its communication equipment through a grant from the Homeland Security Program. The police department feels that its facility and equipment is adequate to meet its current as well as future needs. The Waushara County Sheriff's Department provides backup support for the city.

Village of Redgranite

The Village of Redgranite's police department provides protection 20 hours per day to its residents. The department employs three full-time and three part-time employees who utilize one squad car. Based on a municipal population of 1,129 people (excludes prison), the Village provides 2.66 officers per 1,000 population, which is above the state average. However, the village's police department does respond to calls at the prison and it may be necessary to take the prison population into account when calculating the level of service. The day shift extends from 7:00 A.M. to 3:30 P.M., and the night shift coverage is from 6:00 P.M. to 2:30 A.M. Back up and service when officers are off duty is provided by the Waushara County Sheriff's Department. Equipment for the police department includes a squad car and a fully equipped radio system.

The department is housed at the Village Hall on Bannerman Avenue. Facilities include a separate office and secured storage area with shared indoor parking. The police department will be sharing a new facility with the village offices when they are complete.

Towns of Dakota, Marion and Wautoma

The Town of Marion has one full time officer that patrols 40 hours per week throughout the year. Local lakes are also patrolled approximately 20 hours per week by the town police boat during the summer months and holidays. Currently the residents are happy with the level of police protection and there are no plans to upgrade it at this time. The Waushara County Sheriff's Department provides backup for the Town of Marion at other times. Sheriff response times in all three communities average 5 to 12 minutes.

Waushara County Sheriffs Department

The Waushara County Sheriffs Department provides around the clock law enforcement services to the towns of Dakota and Wautoma as needed. The Waushara County Sheriff's Office is located on Division Street in Wautoma. The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon. This increases the officers' visibility and

¹² Crime and Arrests in Wisconsin – 2003, Office of Justice Assistance Statistical Analysis Center.

availability to county residents who do not live near the sheriff's office.¹³ The department employs 25 full-time sworn officers, or 1.1 officers per 1,000 population. This is below the state average.¹² Other employees include 25 correction officers, eleven E911 dispatchers, one emergency management specialist, and two secretaries. The emergency management specialist coordinates the emergency disaster response programs for both natural and manmade disasters. One police liaison officer is employed by the department; he serves as liaison officer for both schools in Wautoma, Redgranite Elementary School, and Wild Rose High School/Middle School.

Sheriff Officers patrol the county 24 hours per day. Two shifts patrol the county: one from 5:00 AM to 5:00 PM and one from 5:00 PM to 5:00 AM. The department owns 11 traffic squads and 9 other fleet vehicles. Four officers patrol the county throughout the day. Emergency response times in the towns of Dakota, Marion, and Wautoma range from 5 to 7 minutes, while response times to the Village of Redgranite range from 8 to 12 minutes. A snowmobile patrol operates along the recreational trails when they are open.

Several specialized units, including a specialized drug enforcement unit, are operated by the Waushara County Sheriff's Office. Cooperative agreements exist with other multi-jurisdictional drug units in East Central Wisconsin. Several employees have been trained in latent print examination (fingerprint analysis). The Sheriff office is currently developing a canine unit.

Plans exist to upgrade several facilities. In 2003, a joint effort to develop an interoperability plan was initiated between other county and local jurisdictions. The plan includes improving radio coverage; ensuring communication with all other agencies; decreasing reliance on telephone cable; and upgrading to digital equipment by 2008.¹¹ Video cameras will also be added to patrol cars within the next 10 years. New cameras for crime scene investigations and specialized equipment for latent prints examination are also budgeted in future fiscal years.

Recently the Waushara County Sheriff's Department has initiated a TRIAD program to educate and raise senior and retired citizens' awareness of safety related issues. The TRIAD meets monthly and includes a different topic or issue at each meeting.

Correctional Facilities

According to the Wisconsin Adult Jail Report 2002, total adult admissions to state jails increased by 62.8 percent since 1992.¹⁴ In more recent years (2001-2002), admissions increased by 2.3 percent at the state level, while they decreased by 14 percent in Waushara County.

The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. Since the average length of stay has increased to 64 days, ADP rates have also risen.¹⁴ Generally, when the ADP reaches 80 percent of maximum capacity, the facility is considered to be overcrowded. Setting the standard below maximum capacity allows for flexibility in managing seasonal populations, weekend arrests, and other special situations.¹⁰

¹³ *Waushara County Sheriff Department Annual Report, 2003.* Waushara County Sheriff Department.

¹⁴ *Wisconsin Adult Jail Populations, 2002.* Office of Justice Assistance.

The **Waushara Huber Facility** is located in Wautoma. The facility is housed in the former county jail on Park Street and has a maximum capacity of 36 inmates. Inmate populations for the Huber facility fluctuate seasonally.

The **Waushara County Jail** is located in Wautoma. The current facility was opened in January 2000 and has a maximum capacity of 153 inmates. The jail employs 29 security staff and other employees. In 2002, the ADP of the facility was 135 inmates (88.2%).

The **Redgranite Correctional Institution** is located in the Village of Redgranite. This facility is situated north of downtown and west of CTH EE on an 89-acre parcel. This medium security facility was opened in January 2001. With recent expansions, the prison has a maximum capacity of 990 inmates. Currently, the facility is over capacity with 991 inmates.¹⁵ The prison employs 182 security staff and 94 other employees.

Given the rapid increase in jail inmate populations in Wisconsin, several counties have expanded their facilities since 2002. The elevated ADP rates indicate that both the Redgranite Correctional Institution and the Waushara County Jail are over-crowded. Although there are no plans for future expansions, it may become necessary if inmate populations continue to rise. Alternatively, it may be possible to transfer some Waushara County inmates to other facilities in the state.

Fire Protection

There are 11 separate fire districts or departments that operate in Waushara County. Four fire departments or districts provide protection for the communities within this cluster. These departments or districts are the Wautoma Area Fire District, Wild Rose Fire District, Neshkoro Fire Department, and the Redgranite Area Fire District. The county has a strong mutual aid response system in place that is working well to provide service to the residents of the area.

The **Wautoma Area Fire District** serves the entire Town of Dakota, part of the towns of Marion and Wautoma as well as parts of other surrounding towns outside of the cluster. The Fire District facility is located on Fair Street in the City of Wautoma and employs 35 volunteer fire fighters. The fire department operates three front line pumpers, one 100-foot aerial ladder truck, two tankers with 3,500 gallon capacity, three brush trucks, one portable pump truck, a command post van, and a rescue squad. The building is about six years old and should be adequate to meet the needs of the area for the next 20 years. Besides providing space for equipment, the building also accommodates a meeting hall and office space for the fire chief. Response time varies from 5 to 10 minutes.

The **Wild Rose Fire District** serves the northeast corner of the Town of Wautoma, as well as the surrounding towns and municipalities. The District also has mutual aid agreements with departments in Portage (Town of Almond) and Waupaca (City of Waupaca) counties. The Fire District is located on Main Street in the Village of Wild Rose. There are 32 volunteer fire fighters who respond to both fire and rescue calls. The fire district operates two fire engines, two tankers, two brush trucks, and a 6x6 tanker for brush fires. The fire district also has an equipment utility truck and a suburban which are used for rescue calls. Specialized equipment includes the "jaws of life" and air bag extraction equipment. Response times for calls vary from 5 to 10 minutes.

¹⁵ *Offenders Under Control Report*, 2005. Wisconsin Department of Corrections.

The Wild Rose Fire District operates a Cadet training program. This specialized program provides real-world training to individuals age 13 to 17 who are interested in a career in firefighting or becoming a volunteer firefighter. Cadets are allowed to ride along and participate in regular training drills. Currently, 15 cadets are gaining exposure to firefighting techniques.

The Wild Rose Fire District has several expansion plans in place. Within three years, the Wild Rose Fire District will outgrow its existing facilities. The headquarters will be relocated to a new building in the Wild Rose Industrial Park.

The **Neshkoro Fire Department** serves the portions of the Town of Marion which are south of CTH YY, as well as the surrounding towns and municipalities. The facility is located on Main Street in the Village of Neshkoro (Marquette County). There are 27 volunteer fire fighters who respond to both fire and rescue calls. The Neshkoro department owns eight vehicles including a 1,250 gallon engine, a 2,500 gal triple combination engine-tanker-hydraulic jaw, a 2,200 gallon tanker, a 1,500 gallon combination engine-tanker, a medical rescue surburban, a 250 gallon brush truck, and a Polaris 6X6 Ranger ATV used for wilderness rescues.

The fire department also has ten trained first responders. Response times for both fire and rescue calls average 7 to 12 minutes. Neshkoro first responders often arrive at the scene of a call in southeastern areas of the Town of Marion before the Waushara County EMS.

The current fire station allows room for future expansion. As such, no plans exist for either expansion or relocation. With the exception of a 1970s brush truck, all vehicles are less than 10 years old. The fleet is well maintained and does not require replacement within the planning period.

The **Redgranite Area Fire District**, formed on July 1, 2005, serves the Village of Redgranite and parts of the surrounding towns, including the eastern part of the Town of Marion. Located at 135 E. Bannerman in the Village of Redgranite, the fire department shares a building with the village administration offices and the police department. The building was constructed in 1996-1997. The fire district has recently purchased the building and will be taking over the entire space when a new Village Administrative Building is completed. Currently, the department has two separate offices plus garage space. Personnel include 30 volunteers, a part-time chief and 8 certified first responders. The fire department owns eight vehicles, including a ladder truck, two pumpers, two tankers, a brush truck and the Jaws of Life. Response time averages about 10 minutes and the residents are satisfied with the level of service that they receive.

The Insurance Service Office (ISO) of Wisconsin through the use of the Grading Schedule evaluates the adequacy of fire protection within the state for Municipal Fire Protection. The schedule provides criteria to be used by insurance grading engineers in assessing the physical conditions of municipalities relative to fire hazards and rating municipalities' fire defenses. Ratings obtained under the schedule are widely used to establish base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that a municipality should provide, reports of evaluation results published by its Municipal Survey Office generally outline any serious deficiencies found through the evaluation. Over the years, these findings have come to be used as a guide to municipal officials planning improvements to local fire protection services.

The grading is obtained by ISO based upon its analysis of several components of fire protection, including fire department equipment, alarm systems, water supply systems, fire prevention programs, building construction, and the distance of potential hazard areas from the fire station. In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of 1 to 10, with a 1 representing the best protection and 10 representing an essentially unprotected community. Many towns and villages in the more rural counties within the region typically have ratings of class 8 through 10. The following table 6-4 indicates the 2002 ISO rating for the above fire departments and districts.

Table 6-4. ISO Ratings

Fire Dept.	ISO Rating
Wautoma Area Fire District	5,5/9
Wild Rose Fire Dept.	8,8/9
Neshkoro Fire Dept.	9,9/9
Redgranite Fire Dept.	5,5/9

The standards for fire station location utilized by the National Board of Underwriters are given in Table 6-5. These standards are based on the density of development in the station service area. Since the towns constitute a relatively low-density rural area, a four to six mile service radius is the recommended standard.

Table 6-5. Recommended Density/Distance Standards for Fire Protection

Land Use	Suggested Service Radius	
	Engine or Pumper Company	Ladder Company
Commercial/Industrial	.75 - 1.0 miles	1.0 miles
Res. Med./High Density (<100' bet. Structures)	2.0 miles	3.0 miles
Res. Scattered (>100' bet. Structures)	3.0 - 4.0 miles	3.0 miles
Res. - Rural Low Density	4.0 - 6.0 miles	-

Source: 1988 Small Town Planning Handbook, American Planning Association, p123

Health Care Facilities/Emergency Medical Services

Within the area, there are five health care clinics. These include the Aurora Health Center (126 E. Bannerman Avenue) and Redgranite Medical Clinic (402 Preston Lane) in the Village of Redgranite; and the Aurora Health Center (E. Division Street), C H N Internal Medical Clinic (STH 22), and Family Health and Dental Center (400 S. Townline Road) in the City of Wautoma. Although there are no hospitals within the immediate area; four hospitals located within a half hour drive are utilized by area residents. The four General Medical-Surgical hospitals are Mercy Medical Center in Oshkosh, Aurora Medical Center in Oshkosh, Berlin Memorial Hospital in Berlin, and Wild Rose Community Memorial Hospital in Wild Rose. Table 6-6 indicates which hospitals are used by the residents of the various communities as well as the approximate

distance between the hospital and the municipality. Table 6-7 gives general information about the area hospitals.

Table 6-6. Distance to Hospitals (Miles)

	C. Wautoma	V. Redgranite	T. Dakota	T. Marion	T. Wautoma
Aurora Medical Center	37	27	40	30	40
Mercy Medical Center	40	30	43	33	43
Wild Rose Comm. Mem.	8	18	11	13	5
Berlin Memorial	22	12	18	13	25

Table 6-7. Area Hospitals, Level of Service

	Aurora Med. Ctr. *	Mercy Med. Ctr.	Wild Rose Comm. Mem.	Berlin Memorial
Beds		172	27	49
Adult Med-Sur, Acute		1	1	1
Orthopedic		2	2	2
Rehab & Phy. Med.		1	2	5
Hospice		4	2	5
Acute Long-Term		4	5	5
Other Acute		5	5	5
Pediatric, Acute		2	2	2
Obstetrics		1	5	1
Psychiatric		1	5	5
Alcoholism/Chem. Dep.		4	2	5
ICU/CCU:				
Med.-Sur.		2	5	2
Cardiac		2	5	2
Pediatric		2	5	2
Burn Care		2	4	5
Mixed IC		1	5	1
Step-Down (Sp. Care)		2	5	5
Neonatal Interm/IC		4	5	5
Other		5	2	5
Subacute		1	2	5
Other Inpatient		5	5	5

Note: 1=Provided-Distinct Unit, 2=Provided-Not Distinct, 3=Available in Network, 4=Contracted, 5=Service Not Provided. * No information available

Source: 2002 Wisconsin Hospital Guide, Wisconsin Department of Health & Family Services.

Emergency medical services for the entire area are provided by the Waushara County EMS. EMS administrative offices are located at 230 W. Park Street in Wautoma and provide municipal county ambulance service. The department also operates a permanent service center in Poy Sippi and alternating service centers in Coloma and Plainfield. The district service centers are located within the fire departments in each community. Both the Coloma and Poy Sippi service centers have live in crew quarters for staff.

The agency provides 24-hour service for emergency calls. Although the department owns five ambulance rigs, only four are in active service at any given time. Two rigs are located in the City of Wautoma, and one rig is housed in Poy Sippi. One rig alternates between Plainfield and Coloma. Two emergency response paramedic unit SUVs are also operated for rescues within rough terrain.

All 80 full-time and part-time staff members are certified EMTs. The Wautoma Division provides intermediate/basic man defibrillations with advanced airway, while the Poy Sippi Division provides basic AED with all skills.

Response time varies and depends on where the ambulance is located and where the service is required. Generally, however, response time within the City of Wautoma is about three to five minutes. Response times in the towns of Dakota, Marion, and Wautoma average between five and ten minutes, while the response time in the Village of Redgranite may be from eight to twelve minutes.

Since the EMS headquarters share facilities with the Department of Human Services, preliminary plans have been made to relocate the headquarters to a new location; no specific sites have been determined. Preliminary plans have also been drafted to remodel the Plainfield district center. The EMS Department constantly updates medical rescue equipment such as defibrillators, monitoring equipment, and extraction devices. Vehicles are replaced on a regular basis. Two new ambulances were be added to the fleet in June 2005.

The various fire districts within the county also have First Responders on staff that can assist with basic and advanced medical emergencies. Depending on the location, First Responders are usually able to arrive at the emergency scene either ahead of the ambulance or at approximately the same time. The Town of Dakota has approximately 20 trained First Responders, and the Town of Wautoma has 10 fully trained first responders. Due to the proximity of County EMS staff, both parties arrive at approximately the same time in the towns of Dakota and Wautoma.

City of Wautoma residents are satisfied with the service, while Redgranite residents would like to see faster response times. However, within the village, First Responders are able to respond within 10 minutes and are licensed to use defibrillators.

Libraries

Residents within the area use one of two libraries. The Redgranite Public Library is located at 135 W. Bannerman in the Village of Redgranite, while the Wautoma Public Library is located at 410 W. Main Street in the City of Wautoma. The libraries are part of the WinneFox Federated

Library System. The federated library system is designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from the local municipalities and county, based on resident usage. Annual donations have also been made by the Town of Dakota. Any town, city or village resident has access to the materials in any county-supported library within Waushara County. Besides other services listed below, the libraries offer their patrons Internet service. Table 6-8 provides relevant information for the Redgranite and Wautoma Public Libraries.

Table 6-8. Public Library Statistical Data

	Redgranite	Wautoma
Municipal Population	2011	2110
Total Service Population	2133	9590
Volumes Owned	13,836	16,007
Periodical Titles	59	91
Audio Material	650	1,434
Video Material	828	2,621
Collection Size	15,309	20,062
Hours Open/Week	24	50
FTE Staff	0.81	2.98
Material Expenditures	\$2,403	\$24,226

Source: Public Library 2003 Statistical Data, www.dpi.state.wi.us

Service targets for libraries are based on quantitative standards contained in the Wisconsin Public Library Standards. These standards are based on the population served and vary for a community in regard to municipal population versus total service population. For the Village of Redgranite, there is little difference between municipal population and service population. Therefore, based on a municipal population of 2,011 people and the above items, the Redgranite library provides less than a basic level of service in the areas of staff, volumes owned, hours of operation, material expenditures, and collection size. However, in the area of audio and video, the library provides between moderate to an enhanced level of service.

For the City of Wautoma, there is a large difference between the municipal population and the service population. The service population usually comes from the surrounding area and, in the case of the Wautoma library, many people rely on the Wautoma library to supplement the smaller libraries throughout the county. Therefore, looking strictly at municipal population, the library is doing a fine job of providing service to the residents of the city, providing less than basic service for only the number of volumes in print. However, considering the total service population, the library falls short in the areas of staff, volumes held in print, periodicals, material expenditures, and total collection size.

Education

Primary and Secondary Education

The area is served by four different public school districts; Wautoma Area, Berlin Area, Wild Rose and Westfield. The bulk of the area is served by the Wautoma Area School District,

including all of the City of Wautoma and Village of Redgranite. Exceptions include the southeast corner of the Town of Dakota and the southwest corner of the Town of Marion, which are included in the Westfield School District; the northeast corner of the Town of Wautoma, which is included in the Wild Rose School District; and the southeast corner of the Town of Marion, which is part of the Berlin Area School District.

Wautoma Area School District

The Wautoma Area School District operates three schools within the City of Wautoma and one elementary school in the Village of Redgranite. According to the district, enrollment is declining at all schools; there are no planned additions or renovations to any of their schools at this time. Therefore, due to declining enrollment and school capacities, it is anticipated that the schools will be able to continue to serve the area's enrollment for the foreseeable future. However, it may be necessary to provide updates at the schools in the future based on technological advances.

District administrative offices, built in the 1920's or 30's, are located at 556 S. Cambridge Street in Wautoma. The district's bus garage was built around 1975 adjacent to the administrative offices. The Wautoma High School (grades 9-12), home of the Fighting Hornets, is located nearby at 514 S. Cambridge Street. Built in 1968, the school was remodeled in 1996 and 2002. In 1996, basic renovations were made to the McComb/Bruchs Performing Arts Center and a new library was constructed. The 2002 renovations included a new band room and main gym. Riverview Elementary School (pre-k thru 3) was built in 1960 and is located at 525 S. Water Street in Wautoma. Additional classroom space was added in 1993 and in 2000 a new gym was constructed and general classroom renovations were made. Parkside School (grades 4-8) was built in 1993 and is located at 300 S. 16th Avenue on the west side of the city. No renovations have been made to this school. The Redgranite Elementary (k-5) was built around 1956 and is located within the village at 513 Bonnell Avenue.

Westfield School District

The Westfield School District operates a total of six schools; the Pioneer Westfield High School/Middle School (grades 9-12/7-8, Westfield), Oxford Elementary School (k-6, Oxford), Westfield Elementary School (pre-k thru 6, Westfield), Neshkoro Elementary School (k-6, Neshkoro) and the Coloma Elementary School (k-6, Coloma). Students within the portion of the towns of Marion and Dakota who live within the Westfield School District attend the Neshkoro Elementary School, the Pioneer Westfield Middle School and High School. All schools are being maintained by the district. With the exception of a planned athletic building at the high school/middle school site, no other improvements are planned at this time. According to the district, enrollment has remained stable or declined in all of the elementary schools. Therefore, it is anticipated that the schools will be able to continue to serve the area's enrollment for the near future. However, it may be necessary to provide updates at the schools in the future based on technological advances.

The Westfield Pioneer Middle School and High School, along with the district offices are located at N7046 CTH CH in Westfield. The high school, home of the Pioneers, was built in 1999. In 2002, a middle school addition including classrooms and office facilities were added. The schools share a common gym, auditorium, cafeteria, and athletic fields while maintaining

separate office and classroom space. The district plans on constructing an athletic building that will be used for storage and classroom space by both schools. The Neshkoro Elementary School is located at 114 E. Park Street in Neshkoro. This school is older and was remodeled about 10 or 15 years ago. Currently the school has an enrollment of about 73 students. While the elementary school has been seeing a decline in enrollment, there are no plans to close this school at this time.

Berlin Area School District

The Berlin Area School District's administrative offices are located at 295 E. Marquette St. in Berlin. The district operates a total of four schools; the Berlin High School (grades 9–12 Berlin), the Berlin Middle School (grades 6-8, Berlin), Clay Lamberton Elementary (k-5, Berlin) and Poy Sippi Elementary, (k-4, Poy Sippi). Students from the Town of Marion who live within the Berlin School District attend the Clay Lamberton Elementary School, the Berlin Middle School, and High School.

The Berlin High School was built in 1996 and is located at 222 Memorial Drive in Berlin. Enrollment has remained steady in recent years and the building has excess capacity. There are no planned upgrades at this time. The Berlin Middle School is located at 289 E. Huron Street in Berlin. The school originally served as the high school and was designated as the middle school in 1997, when the new high school was completed. According to the district, the school is nearing capacity; at this time, however, the district has no plans to expand the facility. The Clay Lamberton Elementary School was originally built in 1962 with additions constructed in both 1989 and 1992. The school, which is located at 259 E. Marquette Street in Berlin, also houses the district swimming pool. According to the district, the school has been seeing declining enrollment in recent years. Due to declining enrollment and the capacity of the building, this school should adequately meet enrollment needs of the district for a number of years. However, it may be necessary to provide updates at the school in the future based on technological advances. The Poy Sippi Elementary School, built in 1962, is located at W2194 Liberty Street in the unincorporated community of Poy Sippi. In 2000, classroom space was added. This school is experiencing decreasing enrollment and should be adequate to meet the needs of the district for a number of years. However, it may be necessary to provide updates at the school in the future based on technological advances.

Wild Rose School District

The Wild Rose School District operates a total of four schools; the Wild Rose High School/Middle School (grades 9-12/6-8, Wild Rose), Wild Rose Elementary (pre-k thru grade 5, Wild Rose), and the Pleasant View Elementary School (k-5, Pine River). Students within the portion of the Town of Wautoma who live within the Wild Rose School District attend the Wild Rose Elementary School and the Wild Rose High School/Middle School. The district is currently seeing a declining enrollment at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the area's population for the near future. However, it may be necessary to provide updates at the schools in the future based on technological advances.

The Wild Rose High School and Middle School, along with the district offices, are located at 600 Park Avenue in Wild Rose. The school, home of the Wildcats, sits on the site of the former

three story school building, which was built in 1902 and housed all 12 grades. Additions (small gym) and other renovations were made to the school in 1936 and again in 1952, when classroom space was added. In the summer of 1969, the original school was razed. A referendum was approved by voters in 1996, and major renovations along with classroom space were completed at the school. Since 1996, no additions have been made to the school and none are currently planned. While separate classroom areas are provided for the middle and high school students, the students do share a common area for music, art, shop, and home economics. In addition to the shared specialty classroom areas, students also share a common gym, auditorium, administrative offices and athletic fields. Besides major renovations to the district high school and middle school, voters also approved the construction of a new grade school in 1996. The Wild Rose Elementary is located at 825 Mt. Morris Street in Wild Rose.

General information about the Wautoma Area, Westfield, Berlin and Wild Rose School Districts are shown below in Table 6-9.

Table 6-9. School Districts, 2003 – 04 School Year

Category	Wautoma Area	Westfield	Berlin Area	Wild Rose
Total Enrollment	1,592	1,355	1,742	752
PreK - 8	1,076	890	1,151	524
9 - 12	516	465	591	228
Student/teacher Ratio	*	*	*	*
Valuation per Student	\$468,127	\$530,632	\$292,943	\$708,000
Expenditure/Student	\$6,990	\$7,912	\$8,321	\$9,000

* Staffing data unavailable

Source: Basic Facts About Wisconsin's Elementary and Secondary Schools, 2003-2004.

Wisconsin Department of Public Instruction.

WWW.dpi.state.wi.us/dpi/dfm/sfms/basicpdf.htm

Institutions of Higher Education

The area does not contain any institutions of higher education. However, UW-Oshkosh (Oshkosh), UW-Stevens Point (Stevens Point), and Ripon College (Ripon) are within an hour's drive of the area.

Vocational Technical Colleges

The state is covered by 16 multi-county vocational technical and adult education districts, which are organized on a regional basis and financed primarily by local property taxes. These districts tend to follow school district boundaries rather than county lines. While the planning area is included in three districts, the majority is included in the Fox Valley District (Appleton and Oshkosh). The Madison Area Technical College includes a small portion in the southwest corner of the Town of Dakota, while a small portion of the southeast corner is included in the Moraine Park District (Fond du Lac). Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.

Community Theaters

The McComb/Bruchs Performing Arts Center is located adjacent to the Wautoma High School. The theater schedules a diverse calendar of events throughout the year including musical concerts, talent shows, the Wautoma Queen Pageant, and theatrical performances. Audiences are attracted from throughout Waushara County and central Wisconsin. The general public can rent the facilities for private events.

Other Municipal Buildings

City Hall/Maintenance Facility

The Wautoma City Hall/Maintenance facility was built about 63 years ago. Besides housing city records, this building provides office and meeting space for city officials and functions. The city maintenance facility is located in the rear of the building and includes a secure fenced-in area. Routine maintenance of city streets, parks and other public areas, including snowplowing is provided by city employees. City maintenance equipment includes a loader, plows, jetter, sweeper, and lawn mowers. This building, while older in age, has served the city well and will continue to meet the needs of the city for years to come.

Village Hall/Maintenance Garage

The Redgranite Village Hall, located at 135 E. Bannerman Avenue, was constructed in 1996-97. This facility not only houses village administrative offices but also the Redgranite Fire and Police departments. The facility accommodates a meeting and conference room and a separate area for village administrative services. The Village board meets on the third Tuesday of the month. The Redgranite Area Fire District has recently purchased the entire building. The Village currently rents space from the district and is looking at constructing a new building behind the existing one.

Village crews, consisting of one full-time and two part-time employees, provide snowplowing and routine maintenance of village streets, parks and other public areas. Village equipment includes snowplows, two riding lawn mowers, brush and yard trimming equipment and a tractor with bucket. All equipment is stored at the village garage on Warren Street. The maintenance garage was constructed in the 1960's; it contains a small office and open yard for equipment storage. Besides maintenance, the building is used as a distribution center for the food "share" program, which provides discounted food to needy residents. The village is outgrowing this facility and needs additional space, as well as storage area for sand/gravel and a salt shed. Since the Village is in need of more room, it is anticipated that something will be done within the next five years. No discussion of a new site has taken place at this time.

Town Halls/Maintenance Garages

Town of Dakota

The Town of Dakota opened its new town hall in May 2005. The building is located south of Wautoma on STH 22 near Meilke Lake and is open to town residents for special events. Elections and town meetings, including town board meetings which are held on the second

Monday of the month, are also held here. In addition, the building houses the town records and provides office space for town officials. The town does not operate a maintenance garage.

Town of Marion

Marion's Town Hall is located on CTH Z north of its intersection with CTH F in the Spring Lake area. The building was completed in 1997. Offices of elected officials are located on site as well as storage for town records. No plans exist for expansion within the next 20 years. The town does not own a maintenance garage; all services are contracted with a private entity.

Town of Wautoma

The Town of Wautoma does not have a town hall. Instead, town board meetings are held on the first Tuesday of the month at Parkside School in Wautoma. Town residents vote in the Wautoma City Library. These conditions are expected to change when a planned town hall is constructed. The Town recently purchased a parcel of land on Brown Deer Road near STH 22 and is currently working with a consultant to design a new town hall. Construction is expected to be completed within three years.

Town records are stored in several locations. Records used on a regular basis by the town chairman, clerk, and treasurer are stored at their respective residences. All other records are stored in a rental unit owned by the town. Once construction is completed, all records will be maintained at the new town hall.

The town does not have a maintenance garage. All maintenance responsibilities such as snowplowing are contracted with a private company.

Parks and Recreation

The Waushara County area is a popular recreational retreat. Waushara County's natural resources and outdoor recreational facilities provide a wide range of active and passive recreational activities. The abundance of natural lakes, forests, parks, recreational trails, and other amenities provide year-round recreational opportunities.

Parks

Waushara County

Waushara County's park system is comprised of 15 sites containing a total of 761 acres. The county park system is considered to primarily provide active recreational opportunities. County facilities found within the area are described below.

Bannerman Trail supplies about seven miles of linear recreational opportunities for hikers, bicyclists, and snowmobilers. The trail utilizes the abandoned railroad right-of-way that once linked the quarries of Redgranite and Lohrville with the nation's rail system. The trail extends from the south side of Bannerman Avenue in downtown Redgranite to STH 73 north of Neshkoro. Gates have been installed at road crossings to prevent unauthorized vehicles from

gaining access to the trail. Waushara County has expressed an interest in working with the Village to pursue opportunities to provide off-street parking near the Redgranite trailhead.

Flynn's Quarry County Park is located on the Bannerman Trail in the Town of Marion. This 40-acre site and the nearby 48-acre West Point tract in the Village of Lohrville surround former granite quarries. Because of vandalism, underage drinking, after hours use, and similar problems, and the difficulty in policing these activities, the County has taken steps to discourage further public use of these two sites. Nonetheless, the near-vertical walls that surround the deep quarry ponds make these sites two of the county's most unique recreational properties. Flynn's Quarry, the more accessible of the two sites, features remnants of former mine buildings and it is claimed that a number of abandoned artifacts can be found on the floor of the ponds. While the steep rock walls and deep ponds create some safety problems, cliff diving and scuba diving have historically been unique recreational experiences enjoyed by visitors to both sites. The County has in the recent past leased the sites to local dive clubs, benefiting both the dive clubs and the County. The presence of the dive clubs has been judged to be effective in monitoring activities at these sites.

Lake Alpine County Park is a 17-acre facility located in the Town of Marion. Lake Alpine has a shelter, restrooms, playground equipment, picnic facilities, and volleyball courts. A boat ramp access provides excellent fishing opportunities. A portion of the shoreline is used for swimming. Improvements to the dams and dike rip-rapping were undertaken several years ago. Parking is considered generally adequate while the restrooms are considered inadequate.

The **Waushara County Fairgrounds** are located on a 35-acre parcel near the industrial park in the City of Wautoma. The fairgrounds include the typical complement of livestock, exhibition, and concession buildings. The grandstands, with its upgraded seating, front a half mile dirt track, which is used for harness racing. Other facilities available include picnic tables, restrooms, shelters, and drinking water. Among the more recent improvements are perimeter fencing, a new show ring, and a livestock building.

The **Waushara County Shooting Range** is located on a five acre parcel on CTH C in the Town of Wautoma. The county has a land use agreement with the WDNR to maintain the parcel as a public shooting range. Facilities include five shooting stations (three different distances) with rear bunkers. Lateral bunkers would be needed to bring the range up to safety standards. The entrance road from CTH C requires routine grading. Short-term staffing has been explored and should be looked at on an annual basis.

City of Wautoma

Bird Creek Park, occupying 40 acres in the western portion of the community, is Wautoma's most important and heavily used park. The park is bounded by STH 21 on the south, 16th Avenue on the west, River Street on the north, and the Wautoma High School property on the east. Bird Creek flows through the park. Facilities include one lit and two unlit softball diamonds with accompanying bleachers, tennis courts, picnic equipment, and a variety of playground equipment. Structures include several shelters, restrooms, a concessions stand, and storage buildings. A recreational nature trail is located in the park.

Library Park is located on the millpond between the library and the Waushara County World War II Memorial Building. Facilities at this 0.8-acre site include a limited amount of playground equipment, benches, picnic tables, and a municipal parking lot. The millpond attracts mallards, geese, and other wildlife.

Sandcrest Park is located immediately east of the Waushara County Fairgrounds. This 17 acre facility has been extensively developed for active recreational uses. Facilities include baseball diamonds, basketball courts, volleyball courts, a skateboard park, a 9-station fitness course, shelters, restrooms, drinking fountains, and parking areas. The 2.3-acre wetland area offers the potential for an ice skating pond.

Veterans Park, a 0.2 acre site located adjacent to Library Park on the northeast corner of Main and Waupaca Streets, provides the setting for the recently constructed World War II Veterans Museum. The site's attractive landscaping features a World War II artillery piece .

Wautoma Wetlands Park is located south of Main Street along the west bank of the White River. This 1.4 acre facility has an extensive boardwalk network with interpretative signage. An adjacent municipal parking area makes this park a focal point of downtown Wautoma. Severe damage to the boardwalks resulted when the river recently overflowed its banks.

Woman's Club Park is located immediately south of the Wautoma Wetlands Park on Elm Street. This landscaped area is utilized for passive recreation. Visitors can picnic on the benches and tables.

St. Joseph's Ballpark is located north of the high school on the west side of Wautoma. This four acre site contains a softball field, basketball court, volleyball court, and two soccer fields.

Village of Redgranite

East Side Park is located in the eastern portion of the village and is bounded by Division Street on the north, Wood Street on the east, Main Street on the south, and Thackery Street on the west. On-street parking is adequate except when the park hosts major community events. Existing facilities on this 4.6 acre site include two fenced softball diamonds, a sand volleyball court, shelter, restrooms, picnic and playground equipment, and horseshoe courts. The ball fields host Little League, T-ball, and other organized games. The local Lions Club maintains use of a storage structure through a long-term lease.

Redgranite Quarry Park is located near the Redgranite downtown on approximately 30 acres. The former quarry and its surroundings are owned by the village. The seven acre quarry with its steep walls makes the site one of the village's most unique assets. The quarry is used by scuba divers from throughout the state. Although presently undeveloped, the site has excellent potential for both passive recreational activities and trail development. To facilitate these activities, steps have been taken to maintain a path around the quarry. The quarry was the focus of a recent senior project by a student from the University of Wisconsin, Department of Landscape Architecture. His presentation included a number of proposals for improving the quarry environs, making the quarry a viable tourist attraction which could ignite additional economic development in the village.

Downtown Park is located in the business district of Redgranite on STH 21. This 0.5-acre site, once the location of the old Redgranite-Lohrville High School, serves as a focal point for the downtown area and provides an important setting for community events. Facilities include a large pavilion with adjoining concessions stand, restrooms, picnic facilities, sitting areas, and playground equipment. The Women's Club maintains a small floral display. A red pump provides access to an artesian well. More than 15 children, along with artist Lee Bellin, recently completed a historical mural on the park shelter. The mural shows the Village at a time when the quarry was the busiest.

Willow Creek Park is a 10.4-acre facility located in the northwestern portion of the village. Since Willow Creek is a Class I trout stream, this facility provides excellent fishing opportunities. Primary recreational facilities include a baseball field, shelter with restroom facilities, tennis courts, and a concessions stand. The ball diamond serves as the home field of the Redgranite Quarriers, a local amateur team. Erosion control devices were recently installed around the creek.

Town of Dakota

The Town of Dakota has a limited amount of open space associated with its new town hall on STH 22 adjacent to Meilke Lake. This attractive site served as a former wayside and offers picnic facilities which can be used by passers-by. Dakota residents can rent out the town hall for special occasions and gatherings. The Town also maintains a village green at the intersection of CTH JJ and CTH Y in the unincorporated village of Dakota. The green is a popular picnicking spot for area residents.

Town of Marion

Little Hills Lake Park, located on the southeast shore of Little Hills Lake, is a former county park that was transferred to town ownership in 2002. Facilities at the 3.0-acre site include a boat ramp, restrooms and picnic tables. Excellent fishing opportunities await visitors.

A small wayside is located on STH 21 west of CTH S. Travelers can utilize the picnic facilities and enjoy Willow Creek.

Town of Wautoma

The Town of Wautoma has no town park facilities. Plans exist to develop a park adjacent to the new town hall when it is completed.

According to the National Park and Recreation Association, local communities should provide 10 acres of park and open space for every 1,000 residents.¹⁶ Generally, smaller communities such as those in the Group D study area may require more acreage if all recreational needs are to be met. This is particularly the case when a community, such as the City of Wautoma, is expected to provide recreational opportunities not only for its residents, but also for residents of the surrounding area and a sizable number of visitors.

¹⁶ Recreation, Park, and Open Space Guidelines. 1990. National Park and Recreation Association.

These standards suggest that Wautoma's present acreage need is 20 acres. This figure is expected to remain relatively constant through 2020. With over 100 acres of park and open space, the City of Wautoma has adequate park and recreational land to meet existing and projected needs. The Village of Redgranite also has adequate park and recreational land to meet these standards. The Town of Marion far exceeds this standard due to the presence of several county parks. The towns of Dakota and Wautoma, on the other hand, do not meet this standard. Emphasis may be needed on developing recreational parks within the towns.

Lakes

Many significant lakes can be found within the area. The lakes provide a diversity of recreational opportunities including boating, swimming, and fishing. Many of the lakes within the area have public access.

City of Wautoma

The **Wautoma Millpond** is a 35-acre impoundment located in the City of Wautoma. Library park provides walk-in access; however, there are no developed boat launch facilities on this lake.

Village of Redgranite

The **Redgranite Quarry** encompasses 7 acres. Walk-in access is available for recreational purposes on the village-owned park.

Town of Dakota

Witters Lake is located just south of the Wautoma Municipal Airport on Witters Dr. This lake encompasses approximately 51 acres. Facilities include a public boat landing and parking area at the northeast corner of the lake off of Witters Drive. Walk-in access is also available from Meilke Way Road. Both access points are maintained by the town. There are no plans to expand the facilities at this time.

The **White River Flowage**, a 133-acre impoundment of the White River, is located on the eastern edge of the town. Two public boat ramps with parking are located on the east shore of the impoundment. One is located on Pine View Drive; the other on White River Trail. Both boat ramps are maintained by the town. The WDNR maintains a public walk-in access off South White River Road.

Meilke Lake is located on STH 22. Walk-in access to the lake is available at the town hall site.

Bass Lake, a State Natural Area, has walk-in access.

The following lakes within the town do not have public access: Lucky (Fratzke) Lake, Pickerel Lake, and Wilcox Lake. There are also several unmanned lakes in Dakota that do not have public access.

Town of Marion

Irogami (Fish) Lake is located in the northwestern corner of the Town of Marion. It covers 289 acres and has three public access points. Two boat ramps are located on the south side of the lake on Irogami Trail. Both ramps are maintained by the town. Walk-in access is available from STH 21 on the south side of the lake and is maintained by the state.

(Big) Silver Lake is located immediately south of Irogami Lake. The lake spans 328 acres and offers three public access points. There is a boat landing on the northwest corner of the lake on STH 21. The other two boat launch facilities are on the southern shore of the lake, one near the intersection of STH 73 and CTH F and the other on Silver Lake Road on the southeasterly most area of the lake. Two walk-in access points are also located on Silver Lake Lane. All public access points are maintained by the town.

Deer Lake is less than ½ mile southeast of Silver Lake. One public boat ramp is located on the northern half of the lake on Deer Ridge. Walk-in access is available on Cree Avenue. Both access points are maintained by the town. The 15-acre lake offers excellent fishing opportunities.

Little Hills Lake is immediately east of Deer Lake. The lake spans 81 acres. The Town of Marion operates a public boat landing at its park near the intersection on 21st Street. Walk-in access is also available on Cree Avenue. Both access points are maintained by the town.

Lake Alpine is located on 22nd Avenue in the northwestern corner of Marion. A public boat ramp within the county park allows access to this 66-acre lake. Several improvements make this lake a popular recreational site.

Lake Lucerne is located in west central portion of the Town of Marion. A public boat ramp located on 20th Lane offers public access to this 48-acre lake.

Spring Lake is located in the southeastern portion of the Town of Marion. Two public boat ramps are found on the 71-acre waterway. One is located on the southwestern edge of the lake on Holiday Lane; the other is located on the northeastern shore off Spring Lake Estates Drive. Walk-in access is also available on Windwood Drive. All access points are maintained by the town.

Squaw Lake is a 5-acre water body located southwest of Silver Lake. Walk-in access is available at the intersection of Indian Mounds Circle and Chicago Avenue. The access point is maintained by the town.

Walk-in access is available but discouraged at both **Flynn's Quarry** and **West Point Quarry**. The county allows scuba diving clubs to utilize these facilities for training exercises.

The following lakes do not have public access: Bannerman Lake, Cedar Springs Lake, Hayes Lake, Hidden Springs Lake, Katy Lake, and Lohrville Quarry. There are also several unnamed lakes and quarries in the Town of Marion.

Town of Wautoma

Beans (Hensel) Lake is located in the northeastern portion of the town. This 22-acre lake has a public boat ramp on Beechnut Avenue. The ramp is maintained by the town. Motorboats are restricted from the lake.

Bughs Lake is located in both the towns of Dakota and Wautoma. A public boat ramp on Bughs Lake Road in the Town of Wautoma offers access to this 25-acre water body. As such, the Town of Wautoma maintains the facilities. No motor boats are allowed on the lake.

There is no public access to Little Beans Lake, Mud Lake, Round Lake, Turtle Lake, and Lake Wautoma. There are also several smaller unnamed lakes in the Town of Wautoma.

Church and Youth Camps

Waushara County has long been a popular area for churches and other organizations to develop camps and retreats for members and their children. Several of these facilities are located in the area.

Town of Marion

The **Lake Lucerne Camp and Retreat Center** is a 538-acre year-round facility located on CTH YY. The camp is operated by the Wisconsin Conference United Methodist Church for youth and adult ministry programs. Facilities include a ropes challenge course, recreational ball fields (soccer, softball, volleyball, etc.), recreational trails, mountain bikes, cross country skiing, a chapel, a dining hall, five winterized cabins, offices, and multi-purpose buildings. Waterfront facilities offer access to Lake Lucerne.

Camp Webb is located on STH 21. The Episcopal Diocese of Milwaukee operates and maintains the 135-acre camp for youth ministry activities. Facilities at the camp include two general purpose lodges, offices, three winterized cabins, approximately 40 summer cabins, an archery range, a ropes "challenge" course, a playground, several lodges for specialized activities, an outdoor pavilion, and stables. Waterfront facilities offer access to Little Hills Lake. The facilities are available for rent to the general public throughout the year.

Town of Dakota

The Whiting Community Baptist Church owns a 67-acre parcel on Chicago Road northwest of the intersection with 19th Avenue. Church members utilize the site for camping retreats throughout the year. Some improvements such as buildings and electrical and water hookups have been made to the site.

School and Town Forests

The Wautoma High School grounds include several acres of a natural wooded area that adjoins Bird Creek and Bird Creek Park. A nature study/hiking trail is located on the property; the trail joins with the trail system in Bird Creek Park. Another small area of forest is maintained by the school near the intersection of STH 22 and Chicago Road in the Town of Dakota.

Campgrounds

A number of private campgrounds are located throughout Waushara County. These facilities occupy an estimated 250 acres and provide an estimated 1,750 camping sites.

The **White River Campground**, located on CTH YY in the Town of Dakota, offers 40 sites on five acres along the White River. Reservations are accepted from May to October. Amenities include water and electric hookups, showers, restrooms, a pumping station, boat rental, and fishing.

Snowmobile Trails

About 250 miles of state-funded snowmobile trails are available in Waushara County. The public trail network and interconnected privately maintained club trails are readily accessible to all portions of the county and link up with trails of surrounding counties as part of a statewide system. Most of the public trails operate on wintertime easements which cross private property. A notable exception is the previously discussed Bannerman Trail between Redgranite and Neshkoro. The private trails within the area are maintained by the Wautoma Snow Drifters in the Town of Wautoma and City of Wautoma. Other snowmobiling clubs within the area include Gone Snowmobiling (City of Wautoma), the Neshkoro EZ Riders, and the Wild Rose Sno-Rovers.

Sportsman's Clubs and Conservation Organizations

Over a dozen parcels in the county are owned by a variety of sportsmen's and conservation groups. These sites, which total an estimated 800 acres, accommodate a variety of uses including trap and other shooting ranges, hunting and fishing grounds, and other areas set aside for preservation.

Town of Dakota

The Wautoma Rod and Gun Club owns a parcel of land in the area immediately south of the City of Wautoma. A trap shooting range is located on the property. The Crystal Lake Sportsmen Club owns a parcel on CTH JJ along the Mecan River. This property is primarily utilized for hunting and other recreational purposes by club members.

Town of Wautoma

Pine Ridge Farms is a privately owned multi-purpose facility approximately two miles northwest of the intersection of STH 21 and STH 73. Guests can utilize the 3-D archery range, 10 station sporting clay range, recreational nature trails, or private snowmobile trails. In addition, guided hunts are offered for upland birds, turkey, and white tail deer on over 500 acres of diverse habitats. Guides also lead fishing expeditions to local trout streams.

Golf Courses

Two golf courses are located in the Wautoma area. The Waushara Country Club is a 27-hole golf course located on STH 21 east of the City of Wautoma. The Two Oaks North Golf Course is 18-hole course located on CTH F in the Town of Marion. The courses offer challenging opportunities for golfers of all skill levels. Both courses are open to the public.

Other Recreational Opportunities

This area is rich in trout fishing opportunities. Trout streams within the Town of Dakota include Bird Creek, Little Pine Creek, Lunch Creek, the Mekan River, and the White River. Trout streams within the Town of Marion include Sucker Creek, Willow Creek, and the White River. Trout streams within the Town of Wautoma include Bird Creek, Bowers Creek, and Soules Creek.

Post Office

Residents within the area use one of three post offices: the City of Wautoma Post Office, the Village of Redgranite Post Office or the Village of Neshkoro Post Office. The Wautoma Post Office is located on Main Street in the City of Wautoma. The post office serves the City of Wautoma and the towns of Dakota, Marion, and Wautoma; mail is also delivered to portions of the towns of Deerfield, Mount Morris, and Richford. The Village of Redgranite Post Office is located on Bannerman Avenue in the Village of Redgranite. It serves the villages of Redgranite and Lohrville and the Town of Warren. In addition, mail is delivered to portions of the towns of Leon and Marion. The Neshkoro Post Office is located on Main Street in the Village of Neshkoro (Marquette County). Mail carriers deliver to limited areas in the towns of Dakota and Marion.

To better serve postal customers, facility expansions may be needed at two of the post offices. Additional parking may be needed at the Wautoma Post Office. The Redgranite Post Office will be relocating to a larger facility within five years. The existing building, constructed of native quarried stone, is adjacent to the quarry and its preservation should be considered a valuable component of any effort to upgrade the quarry area and revitalize the downtown.

INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS

Economic Development

Rising health care costs directly impact a company's ability to compete in a global market. High quality, affordable, and accessible health care that is available to all residents is important to the vitality of the region. As the area's residents become older, the importance of healthcare will increase. Residents who live and work in healthy communities are more active, have fewer health problems, and are more productive. Studies have shown that productivity for working parents increase if they have access to safe, reliable, quality daycare for their children.

A vital, safe, clean and healthy environment is an economic draw for new industry and residents. It aids in the retention of existing residents and businesses. Parks or green space add to the local economy by maintaining or increasing property values; providing a place where

local citizens can socialize, play sports or relax; and promoting healthy active lifestyles that encourage physical activity. In addition, local parks and recreational facilities draw visitors to an area. These visitors spend money at local restaurants, motels and other businesses.

A good educational system has the ability to respond to an ever-changing job market, to educate or retain residents, and to form partnerships between businesses and schools.

Citizens, businesses and industries need accessible, reliable gas and electric services. To enable economic growth and open up new markets and opportunities for diverse and innovative services, access to fast, reliable, cost-effective, and cutting edge telecommunications must be available.

Housing

Preplanning can save municipalities time and money. Infill of housing units or reuse of existing buildings in areas that already have the needed infrastructure in place, such as streets, sewer, water, emergency services and schools, saves taxpayers the cost of extending these services to new areas.

Housing developments should be provided with infrastructure that promotes healthy community lifestyles. It is important that housing, businesses and schools be interconnected with a network of sidewalks, green space and parks to encourage active lifestyles. Schools, parks, and libraries should be located in or near existing residential areas within walking distance for both children and adults. Parks and green space not only promote more active lifestyles but may increase housing values in the area.

However economically expedient or convenient it may seem at the time, housing should not be located in floodplains, areas of high groundwater, or other areas that are susceptible to flooding. Not only does this ill-conceived practice increase insurance costs, but it may also increase the cost to install basements and on-site sewage systems.

Transportation

A well maintained, efficient and safe transportation network provides access for emergency service providers (police, fire and ambulance) and ensures a timely response. By incorporating pedestrian and bicycling facilities into the design of a transportation system, options other than the motor vehicle are made available and active healthy lifestyles that rely less on driving can be promoted.

The siting of a local park, recreational facility, school, library, solid waste or recycling facility may have an impact on the adjoining transportation network or facility. These facilities often result in additional vehicular and pedestrian traffic, increasing the likelihood that new roads, signalized intersections and pedestrian facilities will need to be built. The siting of facilities that attract birds and other wildlife, such as parks, solid waste or recycling centers, can adversely impact the safety of nearby transportation systems, including air traffic.

Agricultural Resources

Preplanned development leads to the efficient use of public infrastructure and reduces the extent of sprawl, which contributes to the consumption of the rural countryside. Educating local officials and citizens about local land use decisions and their implications for farming is essential if farmland and the ability to grow or raise food are to be preserved. Farmland losses are not just a local concern; if the food that we need to survive can not be grown in the United States, where will the food be grown and what will be the implications of going to a global food supply? Educating and training future farmers to manage efficient, cost-effective operations is needed in order to survive in this new market.

Natural Resources

The ability to accommodate growth while protecting the natural environment is essential if our quality of life is to be maintained or improved. The quality of the surface and groundwater resources is linked to the proper siting, installation and maintenance of individual on-site wastewater treatment systems. Improper treatment can result in the discharge of excessive human waste and bacteria into the groundwater system, which in turn can contaminate public and private water supplies. The cumulative impacts of development and well density can not only affect the level of aquifers but also the rate at which the aquifer is recharged due to increased amounts of impervious surface. Additionally, improperly abandoned wells provide a direct link between the upper and lower aquifers and can be the cause of leakage between the two.

Parks, recreational areas, and other open space preserve and protect green areas for future generations to enjoy. They protect wildlife habitat within our communities, enhance water and air quality, lower heating and cooling costs, help control stormwater runoff, enhance property values, contribute to the vitality of a community, and encourage active lifestyles.

Cultural Resources

Cultural and historical resources often help to determine and define a community's identity. Renovating or preserving an existing historic structure or building and reusing it not only enhances the area, but is often coveted by future tenants. Forming partnerships between public and private sectors to encourage development or redevelopment in already developed areas can make better use of existing public infrastructure and allow for ideas to become reality. Historic buildings can often be creatively converted to restaurants and other business and residential uses. Reuse of these buildings contributes to the tax roll as they are in close proximity to existing facilities; eliminates the need to expand infrastructure to new areas; cuts down on urban sprawl and the consumption of farm and open land; and saves taxpayers money. Cemeteries preserve the history of a community or area and are invaluable in the search for individual family history. In addition to their historical significance, they also contribute to the green space within a community.

Land Use

Preplanned development leads to an efficient use of an area's resources, reduces urban sprawl, utilizes existing public infrastructure, and helps to eliminate land use conflicts. Concerns regarding the siting of solid waste and recycling facilities; gas, electric and telecommunications

facilities; cemeteries; schools; and other public facilities are often raised by local citizens. However, education of local citizens and officials may result in a better general understanding of the issues and an acceptance of a solution that ultimately benefits everyone. Compact development in more urban areas reduces the cost to install public and private infrastructure and deliver public services such as garbage pickup; sewer and water; emergency; electric, gas, and telecommunication and elderly services.

Comm 83 regulations (affecting private on-site systems) have brought about state-level concerns regarding the promotion of “sprawl” development patterns and the ability to develop in or near sensitive areas. While the county has adequate groundwater supplies, well density in both urban and rural areas can impact the level of the aquifers. The rate at which they are recharged is influenced by the amount of impervious surface. Therefore when making land use decisions, it is imperative that the cumulative impacts of development on natural resources be examined carefully.

Intergovernmental Cooperation

Forming partnerships between schools, park departments, libraries, non-profits and others benefits the community and saves the local taxpayer money. In some instances, if these facilities are located near each other, additional cost savings and avoidance of duplicative services can be realized.

POLICIES AND PROGRAMS

The provision of public and private utilities and community facilities is governed at federal, state, regional, and local levels. Given the breadth of topics discussed in this chapter, the policy background is provided for those areas most relevant to the comprehensive planning process.

Regional, County and Local Policies

Regional

East Central Wisconsin Regional Planning Commission. East Central is currently working on a regional smart growth plan. As part of this planning effort, East Central has proposed six draft Public and Community Facilities goals:

- Support opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities working in a cooperative, regional manner.
- Support efforts to provide electric, gas and telecommunication services to meet industrial and residential needs while being environmentally conscientious.
- Support the provision of efficient quality emergency and non-emergency services in a timely cost-effective manner within the region.

- Work cooperatively to protect and preserve current park, open space, recreational facilities, programs and plan for new facilities, while providing for and balancing the needs of various community groups with the needs of the general public in a financially responsible manner.
- Support a collaborative regional forum to create and implement a strategic policy framework for the continuum of care for the health and well being of the residents of the region.
- Support a variety of meaningful educational options and opportunities for all students. These goals are consistent with the Group D vision for the future to provide residents with the services they need, to protect the surface and groundwater of the area, to cooperatively work to keep down service fees for water, sewer, solid waste and other municipal services, to supply a range of educational, library, medical, financial, retail and other business services, and to offer a diversity of recreational and entertainment opportunities.

County

Waushara County Zoning Ordinance. The Waushara County Zoning Ordinance regulates many of the public facilities referenced in this chapter. The following chapters contain relevant information.

Chapter 30, Parks and Recreation, regulates land, structures and properties owned or leased by the County. This chapter specifies the laws associated with public usage of county parks. Topics discussed include, but are not limited to, park hours, permissible activities, safety standards, and police protection.

Chapter 38, Solid Waste, regulates solid waste and recycling activities in the county. Zoning ordinances are intended to preserve and protect environmental resources, to safeguard public health, and promote county-wide recycling initiatives. This section establishes hours for county waste collection facilities, delineates recycling guidelines, and discusses proper disposal techniques for solid waste.

Chapter 54, Utilities, of the Waushara County Code of Ordinance regulates private on-site wastewater treatment systems within the unsewered portions of the towns of Dakota, Marion and Wautoma and the Village of Redgranite. This section regulates the proper siting, design, installation, inspection, and maintenance of private on-site wastewater systems (POWTS). The prerequisites necessary for the essential protection of the public health and the environment are the same everywhere. To a lesser extent, POWTS are also regulated by the Health and Sanitation Zoning Ordinance contained within Chapter 22. This ordinance declares that improper disposal of sewage and effluents are a public health hazard.

Chapter 54 is augmented by Comm 87 and Comm 83. Comm 87 requires that all new private onsite wastewater treatment systems be inspected on installation. Comm 83 specifies that all new POWTS must be inspected and maintained by a licensed certified professional. All new or replacement systems must be inspected every three years from the date of installation. POWTS should also be pumped out as mandated by their normal usage. Individual owners are now required to execute a verified affidavit and restrictive covenant running with the land which verifies that the POWTS serving the property is under such maintenance program. Comm 83

requires that the service providers submit these forms on behalf of the POWTS owner within 30 days of the service. Records are kept on file with individual counties for a period of six years.

Chapter 58, Zoning, establishes the general zoning practices for unincorporated areas of Waushara County. Chapter 58 regulates cell tower heights (58-825), airport height limitations (58-236) and Wireless Communication Facilities (58-236). Cell towers are permitted as conditional uses according to the Waushara County zoning ordinances. Cell towers can be placed anywhere in the county with the exception of shoreland, wetland, or floodplain areas or the Wautoma airport height limitation zone. Although not specifically included in the Waushara County Zoning Codes, additional restrictions should be placed on communication towers. Due to their height, cell towers should be placed a minimum of 3 miles from the Wautoma Municipal airport. This will prevent possible collisions with the cell towers within the airport's extra-territorial planning area. Currently, all communication facilities meet these requirements.

Waushara County Park and Open Space Plan. The Waushara County Park and Open Space Plan discusses longstanding goals and objectives, inventories existing park and recreation needs and opportunities, and presents recommendations and an action program for addressing the system's growth and development. The current plan was adopted in April 2006.

Waushara County Solid Waste Plan Update. The Waushara County Solid Waste Plan Update, dated November 1999, inventories current waste management activities, projects future waste volumes, and discusses alternatives that the county may want to consider as they proceed into the future.

Local

City of Wautoma Open Space and Recreation Plan. The City of Wautoma Open Space and Recreation Plan, dated May 2001, inventories existing recreational facilities, discusses park and recreational needs, presents goals and objectives that can be used to set City policy, and makes recommendations to address the system's growth and development. The adoption of this plan allows the City to compete for state-funded grants that are available through the DNR-administered Stewardship Program and other programs administered by the WDNR.

Village of Redgranite Open Space and Recreation Plan. The Village of Redgranite Open Space and Recreation Plan, dated October 1991, inventories existing recreational facilities, discusses recreational needs and presents a five year action plan. The village's open space and recreational plan should be updated to address changing needs.

Wautoma/Silver-Irogamie Lakes Sewer Service Area Plan. The Wautoma/Silver-Irogamie Lakes Sewer Service Area Plan, last updated February 1996, is an important planning and development guide. It identifies wastewater treatment and collection needs, forecasts the amount and location of future urban development areas, identifies environmentally sensitive areas, contains land use development forecasts and recommendations, and establishes "holding tank" service areas for isolated and rural special uses. While this plan should be updated every five years, actual updates are dependent on available funds and priorities established by WDNR.

Federal, State and Regional Programs

Federal Agencies

United States Environmental Protection Agency (USEPA)

Water Pollution Control Act. The Federal Water Pollution Control Act (1977), more commonly known as the Clean Water Act, established the basic structure for regulating discharges of pollutants into surface waters. Effluent standards for wastewater treatment plants and other industrial facilities were established by this landmark legislation. The legislation also provided grants to communities to assist with planning and construction of upgraded facilities. Today, increasing levels of growth and changing treatment standards have caused more recent expansions and improvements of these systems.

National Pollutant Discharge Elimination System (NPDES) Storm Water Program.

The Clean Water Act also established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two-phased program addresses the non-agricultural sources of stormwater discharges which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.

Safe Drinking Water Act (SDWA). Drinking water standards are set by the USEPA. The Safe Drinking Water Act (SDWA) requires the USEPA to set primary standards, while individual public water systems must ensure that they are met. Drinking water standards apply to public water systems which supply at least 15 connections or 25 persons at least 60 days of a calendar year. Standards have been set for 90 chemical, microbiological, radiological, and physical contaminants. Non-enforceable guidelines are also set for secondary standards for contaminants that may cause cosmetic effects such as poor taste or odors.

United States Department of Agriculture

Rural Emergency Responders Initiative. The Rural Emergency Responders Initiative can be utilized to strengthen the ability of rural communities to respond to local emergencies. Public bodies and non-profit organizations are eligible to receive funds. Eligible projects include the purchase of equipment, vehicles or buildings for the following types of projects: fire protection, rescue/ambulance, civil defense/early warning systems, communication systems, train facilities, and several other projects.

Water and Waste Grant and Loan Program. The Water and Waste Grant and Loan Program offer grants and loans to communities with populations of up to 10,000. The funds are utilized to develop water and wastewater systems, including water supply, storage, waste disposal and storm drainage in rural areas. Eligible projects involve the original construction, modification or extension of existing projects.

Community Facilities Grant Program. The Community Facilities Grant Program provides assistance to rural communities in the development of essential community facilities. Eligible applicants include public entities with populations less than 20,000. Grant funds may be used

to purchase equipment or construct, enlarge, or improve facilities associated with health care, public safety, or community and public services.

Federal Emergency Management Administration (FEMA)

FEMA offers several annual grant awards to fire departments. Eligible project costs include equipment, supplies, training, emergency work (evacuations, shelters, etc.), and mobilization/demobilization activities. All municipal jurisdictions with a population of less than 50,000 are eligible to receive funding. Recipients must provide a 10 percent match for all project costs.

Other Federal Agencies

Federal regulation of telecommunications, radio, and television towers is currently under the auspices of the **Federal Communications Commission (FCC)**, the **Federal Aviation Administration (FAA)**, and the **Occupational Safety and Health Administration (OSHA)**. The FCC issues licenses for new telecommunication facilities by determining the overall need, coordinates frequencies, and regulates tower placement. Communication towers must be located at the most central point at the highest elevation available. The FAA regulates tower height, coloring, and lighting to ensure aircraft safety. OSHA regulates the occupational exposure to non-ionizing electromagnetic radiation emitted from radio, microwave, television, and radar facilities.

State Agencies and Associations

Public Service Commission (PSC)

Public utilities in Wisconsin are regulated by the PSC, an independent regulatory agency. The PSC sets utility rates and determines levels for adequate and safe service. More than 1,400 utilities are under the agency's jurisdiction. PSC approval must be obtained before instituting new rates, issuing stock or bonds, or undertaking major construction projects such as power plants, water wells, and transmission lines.

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

Rural areas are governed by several non-point pollution prevention programs. Small-scale drains are prevalent throughout Waushara County. Administrative rules relating to agricultural runoff include NR-151, ATCP-50, NR-88, and ATCP-48. The first two regulations govern the total suspended solids (TSS) loadings; a 20 percent reduction is required by 2008 and 40 percent reduction by 2013. The latter two regulations pertain to the daily operations and functions of agricultural drainage districts. Primary responsibility for planning for, administering, and enforcing drainage district regulations resides with the county drainage board.

Wisconsin Department of Commerce

COMM 83 is a health and safety code that sets standards for private on-site wastewater treatment system (POWTS). Recently revised in the early 1990s, COMM 83 provides a technical and administrative framework for enforcing POWTS related issues. This legislation regulates

traditional septic and mound systems as well as delineates alternative options in which soil conditions and other factors limit the use of these traditional methods of private domestic wastewater treatment. The updated code prescribes specific effluent standards for POWTS.

Community Development Block Grant – Public Facilities (CDBG – PF). The Community Development Block Grant – Public Facilities (CDBG – PF) is a versatile tool that allows local units of government to finance public works projects. Projects must enhance the economic vitality of a community by undertaking public investment that contributes to overall community and economic development. Funds can be allocated to a wide array of infrastructure and public building projects, excluding buildings for the conduct of government. Typically, funded projects include improvements or construction of municipal sewer systems, wastewater treatment plants, municipal water systems, and other related projects.

Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED). The Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED) helps underwrite municipal infrastructure development that retains or promotes business development by creating employment opportunities. Eligible projects include water and sewer systems and roads that are owned by a special purpose unit of government. All local governmental units with populations of less than 50,000 are eligible for funding.

Wisconsin Fund. The Wisconsin Fund provides grants to homeowners and small commercial business to repair, rehabilitate, or replace an existing private on-site wastewater treatment system (POWTS). Since 1978, the program has provided \$77 million in assistance. Waushara County residents living in areas not serviced by municipal sewer systems are eligible to participate if the annual household income is less than \$45,000. Small businesses with gross revenues totaling less than \$362,700 are also eligible. Waushara County provides assistance to county residents to prepare grant applications. A portion of the funds is used to develop more environmentally friendly systems.

Well Compensation Program. The Well Compensation Program provides grants to owners of contaminated private water supplies that serve a residence or are used for livestock. Contamination can not be bacterial in nature. Eligibility is determined based on annual family income.

Wisconsin Department of Natural Resources

Federal legislation such as the Clean Water Act has served as the impetus for state legislation. Areawide Water Quality Management under Section 208 and the Facility Planning Grant Program under Section 201 mandated the preparation of sewer service area plans for urban areas. These principles have been embodied into Chapters NR-121 and NR-110 of the Wisconsin State Statutes respectively. NR-121 specifies the standards and processes for initiating and continuous areawide wastewater treatment management planning. As provided by NR-121, the WNDNR's role is to review and approve every sewer service area plan and its amendments, taking into account water quality impacts and cost-effectiveness. NR-110 regulates site-specific facility planning and sanitary sewer extensions. Decisions regarding the extension or expansion of wastewater collection facilities are made primarily at the local level.

Wisconsin Solid Waste Management Program. Begun in the 1970s, the Wisconsin Solid Waste Management Program regulates existing landfills and provides assistance to local governments. The program delineates all environmental regulations and standards that landfills must adhere to including construction specifications, water monitoring requirements, and sanitary procedures. The program inventories and licenses all operating and proposed solid waste facilities. Periodic updates are performed to ensure that environmental protection standards are the most current based on data collection.

Wisconsin Act 335. In 1989, Wisconsin Act 335 was passed. This law governs the recycling programs within the state. Recycling programs for all commercial and residential entities were mandated under this legislation. The intent of the legislation is to divert recyclable material and various household hazardous wastes from landfills. Municipal governments are responsible for arranging residential programs, and the WDNR oversees and supports these efforts.

NR-809. Drinking water standards are also maintained at a state level. NR-809 regulates the design, construction, and proper operation of public water systems. The WDNR also assures that regulated contaminants are adequately monitored.

Knowles-Nelson State Stewardship. The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Created by the state legislature in 1989, \$60 million dollars per year is utilized to purchase lands for parks and other recreational purposes. An important component of the program is the cooperation between the DNR and local governments and non-profit organizations. 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.).

Clean Water Fund Program (CWFP). The Clean Water Fund Program (CWFP) offers loans and hardship grants to any town, village, city, county utility district, public inland lake protection & rehabilitation district, metropolitan sewerage district or federally recognized American Indian tribe or band to construct or modify municipal wastewater systems or construct urban storm water best management practices.

Safe Drinking Water Loan Program (SDWLP). The Safe Drinking Water Loan Program (SDWLP) offers loans to any city, village, town, county, sanitary district, public inland lake protection & rehabilitation district, or municipal water district to construct or modify public water systems to comply with public health protection objectives of the Safe Drinking Water Act.

Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program.

The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control (≥ 1 acre in size), post construction site stormwater management, and pollution prevention.

Department of Public Instruction (DPI)

The Wisconsin Constitution as it was adopted in 1848 provided for the establishment of district schools that would be free to all children age 4 to 20. Subsequent laws allowed a property tax to be collected to fund school programs. Today, the Department of Public Education (DPI) oversees the operations of school systems and sets state standards for educational curricula, teacher certification standards, and other educational programs.

Wisconsin Community Action Program Association (WISCAP)

Rural Community Assistance Program (RCAP). Rural Community Assistance Program (RCAP) offers training and technical assistance to small (under 10,000), rural, low income communities, sanitary districts, and isolated rural areas for problems related to water and wastewater system development.

Board of Commissioners of Public Lands (BCPL)

State Trust Fund Loan Program. The State Trust Fund Loan Program offers loans to municipalities, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of municipal purposes.

Wisconsin Rural Water Association

The Wisconsin Rural Water Association offers rural communities with populations of less than 10,000 grants, loans, and technical assistance for approved Rural Utility Service, Clean Water, Safe Drinking Water and Brownfield projects.

Regional Agencies

East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC acts in an advisory and regulatory role for Sewer Service Area (SSA) Plans. ECWRPC has prepared detailed long range plans for 26 wastewater treatment plants to address growth and ensure water quality within the region. These plans were developed and administered by East Central through an agreement with the Wisconsin DNR. ECWRPC also acts in an advisory capacity to WDNR and provides recommendations on various plan updates, amendments, facilities plans, and sewer extensions.

EXHIBIT 6-1
COMMUNITY FACILITIES

UTILITIES AND COMMUNITY FACILITIES – Town of Marion

COMMUNITY FACILITIES GOAL: Plan for and encourage beneficial and functional development by delivering a level of municipal services and facilities needed to provide for the public safety, health, and welfare of Town Residents and sustain a vital economy.

Objective:

CF 1. Provide adequate services and facilities in a fiscally responsible manner.

Strategies:

- CF 1.1 Prepare a Capital Improvement Program (CIP) to comprehensively and systematically address the community's future needs by programming the timing and funding for undertaking identified projects.
- CF 1.2 Continue to explore opportunities for shared service with Waushara County, neighboring municipalities, the school district, and other public entities.
- CF 1.3 Promote the exchange of information with private utility providers and adjacent municipalities to encourage the coordinated scheduling of planned roadway and utility improvements.
- CF 1.4 Accommodate new development in ways that its infrastructural costs are not a tax burden for existing residents.
- CF 1.5 Evaluate the cost-benefit of improving the community's ISO rating through upgraded fire protection.
- CF 1.6 When approving the new building permits, make homeowners aware of standards for minimum driveway width and vegetation clearances needed to improve emergency access.
- CF 1.7 Encourage developers to plant trees in new subdivisions throughout the community and preserve existing trees during new development.
- CF 1-8 Create opportunities for community interaction such as farmer's markets, festivals, etc.

Objective:

CF 2. Encourage the use of existing structures instead of constructing new ones.

Strategies:

- CF 2.1 Monitor compliance with town and county ordinances which would allow the use of existing structures for mounting new communication equipment.

CF 2.2 Promote opportunities for shared mountings of communication equipment.

Objective:

CF 3. Provide adequate active and passive recreational opportunities for municipal residents.

Strategies:

- CF 3.1 Encourage Waushara County to maintain a quality county park system and provide improvements identified in its Outdoor Recreation Plan.
- CF 3.2 Consider the implementation of a user fee program to help fund boat launch improvements and maintenance at public access sites.
- CF 3.3 Actively recruit the manpower and funding support of volunteers and service organizations for undertaking local park improvements.
- CF 3.4 Encourage local residents to consider estate planning techniques that gift land and/or money for local parks or specific park projects.
- CF 3.5 Update the Town's comprehensive park and open space plan.
- CF 3.6 Recommend park facility improvements needed for the Lake Alpine Park and for the park properties located adjacent to Hwy 22 north of Hwy 21.
- CF 3.7 Consider constructing a small parking area along the existing Bannerman trail to accommodate cars transporting bikes in the summer and vehicles with snow mobile trailers in the winter.
- CF 3.8 In the future, work with the Waushara County Parks Department, and the Tri-County and Waushara County Economic Development Corporation to investigate the possibility of establishing a regional recreation facility which could incorporate Flynn's Quarry with 2 other parks nearby and connect them all to the Bannerman recreational trail (a hiking and snowmobile trail).
- CF 3.9 Support the continued use of mandatory park dedication/fees in lieu to help fund new parks and facilities.

Objective:

CF 4. Encourage new development to occur within existing sewer/sanitary districts.

Strategies:

- CF 4.1 Work closely with the sanitary district to coordinate an efficient and cost effective extension of service.

- CF 4.2 Encourage the sanitary district to provide cost-incentives (reduced connection fees, etc.) to new development that does not require sewer service extension.
- CF 4.3 Where feasible, give preference to extending sanitary sewers to areas immediately adjacent to existing sewer infrastructure over those areas further removed.
- CF 4.4 Before approving any unsewered development proposal within the sanitary district boundary, require the developer to conduct a 20-year benefit/cost analysis that demonstrates the cost-effectiveness of on-site vs. municipal systems.

Objectives:

- CF 5. Reduce the frequency and scale from future flood events.

Strategies:

- CF 5.1 Support re-activation of existing drainage districts to ensure that the impacts from development can be accommodated without adversely impacting water quality.
- CF 5.2 Support the establishment of additional drainage districts, in areas not currently covered, to ensure protection of water quality throughout the county.

Objective:

- CF 6. Encourage Waushara County to develop specific ordinance provisions for wind farms.

Strategies:

- CF 6.1 Proactively take a stance on potential requests by utilities to erect a wind farm within the community.

CHAPTER 7: AGRICULTURE, NATURAL, AND CULTURAL RESOURCES

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AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Introduction

Agricultural, natural and cultural resources give definition to a community and strongly affect its quality of life. For communities in south central Waushara County, a tapestry of working farms interwoven with large stands of woodland continue to dominate the rural landscape and help shape its identity and culture. Its natural features, such as its topographic relief, lakes, streams, wetlands, soils, and other environmental characteristics, also have a significant bearing on historic and contemporary land use and development patterns and contribute to a strong heritage of outdoor recreational pursuits. Fishing, swimming, hunting and other outdoor activities are important past-times, and the area's numerous lakes and other scenic landscape features provide attractive home sites for many permanent and seasonal residents. At the same time, many of these same environmental characteristics have limiting conditions that make them less than ideal for supporting certain types of activity or development. Understanding the relationship between these environmental characteristics and their physical suitability to accommodate specific types of activity or development is a key ingredient in planning for a community's future land use.

Agricultural, Natural, and Cultural Resources Area Vision for 2025

By 2025, the South Central Waushara County area has been able to successfully preserve large blocks of its most productive farmland. Family farms and small corporate farms comprised of extended families and/or neighbors have become profitable by working closely with the educational and business community to identify new markets, products, and processes. Their efforts have been aided by new agricultural-based industrial development. Although farmers are still selling off individual parcels for rural residential home sites and small hobby farms, they are taking care to minimize the potential for conflict with these activities by keeping their most profitable agricultural lands intact and steering new homes to areas where their impact on farming operations is minimal.

Local residents have taken steps to identify and protect the area's most highly valued environmental and visual features, including its "wild" lakes and streams, wetlands, and largest blocks of woodland, from rampant development. While new residential growth continues to occur in proximity to these features, developers and individuals are taking care to ensure that the results of their activities do not jeopardize the integrity of the resource. These efforts have not only helped preserve the rural character so valued by local residents, they have resulted in improved water quality in the area's lakes and streams.

Area residents continue to rely on easy access to outlying urban centers to meet many of their cultural and entertainment needs but the McComb/Bruchs Performing Arts Center is an important community asset that attracts professional talent. In addition, both performing arts and fine arts at the amateur level have gathered impetus locally as concerted efforts have been made to involve residents of all age groups into local productions, and community-sponsored art fairs have continued to grow and attract new local talent. The area now sports several excellent examples of historically accurate architectural restorations.

Inventory and Analysis

This chapter provides an inventory of existing agricultural, natural, and cultural resources of the area. In addition, existing policies associated with these resources are discussed, along with a vision and supporting goals and objectives.

Agricultural Resources

This section will look at important farmland classifications, agricultural land cover and farmland losses and sales between 1990 and 1997.

Agricultural Land Cover

Agricultural land cover includes row crops (corn, peas, potatoes, snap beans, soybeans and other row crops); forages (hay and hay/mix); and grassland (timothy, rye, pasture, idle, Conservation Reserve Program land, grass and volunteer grasses). Together they make up over 51 percent of the total area of the towns of Dakota, Marion, and Wautoma and about 56 percent of the total land area in the county (Table 7-1).

Table 7-1. Percent of Land Cover, 1991-1993

Municipality	Row Crop	Forages	Grassland	Total Farmland
T. Dakota	24.6%	4.5%	22.5%	51.6%
T. Marion	24.8%	4.0%	24.0%	52.8%
T. Wautoma	14.9%	4.3%	39.8%	59.0%
County	26.6%	9.0%	20.4%	56.0%

Source: Wisconsin Towns Agriculture Trends in the 1990's.

Farmland Losses

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential and recreational development. Within the state and nation there has been a steady decline in the number of farms and farmland acreage. Trends have indicated though that, while the number of farms has declined, the acreage per farm has increased.

In 1997 an estimated 88 farms (defined as producing at least \$1,000 worth of agricultural products in that year) existed within the area (towns of Dakota, Marion and Wautoma), or about 0.9 farms per square mile (Table 7-2). This represents a net loss of 13 farms from 1990, when it was estimated that 101 farms met this definition. Decreases in farm numbers were seen in the towns of Marion and Wautoma (9 farms each), while in the Town of Dakota, five additional farms were added. However, while the area experienced a net loss, Waushara County actually saw a net gain of one farm.

Dairy farms within the area and county also decreased significantly between 1989 and 1997. In 1989 there were 35 dairy farms in the area and 232 dairy farms in the county. By 1997 this number had fallen to 13 and 131 respectively.

Table 7-2. Trends in Farm Numbers, 1989 – 1997

Municipality	Estimated Farms				Dairy Farms			
	1990	1997	% Change	per Sq. Mi 1997	1989	1997	% Change	per Sq. Mi 1997
T. Dakota	25	30	20.0%	0.9	12	5	-58.3%	0.1
T. Marion	26	17	-34.6%	0.5	9	6	-33.3%	0.2
T. Wautoma	50	41	-18.0%	1.2	14	2	-85.7%	0.1
County	709	710	0.1%	1.2	232	131	-43.5%	0.2

Source: Wisconsin Towns Agriculture Trends in the 1990's.

While the number of farms decreased in two of the three towns, the total acreage decreased in all three towns, including a loss of 1,213 acres in the Town of Wautoma (11.2%), 930 acres in the Town of Marion (9%), and 755 acres in the Town of Dakota (Table 7-3). During this same time period the average farm size in the Town of Dakota and Waushara County decreased in size from 370 acres to 283 acres and 291 acres to 278 acres respectively. In the Town of Marion, however, the average farm size increased significantly from 398 acres to 554 acres. The percent of town taxed as farmland represents the percentage of the town that is considered agricultural by the local assessor.

Table 7-3. Loss of Farm Acres

Municipality	Farmland (Acres)		Percent Change	% of Town Taxed as Farmland 1997
	1990	1997		
T. Dakota	9,246	8,491	-8.2%	39.6%
T. Marion	10,346	9,416	-9.0%	43.9%
T. Wautoma	10,850	9,638	-11.2%	44.0%
County	206,263	197,197	-4.4%	54.1%

Source: Wisconsin Towns Agriculture Trends in the 1990's.

When agricultural land is sold in the State of Wisconsin, information is collected by the Wisconsin Department of Revenue regarding whether or not the land is going to remain in agricultural uses. It should be noted that this information is only collected on larger parcels. In 1990 this included parcels that were over 20 acres, while in 1997, it included parcels over 35 acres. From 1990 to 1997, 154 parcels of agricultural land representing 6,177 acres were sold in the area (Table 7-4). Approximately 70 percent of this land remained in agricultural use, while 30 percent was converted to other uses. The Town of Dakota retained the highest percentage of agricultural land (85%), while only two-thirds of the lands that changed hands in the towns of Marion (64%) and Wautoma (67%) continued in agriculture. At the county level, of the 43,439 acres of land that were sold, 78 percent of the acreage remained in agricultural uses.

Table 7-4. Farmland Sales, 1990 – 1997

Municipality	No. of Parcels Sold	Cont. in Agriculture Acres	Converted Out of Ag Acres	Total Acres
T. Dakota	46	1,283	228	1,511
T. Marion	46	1,415	803	2,218
T. Wautoma	62	1,647	801	2,448
County	974	33,881	9,558	43,439

Source: Wisconsin Towns Agriculture Trends in the 1990's.

Farmland Soils

Waushara County's farmlands contribute to the quality of life, provide an open agricultural landscape, and contribute to the economy of the area. Each year, some of these lands are converted to other uses. Based on the soils within the county, five important farmland classifications were developed. These classifications are in order of their importance: 1.) prime farmlands, 2.) unique farmlands, 3.) farmlands of statewide importance, 4.) farmlands of local importance, and 5.) other lands (Table 7-5 and Exhibit 7-1).

Prime farmland, as defined by the U.S. Department of Agriculture, "is the land that is best suited for food, feed, forage, fiber and oilseed crops" when managed according to acceptable farming methods. These lands may be cultivated, pasture, woodland or other land; however, they cannot be urban, built-up, or water areas. Prime farmland produces the highest yields with minimal inputs of energy and economic resources, and farming it results in the least damage to the environment. Criteria used to determine prime farmland include: adequate and dependable supply of moisture from precipitation or irrigation, few or no rocks, permeable to water and air, not excessively erodible or saturated with water for long periods, is not frequently flooded during the growing season, and has slopes that range from 0 to 6 percent. Soils that have a seasonal high water table may qualify as prime farmland if this limitation is overcome by drainage measures.

Unique farmland is defined as land other than prime that is used to produce specific high-value food or fiber crops. It has a moisture supply, either from stored, precipitation or irrigation systems, and combines favorable factors of soil quality, growing season, temperature, humidity, air drainage, elevation, aspect or other conditions. Examples of specialty crops that typically require a high management and investment level include apple orchards, lettuce, carrots, celery and cauliflower.

Farmlands of statewide importance are lands in addition to prime and unique that are important to the State of Wisconsin for crop production.

Farmlands of local importance are lands in addition to prime, unique, and statewide farmlands that are important to Waushara County for crop production.

Other lands are lands that are considered to have little value for producing crops.

Table 7-5. Important Farmland Classes

Farmland Class	C. Wautoma		V. Redgranite		T. Dakota		T. Marion		T. Wautoma		Total Area	
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent
Prime Farmland	43	2.5%	62	4.1%	775	3.6%	3,110	13.9%	2,188	10.1%	6,178	9.0%
Unique Farmland	462	26.1%	919	60.4%	9,697	45.0%	10,857	48.5%	9,401	43.4%	31,335	45.5%
State Importance	66	3.7%	38	2.5%	221	1.0%	1,269	5.7%	1,883	8.7%	3,476	5.0%
Local Importance	1,038	58.6%	464	30.5%	9,299	43.1%	3,598	16.1%	2,765	12.8%	17,164	24.9%
Other Lands	131	7.4%	30	2.0%	1,161	5.4%	2,537	11.3%	5,296	24.4%	9,156	13.3%
Water	31	1.7%	8	0.5%	403	1.9%	1,025	4.6%	142	0.7%	1,610	2.3%
Total	1,771	100.0%	1,521	100.0%	21,556	100.0%	22,397	100.0%	21,674	100.0%	68,919	100.0%

Source: USDA-SCS, Soil Survey of Waushara County, Wisconsin 1982. NRCS. Waushara County, 2005.

According to the above criteria, approximately 9 percent (6,178 acres) of the land within the area is considered prime farmland. The majority of this classification is located within the Towns of Marion and Wautoma. Prime farmland comprises about 14 percent of the land area in the Town of Marion and 10 percent in the Town of Wautoma. Within the Town of Marion this land is scattered throughout the town but appears more concentrated within the southeast quadrant of the town. Prime farmland is also scattered throughout the Town of Wautoma. However, unlike the Town of Marion, the majority of prime farmland in the Town of Wautoma does not have to be drained in order to fall under this classification.

The highest percentage of land (45.5%, 31,335 acres) within the area falls under the category of unique farmland. With the exception of the City of Wautoma (26%), this category garners the highest percentage of land area within the individual municipalities as well. Over 60 percent of the land within the Village of Redgranite falls under this classification; slightly less than half the land within the towns of Dakota (45.0%), Marion (48.5%) and Wautoma (43.4%) also is included. Again, this classification appears to be scattered throughout the towns of Marion and Wautoma. Within the Town of Dakota, unique farmland appears to be more concentrated in the southeast quadrant, in the wetter areas of the town along the West Branch of the White River, Lunch Creek, and Pine Creek, in sections 16 and 17, and on the hilly area in sections 20 and 21. Within the Village of Redgranite this classification is found surrounding Willow Creek and areas north of Willow Creek and southwest of Dearborn Street. In the City of Wautoma it is found surrounding Bird Creek, Bowers Creek and east of the White River.

Farmlands of statewide importance comprise about 5 percent (3,476 acres) of the area. A larger proportion of this soil class is found in the towns of Wautoma and Marion. This classification makes up about 9 percent of the Town of Wautoma and 6 percent in the Town of Marion.

Farmlands of local importance, the second largest classification, encompass about a quarter (24.9% or 17,164 acres) of the area's total acreage. This classification makes up the highest percentage of land in the City of Wautoma (58.6%) and the second highest percentage in the Village of Redgranite (30.5%). It is concentrated in the western half of the City of Wautoma, the central section of the Village of Redgranite, and scattered throughout the Town of Marion. Within the Town of Dakota, locally important soils are also scattered throughout the town; however, these soils are not as prevalent in the town's southeastern quadrant or along some of its streams and rivers.

Other lands and water comprise about 13 percent (9,156 acres) of the land within the area. Roughly a quarter of the Town of Wautoma falls in this category as well as 11 percent of the Town of Marion. Within the Town of Wautoma these soils are scattered throughout the town but tend to be found in higher concentrations in the central portion of the town between STH 22 and STH 73.

Natural Resources

Soils

Soils support the physical base for development and agriculture within the town. Knowledge of their limitations and potential difficulties is helpful in evaluating crop production capabilities and other land use alternatives such as residential development, utility installation and other various projects. The criteria considered by the Natural Resource Conservation Service (NRCS) in establishing the severe rating of soils include wetness, shrink-swell potential, bearing strength, susceptibility to flooding, land spreading, slope steepness, and frost action. Severe soil limitations do not necessarily exclude areas from being developed, but indicate more extensive construction measures must be taken to prevent environmental and property damage. The maps reflect information contained within the Soil Survey of Waushara County, issued by the USDA in September 1989.

Seven soil associations, or groupings of individual soil types based on geographic proximity and other characteristics, are present within the area. These include:

Plainfield-Okee-Richford soils are sloping to steep and are found on the sides of ridges, knolls, and hills on moraines and terraces. Slopes range from 6 to 30 percent. The soils within this association range from Plainfield soils that are excessively drained and rapidly permeable to Okee and Richford soils which are somewhat excessively drained and moderately permeable to moderately rapidly permeable. While some areas of the Richford soils are used for cropland, most acreage in this association is used as woodland and is especially well suited for pine trees.

Soils in this association include the majority of the Town of Wautoma, excluding its northwest corner and its southern quarter; localized areas in the eastern portion of the Town of Dakota; and throughout much of the Town of Marion.

Plainfield-Richford-Boyer soils are nearly level and gently sloping and are found on flats, ridgetops and knolls on outwash plains and terraces. Slopes range from 0 to 6 percent. The soils within this association vary from well drained and moderately permeable for Boyer soils to excessively drained and rapidly permeable for Plainfield soils. Most of the acreage in this association is used as cropland, much of it irrigated.

Soils in this association are found in the northwest, southwest, and southeast corners of the Town of Wautoma; along the Mekan and West Branch of the White River in the Town of Dakota; and in the northwest, northeast, and southwest corners of the Town of Marion. Parts of Wautoma and Redgranite also lie in this association.

Kingsville-Meechan soils are nearly level and gently sloping and are found in drainageways and depressions on outwash plains and in glacial lake basins. Slopes

range from 0 to 3 percent. The soils within this association are somewhat poorly to poorly drained and rapidly permeable. Most of the acreage in this association is used for cropland and many areas are drained and used as irrigated cropland. Some areas are used as pasture or woodland.

Soils in this association are found in and near the City of Wautoma; throughout the central portions of the Town of Dakota; and along Willow Creek in the northeastern corner of the Town of Marion.

Houghton-Adrian-Willette soils are nearly level, very poorly drained mucky soils found in depressions on outwash plains, in glacial lake basins and on moraines. Slopes range from 0 to 1 percent. Soils within this association range from moderately slowly permeable to moderately rapidly permeable. Most of the acreage in this association is used for native vegetation and the main plants are water-tolerant trees, marsh grasses, cattails, sedges, reeds, red osier dogwood, and alder. A few areas are drained and used for corn or specialty crops.

Soils in this association are found in the Town of Dakota along Lunch Creek; in the Town of Wautoma along Bowers and Bird and Soules Creeks; and in isolated areas in the Town of Marion.

Plainfield-Pearl-Leola soils are nearly level and gently sloping, sandy soils found on flats and in slight depressions and drainageways on outwash plains. Slopes range from 0 to 3 percent. The soils within this association range from moderately well drained for Plainfield and Pearl soils to somewhat poorly drained for Leola soils. Permeability ranges from rapid for Plainfield soils to moderately rapid in the subsoil and rapid in the substratum for Pearl and Leola soils. Most of the acreage in this association is used for cropland, especially irrigated cropland; pasture; or woodland and is well suited for trees.

Soils in this association are found surrounded by the Kingsville-Meechan soils between the West Branch of the Little Pine Creek and Lunch Creek in the Town of Dakota.

Poy-Zittau-Poygan soils are nearly level and gently sloping, clayey and silty soils, found in glacial lake basins and on moraines. Slopes range from 0 to 3 percent. The soils within this association range from poorly drained for Poy and Poygan soils to somewhat poorly drained for Zittau soils. Permeability is slow in the subsoil.

Soils in this association are found in the Town of Marion near the stream outlet of Spring Lake.

Morocco-Kingsville-Keowns soils are nearly level and gently sloping, sandy and silty soils, found in glacial lake basins. Slopes range from 0 to 3 percent. The soils within this association range from somewhat poorly drained for Morocco soils to poorly drained for Kingsville and Keown soils. The main concerns for Morocco and Kingsville soils are wetness, low available water capacity, and hazard of blowing soils, while wetness is the major concern for the Keowns soils. While Morocco and Keowns soils are suited for trees, Kingsville soils are not.

Soils in this association are found in isolated areas along the southern borders of the

towns of Dakota and Marion. This association also comprises much of the developed portions of the Village of Redgranite.

On-Site Waste Disposal

Exhibit 7-2 portrays the relative suitability for development of specific locations within the area based on their underlying soils. The soil map identifies suitability for on-site waste disposal options based on an evaluation of soil characteristics. The evaluation is represented by a numerical rating indicating whether the soil type is a candidate location for a conventional system, a mound system, or unsuitable for all currently approved on-site systems. It must be noted that this map is not intended to serve as a substitute for on-site soils investigation, but rather as an indicator of reasonable expectations for soils underlying a site.

Evaluation of the soil data indicates that approximately 80 percent (55,061 acres) of the soils in the area are rated suitable for conventional or at-grade in-ground pressure or mound systems (Table 7-6). Generally, soils near streams and rivers are the least suitable for on-site waste disposal. Areas with high groundwater or characterized by poorly drained soils (Kingsville-Meechan, Houghton-Adrian-Willette, Plainfield-Pearl-Leola, Poy-Zittau-Poygan and Morocco-Kingsville-Keowns associations) are likely to be more unsuitable for on-site systems.

About 67 percent of the area's total acreage (46,475 acres) is suitable for conventional septic systems. This ranges from 85 percent in the Town of Wautoma, to 69 percent in the Town of Marion, and about 50 percent in the other three municipalities. Overall, an additional 13 percent (8,587 acres) of the area is suitable for at-grade systems and another six percent (4,415 acres) is suitable for holding tanks. The remaining 14 percent (9,442 acres) of the area's soils are rated unsuitable for on-site systems due primarily to wet soil conditions. Water, included in the above, accounts for about two percent of the surface area within the area. Of the five municipalities, the Town of Dakota has the highest percentage of land (18.5%) considered unsuitable for on-site systems.

Currently public sanitary sewer collection and treatment is available in the Village of Redgranite, the City of Wautoma, and around the Silver Lake area east of the city. Therefore, within these areas, soil suitability for on-site waste disposal is not an issue. However, the majority of land within the towns is not sewered, and these soil capabilities should be of concern.

Table 7-6. Soil Limitations for On-Site Waste Disposal

Community	Conventional		At-Grade ¹		Holding Tank ²		Unsuitable ³		Suitable ⁴		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
C. Wautoma	957	54.0%	525	29.6%	143	8.1%	146	8.3%	1,481	83.7%	1,771
V. Redgranite	859	56.5%	433	28.5%	57	3.7%	173	11.3%	1,292	84.9%	1,521
T. Dakota	10,866	50.4%	4,545	21.1%	2,157	10.0%	3,987	18.5%	15,412	71.5%	21,556
T. Marion	15,393	68.7%	2,212	9.9%	1,389	6.2%	3,402	15.2%	17,606	78.6%	22,397
T. Wautoma	18,400	84.9%	871	4.0%	669	3.1%	1,734	8.0%	19,271	88.9%	21,674
Total	46,475	67.4%	8,587	12.5%	4,415	6.4%	9,442	13.7%	55,062	79.9%	68,919

Notes: ¹Includes In-Ground Pressure and Mound Systems.

²Includes New Technology Systems producing 10⁴ or less coliform fecal units (cfu) per 100 ml.

³Includes not rated and water.

⁴Includes Conventional and At-Grade

Source: USDA-SCS, Soil Survey of Waushara County, Wisconsin, 1982. NRCS. Waushara County, 2005.

Building Site Development

Exhibit 7-3 identifies soil potential for building site development. The NRCS has evaluated soil characteristics and rated soil potential for building site development taking into consideration wetness, shrink-swell potential, bearing strength, susceptibility to flooding, slope steepness, and frost action. The ratings range from very low to very high potential. About 40 percent (27,464 acres) of the area has soils that are considered to have a very high suitability for building site development while an additional 22 percent (15,263 acres) has soils considered to have medium suitability (Table 7-7). A third (36%, 24,576 acres) of the area has soils that are rated very low for building site development. Water accounts for about two percent of the area. Typically, areas near flowages and in wetland areas have the lowest ratings.

Table 7-7. Soil Potential for Building Site Development

Community	Very High		Medium		Very Low, No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
C. Wautoma	757	42.8%	443	25.0%	533	30.1%	37	2.1%	1,771
V. Redgranite	636	41.8%	464	30.5%	414	27.2%	8	0.5%	1,521
T. Dakota	8,142	37.8%	4,433	20.6%	8,578	39.8%	403	1.9%	21,556
T. Marion	9,184	41.0%	4,568	20.4%	7,619	34.0%	1,025	4.6%	22,397
T. Wautoma	8,745	40.3%	5,356	24.7%	7,431	34.3%	142	0.7%	21,674
Total	27,464	39.8%	15,263	22.1%	24,576	35.7%	1,616	2.3%	68,919

Source: Waushara County, 2005.

Septage Spreading

Exhibit 7-4 identifies soil limitations for septage spreading. The Waushara County Land Conservation Office has evaluated soil characteristics based on groundwater depths, permeability, soil texture, slope, wetness, and soil depth. The ratings range from none or slight to severe. Soils rated slight are relatively free of limitations that affect the intended use or have limitations that are easy to overcome. Soils with moderate limitations can normally be overcome with correct planning, careful design and good management. Soils rated with severe limitations are severe enough to make the use of the soil doubtful for the proposed use. Additional criteria used for spreading are: no spreading should be allowed within 300 feet of rivers, streams, creeks, etc. or within 1,000 feet of lakes without the incorporation of the septage into the soil within 72 hours or less of application. Spreading rates will need to be based on current soil tests, type of vegetation grown on the site, and a septic nutrient test.

Soil limitations are relatively evenly split among the three classifications. Approximately 34 percent (23,210 acres) of the area has none to slight limitations for septage spreading, 28.5 percent (19,656 acres) has moderate limitations, and 35.2 percent has severe limitations. The remaining three percent of the area is either water or not rated. Approximately 40 percent of the soils in the City of Wautoma and Village of Redgranite have none to slight limitations. Of the three towns, the Town of Wautoma has the lowest percent (27.9%) of land with none or slight limitations while the Town of Dakota has highest percentage (39.9%) with severe limitations (Table 7-8).

Table 7-8. Soil Limitations for Septage Spreading

Community	None to Slight		Moderate		Severe		No Rating, Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
C. Wautoma	707	39.9%	493	27.9%	504	28.5%	66	3.8%	1,771
V. Redgranite	636	41.8%	463	30.5%	399	26.2%	23	1.5%	1,521
T. Dakota	7,749	35.9%	4,826	22.4%	8,571	39.8%	410	1.9%	21,556
T. Marion	8,061	36.0%	5,829	26.0%	7,451	33.3%	1,055	4.7%	22,397
T. Wautoma	6,057	27.9%	8,044	37.1%	7,315	33.7%	259	1.2%	21,674
Total	23,210	33.7%	19,656	28.5%	24,239	35.2%	1,814	2.6%	68,919

Source: Waushara County, 2005.

Steep Slopes

Exhibit 7-5 indicates areas that have slopes greater than 12 percent. Approximately 12 percent (7,902 acres) of the area's total acreage falls in this category (Table 7-9). Most of these areas are found in conjunction with moraines, drumlins, kettle lakes, and other glacial features. These areas are most prevalent in the towns of Wautoma (21.2% of the town's area), where the undulating topography created by glacially deposited materials is found throughout much of the town, and Marion (10.1%). In the Town of Dakota, they are found northeast of the White River and south of Wautoma while in the City of Wautoma, they are found northwest of the Wautoma Millpond and near the White River and Bugh's Lake. The Village of Redgranite has the lowest percentage of steep slopes (1.0%).

Table 7-9. Steep Slopes

Community	0 - 12 Percent		> 12 Percent		No Rating, Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	
C. Wautoma	1,640	92.6%	64	3.6%	66	3.8%	1,771
V. Redgranite	1,483	97.5%	15	1.0%	23	1.5%	1,521
T. Dakota	20,181	93.6%	964	4.5%	410	1.9%	21,556
T. Marion	19,084	85.2%	2,257	10.1%	1,055	4.7%	22,397
T. Wautoma	16,815	77.6%	4,601	21.2%	259	1.2%	21,674
Total	59,203	85.9%	7,902	11.5%	1,814	2.6%	68,919

Source: USDA-SCS, Soil Survey of Waushara County, Wisconsin, 1982. NRCS. Waushara County, 2005.

Geology and Topography (Scenic Resources)

The towns of Dakota, Marion, and Wautoma, the Village of Redgranite, and the City of Wautoma have significant natural features that help to define the community. Evidence of several phases of the Wisconsin Glacier can be found within this area. Two moraines, the Outer and Second moraines, cut diagonally across the western part of the county. The Second or easternmost moraine intersects the northwest corner of the Town of Wautoma. East and parallel to this moraine is a belt of well drained hills and kettles that runs diagonally through the Town of Wautoma from the southwest corner to the northeast corner. The southeast corner of the Town of Wautoma, the majority of the towns of Dakota and Marion, all of the City of Wautoma, and part of the Village of Redgranite are found within a belt of drumlins, moraines, sand plains, bedrock mounds and marshes. The eastern third of the county is part of a glacial lake plain. This plain encroaches upon portions of the Town of Marion and the Village of Redgranite.

The topographic divide follows the crest of the Second moraine from the northwest corner of the Town of Rose, south within the Town of Rose, then diagonally from the northeast corner of the Town of Deerfield to the southwest corner of the Town of Coloma. The topographic divide separates the surface water drainage between the Upper Wisconsin River Basin to the west and the Upper Fox River Basin to the east.

Total elevation change within the area is approximately 400 feet, ranging from 1190 feet above sea level near the northwest corner of the Town of Wautoma to less than 790 feet above sea level at Sucker Creek near the southeast corner of the Town of Marion and Willow Creek in the Village of Redgranite.

Water Resources

Watersheds and Drainage

The area is located within two major drainage basins; the Upper Fox River and the Wolf River Basins. The Wolf River Basin (3,690 square miles) includes the entire Wolf River and most of the Lake Winnebago Pool Lakes. It joins the Upper Fox River Basin (2,090 square miles) in Lake Butte des Morts. Together, they form the Lower Fox River Basin, which includes Lake Winnebago and areas downstream. The basins are all part of the Lake Michigan drainage system.

The area is divided into four subwatersheds; the Pine and Willow Rivers, Mekan River, White River, and the Fox River/Berlin Watersheds. The Pine and Willow Rivers Watershed is part of the Wolf River Basin and includes the northeast quadrant and the southeast corner of the Town of Wautoma, the northeast corner of the Town of Dakota, the northern third of the Town of Marion, and most of the Village of Redgranite. Flow within this watershed is predominately east. The *State of the Wolf Basin*, dated August 2001, indicates that the Pine and Willow Rivers Watershed is a current priority watershed project focusing on protection, as well as restoration. The watershed ranked "high" as a priority for stream and "medium" as a priority for groundwater under the Nonpoint Source Priority Watershed selection process. There was insufficient data on lakes in this watershed to rank them.

The Mekan River, White River, and the Fox River/Berlin Watersheds are all part of the Upper Fox River Basin. The Mekan River Watershed is located in the southwest corner of the Town of Dakota, land use is primarily agricultural, and it supports a high quality cold water fishery. Drainage is predominantly southeasterly with the Mekan River flowing into Marquette County. The White River Watershed covers all but the northeast quadrant and the southeast corner of the Town of Wautoma, the entire City of Wautoma, all but the northeast corner and the southwest corner of the Town of Dakota, and the southern two-thirds of the Town of Marion. Drainage is predominately southerly and southeasterly. Land use is predominately agricultural with a significant amount of woodlands and wetlands. The Fox River/Berlin Watershed is located along the east boundary of the Town of Marion and southwest corner of the Village of Redgranite. Drainage in this area is predominately southerly and land use is primarily agriculture.

The *State of the Upper Fox River Basin Plan*, dated October 2001, indicates that Mekan River, White River and the Fox River/Berlin Watersheds have an overall nonpoint source ranking of "medium". Streams are ranked medium in the Fox River/Berlin watershed while in the Mekan

and White River watersheds they are not rated. Lakes are unrated in all three watersheds. There is high potential for groundwater contamination in all three watersheds.

Lakes, Ponds and Quarries

The majority of lakes within Waushara County are natural and of glacial origin. Sandy soils readily allow the percolation of precipitation and thawing snow and ice into the ground rather than overland flow directly to surface waters. This leads to the continual recharge of the shallow aquifer underlying the county and surrounding region. Table 7-10 lists the lakes and quarries found within the five municipalities.

City of Wautoma

Wautoma Millpond, the only lake located within the city, is an impoundment of the main branch of the White River. Soules Creek flows into this pond.

Village of Redgranite

Redgranite Quarry, a hard water quarry with vertical sides, is located near the center of the village.

Town of Dakota

Six Lakes are found within the Town of Dakota: *Pickereel*, *Witters*, and *Meilke* lakes, all landlocked seepage lakes; *Lucky (Fratzke) Lake*, a spring fed seepage lake; *Bass Lake*, the headwaters of Little Lunch Creek; and the *White River Millpond (Lower)*, an impoundment on the main branch of the White River. Bass Lake, whose source of water originates from a minor inlet on the north end and numerous springs around the shoreline, is also classified as a State Natural Area.

Town of Marion

Twelve Lakes and four quarries are located within the Town of Marion. The lakes include; *Irogami (Fish) Lake*, *Deer Lake*, *Squaw Lake*, all seepage lakes; *(Big) Silver Lake*, *Little Hills Lake* and *Lake Lucerne (Egan)*, are spring fed seepage lakes; *Bannerman* and *Spring* lakes, spring fed lakes with outlets; *Lake Alpine*, an impoundment of Thorstad (Bruce) Creek; and *Hidden Springs*, *Katy Lake* and *Cedar Springs*, excavated ponds. (Big) Silver and Irogami (Fish) Lake are largest and second largest lakes respectively in the county. Lake Lucerne (Egan) has been designated as an Outstanding Resource Water under the state's antidegradation policy. The quarries include Flynn's Quarry, West Point Quarry, and two unnamed quarries in section 27.

Town of Wautoma

Seven landlocked seepage lakes are located within the town and include: *Bugh's Lake*, *Beans Lake*, *Little Beans Lake*, *Mud Lake*, *Round Lake*, *Turtle Lake* and *Wautoma Lake*.

Table 7-10. Lakes, Ponds and Quarries

Name	Municipality	Acres	Max. Depth Feet	Developed/ Undeveloped
Wautoma Millpond	C. Wautoma	35	4	Partial
Redgranite Quarry	V. Redgranite	7	163	Undeveloped
Pickerel Lake	T. Dakota	28	51	Partial
White River Millpond	T. Dakota	133	20	Partial
Witters Lake	T. Dakota	51	18	Developed
Bass Lake	T. Dakota	14	28	Undeveloped
Lucky (Fratzke) Lake	T. Dakota	17	46	Undeveloped
Meilke (Pickerel) Lake	T. Dakota	19	5	Undeveloped
Irogamie (Fish) Lake	T. Marion	289	5	Partial
(Big) Silver Lake	T. Marion	328	50	Developed
Deer Lake	T. Marion	15	14	Developed
Little Hills Lake	T. Marion	81	23	Partial
Lake Alpine	T. Marion	56	18	Developed
Squaw Lake	T. Marion	5	5	Developed
Bannerman Lake	T. Marion	5	6	Undeveloped
Lake Lucern (Egan)	T. Marion	48	33	Partial
Spring Lake	T. Marion	40	37	Partial
Hidden Springs	T. Marion	NA	NA	Developed
Katy Lake	T. Marion	NA	NA	Partial
Cedar Springs	T. Marion	38	NA	Developed
Flynn's Quarry	T. Marion	3	70	Undeveloped
West Point Quarry	T. Marion	2	64	Undeveloped
Unnamed Quarry (sec.27)	T. Marion	1	21	Undeveloped
Unnamed Quarry (sec. 27)	T. Marion	2	3	Undeveloped
Bugh's Lake	T. Wautoma	25	18	Developed
Bean's Lake	T. Wautoma	20	12	Partial
Little Bean's Lake	T. Wautoma	1	9	Partial
Mud Lake	T. Wautoma	10	6	Undeveloped
Round Lake	T. Wautoma	26	14	Undeveloped
Turtle Lake	T. Wautoma	6	27	Undeveloped
Wautoma Lake	T. Wautoma	11	4	Undeveloped

Source: WDNR and ECWRPC.

Rivers/Streams

Major waterways (parent streams), tributaries, and secondary feeder tributaries within each watershed in the area include:

Mecan River Watershed:

Mecan River (T. Dakota)

Little Pine Creek (T. Dakota)

North Fork of Little Pine Creek (T. Dakota)

White River Watershed:

White River (Main Branch) (C. Wautoma, T. Dakota and T. Marion),

Lunch Creek (T. Dakota)

Little Lunch Creek (T. Dakota)

West Branch of the White River (T. of Wautoma and T. Dakota)

Mud Creek (T. Dakota)

Bird Creek (T. Wautoma, C. Wautoma and T. Dakota)
 Bowers Creek (T. Wautoma)
 Soules Creek (T. Wautoma)
 Sucker Creek (T. Marion)
 Spring Creek (T. Marion)

Willow Creek Watershed:

Willow Creek (T. Marion and V. Redgranite)
 Thorstad (Bruce) Creek (T. Marion).

Many of the tributaries within the Mekan River watershed support high quality cold water fisheries and land use is primarily agricultural. The Mekan River originates at the Mekan Springs and flows through the southwest corner of the Town of Dakota, where it is considered an Exceptional Resource Water and classified as a class II trout fishery. Little Pine Creek and the North Fork of Little Pine Creek are also located in the southwestern part of the Town of Dakota. Little Pine Creek is considered a class I trout stream; south of its confluence with the North Fork it is considered an Outstanding Resource Water.

Also located in the Upper Fox River Basin, the White River watershed contains a number of high quality streams and Exceptional Resource Waters. Land use within this basin is predominately agricultural, though significant amounts of woodlands and wetlands are also present. The White River above the White River Flowage is a class I trout stream and an Exceptional Resource Water. Below the flowage, the river is considered a warm water sport fishery. The West Branch of the White River originates in an impounded spring area known as the Upper White River Millpond (Town of Deerfield) and flows into the White River south of Wautoma. This river is considered a class I trout stream and an Outstanding Water Resource. Mud Creek, a tributary of the White River south of Wautoma, is also considered a class I trout stream and an Exceptional Water Resource. Bird Creek, originating in the public hunting and fishing grounds two miles west of Wautoma, joins the White River south of Wautoma. This creek is considered a class I trout water and an Exceptional Water Resource. Bowers Creek, which joins Bird Creek west of Wautoma, is considered a class I trout water and an Exceptional Water Resource. Soules Creek originates northeast of Wautoma and flows southwesterly into the White River at the Wautoma millpond. This creek is considered a class I trout water and an Exceptional Water Resource. Lunch Creek originates about 3.5 miles west of Wautoma and flows southeast out of Waushara County to join the White River at the Neshkoro Millpond. Above STH 22 Lunch Creek is classified as class I trout water and Exceptional Resource Water; downstream it is class II trout waters. Little Lunch Creek, fed by seepage and springs, is a tributary to Lunch Creek. Sucker Creek originates in the Town of Marion, then flows out of Waushara County and eventually joins the White River in Green Lake County. This spring fed stream is considered a class I trout water above CTH N and rated as class II trout water downstream to near the county line. Below its confluence with Spring Creek, the stream is non-trout. A small portion of the stream is considered an Exceptional Water Resource.

Willow Creek is class II trout water. This creek originates from springs and the outlet of Silver Lake in the Town of Springwater. Thorstad (Bruce) Creek, which originates from springs and the outfall of Tippetts (Tibbetts) Lake and flows southeasterly into Willow Creek, is rated class II trout water. Part of Willow Creek is also considered an Outstanding Resource Water.

Floodplains

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Flood Insurance Rate Maps for the unincorporated portions of Waushara County identify areas lying within the Towns of Dakota, Marion and Wautoma. Because the City of Wautoma and the Village of Redgranite are incorporated, a FEMA Flood Hazard Boundary Map was used to plot the floodplain areas within these two municipalities. A *Floodplain Management Study*, dated November 1985, was completed for the City of Wautoma and is referenced below. All identified areas are within Zone A, which means that no base flood elevations have been determined (Exhibit 7-6).

City of Wautoma

Within the corporate limits of the City of Wautoma, the FIA Flood Hazard Boundary Map indicates that floodplains are located adjacent to the White River, Bird Creek and Bowers Creek. According to the Floodplain Management Study, areas surrounding the Wautoma Millpond are within the 500 year flood hazard. Some areas surrounding the White River and Bird Creek are included in both the 100 and 500 year flood hazard area.

Village of Redgranite

The area surrounding Willow Creek and an undeveloped area south of STH 21 (Dearborn Street, across CTH N to the Village of Lohrville), is part of zone A.

Towns of Dakota, Marion, Wautoma

Within the towns, floodplains are found adjacent to the various lakes, streams and rivers.

Table 7-11 shows the acres and percentages of floodplains for each of the municipalities. Overall, 11 percent or 7,492 acres of the total area is floodplains. This includes less than 10 percent of the land area in the City of Wautoma and Town of Wautoma, representing only 61 acres and 1,811 acres, respectively. The other three municipalities have between 10 and 14 percent of their land area in floodplains.

Waushara County, the City of Wautoma and the Village of Redgranite have adopted floodplain ordinances requiring certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the Federal Flood Insurance Administrative Flood Insurance Program. This program requires all structures that are to be constructed or purchased in designated flood hazard areas utilizing loans from federally insured banks to be insured by a flood insurance policy.

Table 7-11. Floodplains

	Acres	Percent
C. Wautoma	61	5%
V. Redgranite	148	10%
T. Dakota	2,934	14%
T. Marion	2,538	11%
T. Wautoma	1,811	8%
Total	7,492	11%

Source: FEMA, Flood Insurance Rate Map, Waushara County, 1885.

Wetlands

Wetlands act as natural filtering systems for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, flood control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands. The Shoreland/Wetland Ordinance adopted by Waushara County regulates shoreland use and development within 300 feet of navigable rivers or streams and within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages. The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted to receive authorization.

The wetlands shown on Exhibit 7-7 are based on the Wisconsin Department of Natural Resources (WDNR) Wisconsin Wetlands Inventory Map. They were identified on aerial photographs by interpreting vegetation, visible hydrology, and geography based on the U.S. Fish and Wildlife Service's "Classification of Wetland and Deepwater Habitats of the United States". The following wetlands and wetland types are found in this area:

City of Wautoma

Wetlands are mainly found along the White River south of West Division Street, Bird Creek, and the Wautoma Millpond. These wetlands predominately fall into the following classes and subclasses (subclassses are shown in parenthesis): scrub/shrub (broad-leaved persistent), forested (broad-leaved deciduous), and emergent/wet meadow.

Village of Redgranite

Wetlands are concentrated along Willow Creek and south of CTH N in the southwestern corner of the village. These wetlands predominately fall into the following classes and subclasses (subclassses are shown in parenthesis): forested (broad-leaved deciduous), scrub/shrub (broad-leaved deciduous), and emergent/wet meadow (persistent).

Town of Dakota

Wetlands within the Town of Dakota are generally found as narrow strips along each of the streams. Additionally, there are several larger wetland areas in the town. Among the larger wetland complexes is one associated with Lunch Creek in the center of the town, another associated with the North Fork of Little Pine Creek in the west central portion of the town, and several others scattered throughout the town. The largest of these is found at the headwaters of Little Lunch Creek in the southeastern corner. These wetlands predominately fall into the following classes and subclasses (subclassses are shown in parenthesis): scrub/shrub (broad-leaved deciduous and deciduous), forested (broad-leaved deciduous and deciduous), and emergent/wet meadow (persistent and narrow leaved persistent). The streams are basically forested or scrub/shrub while some of the larger wetland areas are emergent/wet meadow.

Town of Marion

Wetlands within the Town of Marion generally parallel each of its streams. Larger wetland areas are generally located in the southern quadrant as well as interspersed among the lakes in the northwest corner of the town. These wetlands predominately fall into the following classes and subclasses (subclasses are shown in parenthesis): scrub/shrub (broad-leaved deciduous), forested (broad-leaved and needled-leaved deciduous), and emergent/wet meadow (persistent and narrow leaved persistent).

Town of Wautoma

Wetlands within the Town of Wautoma are mainly located in the southern half of the town near the streams. The two largest wetland areas are located in the headwaters area of Soules Creek and Bowers Creek. The former is known locally as the Wautoma Swamp. There are also a number of smaller wetlands associated with Beans Lake and other smaller lakes and kettle ponds that are found in the hillier portions of the town. These wetlands predominately fall into the following classes and subclasses (subclasses are shown in parenthesis): scrub/shrub (broad-leaved deciduous), forested (broad-leaved deciduous and deciduous), and emergent/wet meadow (persistent). The center of the Wautoma Swamp is mainly forested (broad-leaved deciduous), while the fringes are made up of forested (deciduous to evergreen), scrubs/shrubs, and emergent/wet meadow.

Table 7-12 compares the distribution of wetlands among the five municipalities. Not including small wetland areas (less than five acres), approximately fourteen percent of the land is classified as wetlands. The Town of Dakota, with 4,569 acres or 21 percent, has the highest percentage of its total area as wetlands, compared to the Village of Redgranite (8%) and the City of Wautoma (9%). The amount and variety of wetland features may have moderate limitations on the future growth and development of the area.

Table 7-12. Wetlands

	Acres	Percent
C. Wautoma	136	11%
V. Redgranite	128	8%
T. Dakota	4,569	21%
T. Marion	2,695	12%
T. Wautoma	1,988	9%
Total	9,516	14%

Source: WDNR, Waushara County.

Groundwater

In Waushara County groundwater occurs mostly in the alluvium and glacial drift of the Quaternary age and in the sandstone of the Cambrian age. Precipitation in the form of rain and snow is the source of nearly all the county's groundwater. Recharge is generally greatest in spring, when water from melting snow and heavy rains saturates the ground and percolates downward to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, then the elevation where the groundwater is found will fall, causing a depression to occur. Lower water levels cause the pumping lifts to increase and may reduce the yields of some of the wells. In Waushara County, there are no areas where the constant pumping of a

water supply well has resulted in the continued lowering of the water table over a long period of time. Groundwater within the county occurs under both water-table and artesian conditions. Water in the unconsolidated beds of sand and gravel is generally unconfined and is said to occur under water-table conditions. Confined or artesian conditions exist locally where the water in the sand and gravel deposits is confined by layers of silt or clay.

A groundwater divide, located west and parallel to the topographic divide, cuts through the county diagonally from the Marquette County line through the Town of Coloma and the Village of Hancock, east of the Village of Plainfield, and northeasterly to the Portage County line. East of this divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. West of this divide, groundwater moves westerly toward the Wisconsin River. The groundwater table within the area varies in elevation from a high of about 1040 feet above sea level near the northwest corner of the Town of Wautoma to less than 790 in the southeast corner of the Town of Marion. Groundwater depth near the Village of Redgranite varies from about 780 to 800. While the majority of the wells within the town are low capacity, a few high capacity irrigation wells did exist in 1957 when the Geological Survey Water Supply Paper for Waushara County was completed. One well is shown north of Round Lake in the Town of Wautoma and two others are shown west of Lohrville in the Town of Marion. Springs provide a source of groundwater for Lunch Creek, Pine Creek, the West Branch of the White River, Bird Creek, Bowers Creek, the tributaries of Soules Creek, Sucker Creek, the outfall of Spring Lake, and Thorstad Creek.

According to well water information obtained from the Central Wisconsin Groundwater Center in Stevens Point, some private wells located in this area contain nitrate levels that are higher than EPA's Safe Drinking Water Act standards of 10 mg/l. These standards apply to municipal water sources only, but are suggested thresholds for private systems. Nitrates are used in fertilizers and are found in sewage and wastes from human and/or farm animals. Excessive levels of nitrate in drinking water have caused serious illness and sometimes death in infants under six months of age. Pregnant women are also advised not to drink water in which nitrate levels exceed 10 mg/l. Because of the sandy soils that exist in the county, there is potential for groundwater contamination in the shallower aquifers of the county. However, in the deeper aquifers this potential is greatly diminished. Table 7-13 lists the results of water sample tests that were conducted between 1990 and 2001.

Table 7-13. Nitrate-Nitrite

Community	None Detected	0.1 - 2.0 ppm	2 - 10 ppm	10 - 20 ppm	> 20 ppm
T. Dakota	17	14	12	6	2
T. Marion	56	27	22	5	1
T. Wautoma	5	22	43	2	0

Source: Central Wisconsin Groundwater Center, Stevens Point.

According to the *Wisconsin Administrative Code, Chapter ATCP 30, Atrazine, Pesticides; Use Restrictions*, atrazine prohibition areas have been established within the Town of Wautoma and the Village of Redgranite. In prohibition areas no person can apply, mix or load any atrazine product, except under special conditions. The prohibition area includes all of sections 12 and 13 in the Town of Wautoma and the southern portion of the Village of Redgranite, south of CTH N, Bonnell Avenue and STH 21. The Department of Agriculture has determined these areas

based on well samples taken there. These areas are monitored, and if atrazine is not applied in these areas, the levels will diminish and these areas may be removed from the list.

According to Waushara County, the majority of homes within the towns of Dakota, Marion and Wautoma are on private septic systems and wells. The City of Wautoma and the Village of Redgranite each have two active municipal wells that pumped an average of 0.222 MGD and 0.137 MGD respectively in 2001. The majority of the towns rely on private wells for drinking water.

The depth to groundwater varies throughout the study area (Table 7-14 and Exhibit 7-8). In approximately 68 percent of the study area (46,539 acres), the depth to groundwater exceeds 6 feet. Groundwater depths exceed 6 feet in 84 percent of the Town of Wautoma and 70 percent of the Town of Marion; only about half the area in the other three municipalities falls within this category: the City of Wautoma (53.8%), Village of Redgranite (55.7%) and the Town of Dakota (50.4%). About 12 percent (8,278 acres) of the area has groundwater depths of 2 and 6 feet. The areas with the highest percentages falling within this category are the City of Wautoma (525 acres, 29.6%) and the Village of Redgranite (433 acres, 28.5%). Groundwater depths are less than 2 feet in 17.8 percent (12,288 acres). These areas are mainly in the Town of Dakota (5,741 acres, 26.6%) and the Town of Marion (3,843 acres, 17.2%). The remaining three percent (1,814 acres) of the area is either water or has no ratings. Groundwater is closer to the surface along the flowages in the area. In the Town of Marion high groundwater depths are also found along the eastern column of sections and the southeastern corner of the town. In the Town of Dakota, this area includes the western column of sections, southwestern corner, and the center of the town. Within the City of Wautoma this area is found between Fair Street and Sandcrest Avenue, north of Madison Street, and west of STH 21 (16th Drive). There is a strong parallel between areas of high groundwater and those areas designated as wetlands.

Table 7-14. Depth to Groundwater

Municipality	< 2 Feet		2 - 6 Feet		> 6 Feet		No Rating, Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
C. Wautoma	227	12.8%	525	29.6%	953	53.8%	66	3.8%	1,771
V. Redgranite	217	14.3%	433	28.5%	848	55.7%	23	1.5%	1,521
T. Dakota	5,741	26.6%	4,545	21.1%	10,860	50.4%	410	1.9%	21,556
T. Marion	3,843	17.2%	1,903	8.5%	15,596	69.6%	1,055	4.7%	22,397
T. Wautoma	2,261	10.4%	871	4.0%	18,283	84.4%	259	1.2%	21,674
Total	12,288	17.8%	8,278	12.0%	46,539	67.5%	1,814	2.6%	68,919

Source: Waushara County, 2005.

Wildlife Resources

Wildlife Habitat

Numerous habitat types enable the area to support varied and abundant wildlife and fish communities. These habitats consist of streams, lakes, rivers, woods, swamps, open wet meadows, and farmland. White tailed deer and ruffed grouse are abundant in the wooded areas, the many lakes in the area support a warm water fishery, trout are found in the many spring fed streams, and the wetlands in the area are attractive to waterfowl during spring and

fall migrations. Other wildlife found in the area include: grassland and wetland birds, sandhill cranes, cottontail rabbits, gray squirrels, mink, otter, muskrats, beaver, songbirds, raccoons, red fox, raccoon, and ducks.

Two State Natural Areas are present within the Town of Dakota and are further described under parks, open space and recreational resources. These areas provide unique natural communities and diverse wildlife habitats. In addition, the WDNR website contains a list of sensitive natural communities in the area. These communities include: Dry Prairie (grassland community, Town of Wautoma), Emergent Aquatic (open, marsh, lake, riverine and estuarine communities with permanent standing water, Town of Dakota), Floodplain Forest (lowland hardwood forest that occurs along large rivers, Town of Dakota), Lake-Deep, hard, seepage (Town of Dakota), Shrub-Carr (wetland dominated by tall shrubs and various willows, T. Dakota), and Southern Sedge Meadow (open wetland, Town of Dakota).

Rare, Threatened and Endangered Species and Natural Communities

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Waushara County. In order to protect these species and communities, the exact location is not available to the public; however, Waushara County does have a copy of this database. Whenever a request comes into the County for development, this database is consulted prior to granting approval. A copy of the Rare, Threatened and Endangered Species and Natural Communities per town is included in the appendix of this report.

Exotic and Invasive Species

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckhorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. They hamper boating, swimming, fishing and other water recreation and take an economic toll on commercial, agricultural, and aquacultural resources. The WDNR requires that any person seeking to bring any non-native fish or wild animals into the state for introduction must first obtain a permit as required under the Wisconsin Statutes 29.736 and 29.745.

Woodlands

Originally much of Waushara County ranged from a mixture of oak forest species to more open oak forest and oak openings with an understory of prairie grasses and other prairie plants. Today, upland woods dominated by tree species in the oak-hickory association, often interspersed with pines, are found in much of the county. Woodlands cover 53 percent of the area and are sometimes found in wetland areas (Table 7-15). They are also found along the moraines and in the kettle and hill portion of the region. Woodlands within the area can be classified into one of three categories: 1) general woodlands (naturally occurring forests or woods and hedgerows), 2) planted woodlots (tree plantations or trees planted in rows, orchards and timber tracts, not including nurseries) and 3) silviculture (Christmas tree production).

Woodlands comprise about fifty percent of the total land area in the Village of Redgranite and the towns of Dakota, Marion and Wautoma, while in the City of Wautoma they comprise only 20 percent. These woodlands are prime wildlife habitat areas and efforts to protect them from encroaching development should be evaluated.

Table 7-15. Woodlands

	General Woodlands		Planted Woodlots		Silviculture		Total Woodlands		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
C. Wautoma	274	15%	37	2%	27	2%	338	19%	1,771
V. Redgranite	430	28%	205	13%	85	6%	720	47%	1,521
T. Dakota	10,101	47%	1,779	8%	673	3%	12,554	58%	21,557
T. Marion	9,071	40%	1,352	6%	483	2%	10,907	49%	22,402
T. Wautoma	8,202	38%	2,693	12%	1,015	5%	11,910	55%	21,674
Total	28,078	41%	6,067	9%	2,283	3%	36,428	53%	68,926

ECWRPC, Local Comprehensive Planning Committees.

The Forest Crop Law (FCL), enacted in 1927, the Managed Forest Law (MFL), enacted in 1985, and the Woodland Tax Law (WTL) were established to encourage sound forestry on private lands and to ensure the growth of future commercial crops while recognizing individual property owners' objectives and society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources. As of January 1, 2000, approximately 285 acres of land within the area were enrolled in MFL program. The Town of Dakota had 238 acres enrolled while the towns of Marion (40 acres) and Wautoma (7 acres) had a much smaller acreage enrollment. As of January 1, 2000, 245 acres of land within the area were enrolled in FCL program, including 115 acres in the Town of Dakota. On December 31, 2002, all land enrolled in the Town of Wautoma expired. See Table 7-16.

Table 7-16. Managed Forest Law/Forest Crop Law

	Managed Forest Law		Forest Crop Law		Total		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	
T. Dakota	238	1.10%	115	0.53%	353	1.64%	21,556
T. Marion	40	0.18%	25	0.11%	65	0.29%	22,397
T. Wautoma	7	0.03%	105	0.48%	112	0.52%	21,746
Total	285	0.43%	245	0.37%	530	0.81%	65,699

Source: WDNR

Parks, Open Space and Recreational Resources

Public open space lands such as parks and parkways are important to the quality of life within a community. These lands serve many purposes including outdoor recreation and education, buffers, flood and stormwater management, habitat preservation, air and surface water quality improvements, protection of groundwater recharge areas, and aesthetics. They also can enhance the value of nearby properties.

WDNR and Public Lands

The Wisconsin Department of Natural Resources (WDNR) owns a total of 3,734 acres in the five Group D Planning Cluster communities (Table 7-17). State fishery areas primarily located in the towns of Dakota and Wautoma comprise most of this acreage. These areas are purchased by the State to protect important waterways from improper land use due to agricultural abuse or urban runoff as well as to help preserve and manage headwaters and springs that often form the biological base for stream fisheries. In addition, they protect and improve spawning grounds for lake fisheries and prevent private blocking of important waterways, game lands, and lakes. Other holdings in the area include two state natural areas (SNA) and miscellaneous DNR properties. State natural areas are devoted to scientific research, the teaching of conservation biology, and especially to the preservation of their natural value and genetic diversity for future generations. Although found elsewhere in Waushara County, there are no state wildlife areas in any of the Group D Planning Cluster municipalities. These areas are managed to protect and provide important habitat for wildlife and prevent the destruction of wetlands and the private blockage of important waterways, game land, and lakes.

Components of the White River, Mekan River, and Willow Creek State Fisheries Areas comprise the bulk of the area's state fisheries acreage. These public lands are found along Bird Creek, the West Branch of the White River, Soules Creek, the Wautoma Swamp, Bowers Creek, Willow Creek, Lunch Creek, the White River, Little Pine Creek, and the Mekan River.

The two State Natural Areas include:

Lunch Creek Wetlands State Natural Area. Located in sections 16, 17 and 21 of the Town of Dakota and totaling 457 acres, the Lunch Creek Wetlands SNA contains one of the most diverse and species-rich sedge meadows in Wisconsin. This large wetland complex is free from exotic species and dominated by fen and sedge meadow communities.

Bass Lake Fen State Natural Area. Located in sections 23 and 26 of the Town of Dakota and 77 acres in size, the Bass Lake Fen SNA is a calcareous fen that is considered exceptionally diverse with many small springs, openings, and ponds that provide a calcium-rich habitat.

There is also a small amount of federally owned land in the area. The U.S. Fish and Wildlife Service owns about 232 acres in the Town of Dakota south of the White River Flowage. This property (Wilcox Waterfowl Production Area) is preserved as a breeding ground for waterfowl and other migratory birds.

Table 7-17. WDNR Land

Municipality	Acres
C. Wautoma	2
V. Redgranite	56
T. Dakota	1,937
T. Marion	228
T. Wautoma	1,512
Total	3,734

Environmental Corridors

Environmental corridors are continuous systems of open space created by the natural linkage of environmentally sensitive lands such as woodlands, wetlands, and habitat areas that provide important travelways for a variety of wildlife and bird species. These features are sensitive natural resources; preserving these corridors from development protects habitat and keeps non-point source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

Many of the streams and rivers in the study area are considered Exceptional Resource Waters and have been designated as a class I or class II trout fishery. In addition, Lake Lucerne is considered an Outstanding Resource Water and Bass Lake, as noted, has been classified as a State Natural Area. It is important that these areas be preserved for future generations. The WDNR has purchased land along the streams and rivers in the area to preserve these resources and, more specifically, to protect the invaluable trout habitat these streams provide. However, land still remains unprotected in these areas. It is important that development is directed away from these areas and that they continue to be recognized as important environmental corridors.

Mineral Resources

Nonmetallic Mineral Resources. "Nonmetallic" mineral resources include all mined materials other than those mined as a source of metal. Economically important nonmetallic minerals include building stone, lime, sand, gravel, and crushed stone used in construction of building and roads. At one time granite was actively mined in the Redgranite area and a number of old quarries exist today. There are currently six inactive quarries in the Town of Marion and one inactive quarry in the Village of Redgranite. In addition, a number of active gravel pits permitted under NR-135 are located in the area, including five in the Town of Wautoma. See Exhibit 8-1.

Metallic Mineral Resources. Metallic mineral mining refers to mining of mineral deposits that contain recoverable quantities of metals such as copper, zinc, lead, iron, gold and silver. There are no metallic mineral resources in the area.

Solid and Hazardous Waste

According to the Wisconsin Department of Natural Resources Registry of Waste Disposal Sites in Wisconsin, June 1999 update, the following sites are listed:

- | | |
|-----------------|---|
| Town of Dakota | <ul style="list-style-type: none"> - NW ¼ of Section 1 - W ½ of the SW ¼ of Section 11 (Former City of Wautoma Site) - NW ¼ of the SW ¼ of Section 11 |
| Town of Marion | <ul style="list-style-type: none"> - SE ¼ of the NE ¼ of Section 12 - NW ¼ of the NW ¼ of Section 22 (Former Town of Marion Site) |
| Town of Wautoma | <ul style="list-style-type: none"> - NE ¼ of the SW ¼ of Section 14 - S ½ of SW ¼ of Section 22 (Former City of Wautoma Site) - SW ¼ of the SW ¼ of Section 22 (Former City of Wautoma Site) - NE ¼ of Section 13 - Highway 21 |

These landfills are indicated on Exhibit 8-3. This registry is from a statewide list of WDNR's known solid and hazardous waste disposal sites. The list includes active, inactive, and abandoned sites where solid or hazardous wastes were known, or likely to have been disposed. Inclusion of a site on the Registry does not mean that environmental contamination has occurred, is occurring, or will occur in the future. However, new development should avoid these areas and future reuse of these areas should be considered in the proposed land use plan.

Air Quality

Air quality, especially good air quality, is often taken for granted. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use, which in turn impacts air quality. Emissions from certain industries can also impact air quality. As more rural residential development occurs, there are increased conflicts between non-farm residents and certain agricultural operations that emit dust and odors. Noise can also be a factor impacting environmental quality.

Vehicle travel including the number and length of trips has increased significantly in recent decades. This can be attributed to changing development patterns. Development patterns are becoming more spread out, with the location of jobs and housing becoming more segregated and distant from one another. This is apparent in Waushara County, as increasing numbers of residents are commuting to distant urban centers where greater employment and shopping opportunities as well as medical services exist. Since alternative modes of transportation are less viable, particularly in outlying rural areas, people rely more on the automobile to get around. Changing lifestyles are also a major factor. Two income families are causing people to find housing that splits the difference between the two employment locations. Since vehicle travel generates air pollutant emissions, greenhouse gas emissions, and noise, local decisions about what types, where and how new development occurs can have an impact on air quality.

CULTURAL RESOURCES

Cultural resources include an inventory of historic buildings, sites, structures, objects and districts. It also includes an inventory of local archeological sites. Cultural resources define a community's unique character and heritage.

State and National Register of Historic Places

The Wisconsin Historical Society's Division of Historic Preservation (DHP) is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The National Park Service in the U.S. Department of the Interior maintains the program. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage, and is maintained by the DHP. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archaeology, engineering and culture.

(For ease of discussion, “National Register” is used generally to refer to both programs. In Wisconsin, if a property is listed on one then it is typically listed on the other.)

- At present, only one property within the Group D cluster, the Waushara County Courthouse/ Waushara County Sheriff’s Residence and Jail, located at 209 St. Marie St. (alternate listed street address: 221 S. St. Marie St.), City of Wautoma is listed on the National Register.

It should be noted that the National Register is not a static inventory. Properties are constantly being added and, less frequently, removed. It is important therefore to access the most up-to-date version of properties listed on the National Register. The list can be found at <http://www.wisconsinhistory.org/histbuild/register/index.html>, or by contacting the DHP at (608) 264-6500.

Architecture & History Inventory

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities, such as Department of Transportation highway projects. Very little of this type of survey work has been done in Waushara County. A moderate amount has been undertaken in the City of Wautoma and Village of Redgranite, but little has been done in the Towns of Dakota and Marion. A survey of the Town of Wautoma has never been undertaken.

A search of the DHP’s on-line Architecture & History Inventory (AHI) reveals the following about these communities:

- Eighty-eight properties in the City of Wautoma are included in AHI. (The National Register-listed Waushara County Courthouse/ Waushara County Sheriff’s Residence and Jail mentioned above represent one of the 88 properties.)
- Twenty-five properties in the Village of Redgranite are included in AHI.
- One property in the Town of Dakota is included in AHI.
- Seven properties in the Town of Marion are included in AHI.
- Two properties in the Town of Wautoma are listed in AHI.

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP’s collections. AHI is primarily used as a research and planning tool.

It is important to note that like the National Register, AHI is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to use the most up-to-date list of properties within a given area. This information can be found at <http://www.wisconsinhistory.org/ahi/index.html>. Otherwise, contact the DHP at (608) 264-6500.

Archaeological Sites Inventory

The Archaeological Sites Inventory (ASI), similar to AHI exists for known archaeological sites across the state. However, because of the sensitive nature of archaeological sites, information as to the whereabouts of these sites is not currently made available on-line. This information is only distributed on a need-to-know basis. Archaeological sites are added to ASI as they are discovered, and discovery is a continual process. For technical assistance and up-to-date information on sites within a given area, contact the DHP at (608) 264-6500.

Local History¹

The earliest inhabitants of Waushara County were Native Americans. Considerable evidence of this occupation has been found. A total of 332 mounds, 49 camp and village sites, two spirit stones, two cemeteries, and several other archeological sites have been discovered. Some of these sites are located within the Group D cluster. A trail used by Native Americans and early settlers followed the north shore of Silver Lake. Known campsites were found near the Wautoma Millpond, south of the City of Wautoma near the White River, and along several lakes. Evidence of Indian burial mounds can be found near Silver Lake, Hills Lake, and near the source of the White River. On October 18, 1846, the Menominee Indians ceded their land, including Waushara County, to the U.S. Government.

In 1848, Isaac and William Warwick, the first white settlers to the area, built a log cabin in the Town of Marion. During the winter of 1848 to 1849, Philip Green settled on the site of the former Village of Wautoma. Other settlers soon followed. By 1849 a crude dirt road was built between Berlin (Strong's Landing) and Wautoma (Shumway Town). This road basically followed present day CTH F. Later, a dirt road was built that connected "Sand Prairie" (Redgranite) to the "Strong's Landing"- "Shumway Road". The Wisconsin Legislature established Waushara County on February 15, 1851. The county was initially comprised of one town; the Town of Waushara and the county seat was established in Sacramento, near the City of Berlin. However during that same year, the towns of Dakota (November 11th), Marion (April 1st) and Wautoma (April 1st) were created. A sawmill and store were built near the Wautoma Millpond (Shumway's Mill) and soon other business establishments followed. The original plat of the Village of Wautoma was recorded on December 24, 1853, and soon a small community existed. In 1854, after a bitter debate, the county seat was moved from Sacramento to Wautoma. The first court house was built in 1857 for \$10,000. During this same time period, early settlers or farmers were also moving into the Town of Warren. Wautoma was incorporated into a village in 1901 and a city in 1940.

Granite was discovered in Wisconsin in 1880 near Wausau. However, the mahogany-colored granite was not discovered in the "Sand Prairie" area until 1887. This granite was exposed near the surface, and a number of residents developed quarries in the area. Ed Ashback (Redgranite) and Frank Macholl (Lohrville) developed quarries on their homesteads. The largest deposit was on the George Cronk farm north of present day STH 21 in Redgranite. This farm was purchased by the Berlin Granite Company in 1887 and run as a subsidiary of the Berlin quarry. In 1902, the Chicago and Northwestern Railroad built a seven mile spur line from

¹ A History of Redgranite-Lohrville and its High School, vol. 1 and 2 by Howard Evans; www.rootsweb.com, www.visitwaushara.com; www.explorewisconsin.com; The Wisconsin Archeologist, by Geo. Fox and E. C. Tagatz; www.1waushara.com; The Plainfield Sun, 4/7/1933; Hancock News, 11/1/1928; Waushara Argus, 2/9/1876; Waushara Argus, 6/20/1923; Waushara Argus, 2/13/1924.

its Fond du Lac-Princeton-Marshfield line to Redgranite. This connection to the mainline was called Bannerman Junction after William Bannerman, one of the original owners of the Berlin Granite Company. The postmaster changed the name from Sand Prairie to Red Granite. Eventually, the two words were merged into one. The business district and housing within the community were slow to develop. By 1900, there were only a few businesses and houses since most workers lived in Berlin and commuted by bicycle to work on a daily basis. However, development quickly hastened after 1902, and the village was incorporated in 1904.

In April of 1901, a fire nearly destroyed the village of Wautoma. The only buildings left standing were the newspaper office and the old grist mill. Redgranite also sustained devastating fires in 1905 and 1908. By the late 1920s the demand for red granite as a paving stone decreased as more highways were constructed out of concrete and asphalt. For a period of time, however, the demand for breakwater stone sustained the quarries. In August 1931, the Red Granite quarry closed permanently; the Lohrville quarry closed in November of that year.

INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS

Agriculture, Natural and Cultural Resources are dependent upon one another and the other elements of the comprehensive plan.

Wisconsin's important agricultural land base is strongly integrated with its natural resources. Complex agricultural patterns are mixed with the state's natural features to form a natural patchwork of different land uses. Natural resource issues and concerns are closely linked to activities taking place on agricultural lands, not only adjacent to one another, but in the area. Soil erosion from farm fields and surface runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers and lakes. Leaching of pesticides and nutrients has the potential to impact underground aquifers and affect drinking water supplies. There is a growing concern, especially in areas where rural residential development is occurring, about the impact of livestock farming on air quality. However, it is important to note that individual farming operations differ in management practices and vary widely in their contributions to these environmental problems.

Although agricultural activities can have a negative impact on the environment, they can also provide positive benefits. People value the open agricultural landscape and the benefits of maintaining wildlife habitats. Other benefits include nutrient recycling and enhanced water recharge.

Farming in Wisconsin has been going on for a long time. Over the years, tilling of fields has exposed many of our state's archaeological sites. It is not uncommon in the area to find evidence of old houses or burial mounds. Architecturally distinctive houses, barns or entire farmsteads could reflect a significant time period, be associated with a notable person, reflect ethnic building types and construction practices, or represent an example of a once important agricultural specialty.

Economic Development

Agriculture, natural and cultural resources should be considered when developing an economic development plan. It is important to remember that farming is still an important segment of

Waushara County's rural economy. There may be specific economic development strategies that could help improve the well being of local farmers, because as long as financial conditions remain difficult, farmers will continue to find it tempting to quit farming and explore other alternative uses for their land. Natural resources can provide a positive economic benefit to the area in the form of forest-related industries, nature-based recreation, aesthetics, and other tourism-related contributions. Additionally, the area's woodlands are also integral to the local economy, even as a component of individual farm operations. However, protection and impact to the area's natural resources should be considered whenever a new business or development is proposed.

Cultural and natural elements provide opportunities for enhanced quality of life for current residents and can be a valuable tool to bring new workers and employers to an area. Historic preservation can be used to enhance unique qualities that are found in area communities. The downtown areas of the City of Wautoma and the Village of Redgranite are unique; any development should incorporate existing buildings and preserve the historic character of the area. Artifacts, dating back to mining in the Redgranite-Lohrville-Marion area, can be found abandon in and near the old quarries. These objects, along with the quarries in the area could be developed as an example of life and mining in Wisconsin in the early 1900's.

Housing

Agriculture, natural and cultural resources need to be considered when planning for the housing element. Most new residential construction is occurring on agricultural land or adjacent to or within a natural resource feature such as a lake, stream, river, woods, steep slope, wetland, or on land that provides a pleasing view. Housing is also needed for people who work on farms or within other industries in the local economy. In many areas housing development patterns are rather haphazard. These scattered housing patterns generate high costs to the community in terms of lost farmland, demands for public services (road, school, water, sewer), and conflicts between homeowners, farmers, hunters, recreationalists, and environmentalists. Demand for home sites also drives up land costs, which reduces the ability of young farmers to buy land and makes it more expensive for existing farmers to purchase additional land to expand their operations.

Existing housing stock provides community character and reflects the historical development of the area. Older neighborhoods often offer the best opportunities for low income housing that can be rehabilitated using community fix-up programs. Abandoned historic industrial buildings and old schools can be adapted and preserved to provide attractive affordable housing for the community.

Transportation

Transportation planning should consider the transportation needs of the area. Transportation is critical to the agriculture community since it provides access to suppliers, processors, haulers, and other support industries. It also allows for the transport of goods to local, regional, national, and international markets. An efficient transportation network can improve the income for the Wisconsin farmer. At the same time, when planning for transportation, it is important to consider the potential conflicts between rural non-farm residential development and new or expanding agricultural operations and how they may impact the transportation infrastructure or safety of the area. For example, as rural non-farm development increases,

slow-moving farm vehicles are more likely to interfere with the free flow of traffic desired by other motorists.

Development and subsequent transportation improvements of STH 21 in the Wautoma and Redgranite area may impact the area's natural resources, wetland areas, historical and cultural resources and farmland adjacent to both the existing highway corridor as well as any possible bypass routes. To minimize this impact, it will be important for the communities and Waushara County to monitor this situation and consider development techniques that offer greater protection.

When transportation corridors are expanded or proposed, care should be taken to minimize the effects on historical and cultural resources. Sensitivity must be shown for historic buildings and markers as well as archaeological sites and objects. The integrity and identity of a community is dependent upon the preservation of its historic character and distinctive features. The identity and aesthetics of a historic neighborhood can easily be threatened by a street widening project that removes large trees and narrows street terraces.

Community and Public Facilities

Preplanned development leads to an efficient use of public infrastructure and reduces the spread of sprawl, which leads to the consumption of the rural landscape and natural resources. Educating local officials and citizens about local land use decisions and their implications for farming is important if the ability to grow and raise food is to be preserved. Diminishing farmland also affects a community's ability to land spread bio-solids, a by-product of the wastewater treatment process. As large areas of farmland close to suburban areas decrease, communities must travel longer distances to dispose of this waste, thereby increasing costs.

Similar to farmland, our natural resources are limited and are being used up at an alarming rate. Renewable energy, or green energy, an alternative energy source, comes from natural resources that do not diminish over time since they are naturally and continually replenished. Fossil fuel emissions lead to persistent health and environmental problems, regional haze, acidification of lakes, streams and forests, mercury in fish and other wildlife, acidic damage and erosion to buildings and other materials, ozone damage to forests, and eutrophication of water bodies.

To maintain our quality of life, it is essential that not only is growth accommodated but that it be done while protecting our natural environment. The quality of the region's surface and groundwater resources are linked to the proper siting, installation, and maintenance of individual on-site systems. Improper treatment and discharge of human waste and bacteria can contaminate public and water supplies. The impact of increased development and impervious areas can adversely affect groundwater quality and quantity.

Public buildings such as city or town halls, county courthouses, schools, water treatment plants, water towers, public libraries, and fire stations are often architecturally significant landmarks in a community and are important part of the community's image. Even when these buildings have outgrown their original use, they are often converted into a community center, senior center, housing, or some other productive use because of a community's attachment to them.

Land Use

Land use is an integral part of all the elements in the plan. Residents have clearly indicated through the community survey that the preservation of agricultural land and the area's natural resources is very important to them. People also expressed the need for planning to protect the rural atmosphere while allowing for controlled orderly development. Opportunities for historical preservation should also be considered in all future planning, zoning, and development decisions.

Intergovernmental Cooperation

Many agricultural and natural resource issues go beyond local boundaries. Watersheds and other ecosystems, economic conditions, transportation patterns, and housing can impact regions as a whole. Air and water pass over the landscape so that one jurisdiction's activities can affect other jurisdictions downwind or downstream. Regional development patterns and neighboring municipal land use policies also affect the prices and availability of land and the economic performance of local farms in adjoining towns. Unless towns, cities, villages, and counties communicate and coordinate effectively, it will be difficult to control growth in agricultural areas that preserves farmland and protects natural resources.

Preserving a community's heritage allows people to connect with the past. Unfortunately, little has been done in the area to establish a base of historically significant buildings and other features. The Wisconsin Historical Society's Division of Historic Preservation provides funding to local governments and non-profit organizations. These funds could be sought either independently or collectively with neighboring communities to fund architectural and historical surveys. Communities should also work together to utilize existing local expertise on not only the history of the area, but also on historic preservation issues.

POLICIES AND PROGRAMS

State, Regional, County, and Local Policies

State

Wisconsin Administrative Code. Comm 83, revised during the 1990s to add provisions for new wastewater treatment system technologies and land suitability criteria, came into effect on July 1, 2000. Unlike the code it replaced, the new rules prescribe end results – the purity of wastewater discharged from the system – instead of the specific characteristics of the installation. This rule gives owners more on-site wastewater treatment system options, while at the same time protecting our natural resources and groundwater. Within Waushara County, holding tanks are banned for new construction and are not allowed for replacement systems unless no other system will work.

NR-103, Water Quality Standards for Wetlands, establishes water quality standards for wetlands.

NR-115, Wisconsin's Shoreland Management Program, requires counties to adopt zoning and subdivision regulations for the protection of all shorelands in unincorporated areas.

NR-116, Wisconsin's Floodplain Management Program, requires municipalities to adopt reasonable and effective floodplain zoning ordinances within their respective jurisdictions.

NR-117, Wisconsin's City and Village Shoreland-Wetland Protection Program, establishes minimum standards for city and village shoreland-wetland zoning ordinances.

NR-135 was established to ensure that non-metallic mining sites are properly abandoned. This law promotes the removal or reuse of nonmetallic mining refuse, removal of roads no longer in use, grading of the nonmetallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative cover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing nonmetallic mining sites, and development and restoration of plant, fish and wildlife habitat if needed to comply with an approved reclamation plan.

Wisconsin State Statutes. The towns of Dakota, Marion and Wautoma have adopted village powers under Wis. Stats. Ch 60, Sec. 60.62. This allows the towns to adopt their own zoning regulations, provided they are at least as restrictive as the county's. However, since Waushara County already has a county ordinance, the towns would need to obtain permission from the County prior to adopting town zoning.

Regional

East Central Wisconsin Regional Planning Commission. East Central is currently working on a regional comprehensive plan. As a part of this planning effort, East Central has proposed several core policies and/or goals for agricultural, natural, and cultural resources.

Agricultural Resources

- Encourage appropriate and practical conservation oriented land and wildlife management practices.
- Promote management of renewable resources in ways compatible with sustained yield.
- Support land use patterns which are consistent with soil suitability and other environmental considerations.
- Encourage development on lands not suitable for farming and community recreation.
- Maintain employment and increased income in the agricultural sector.
- Encourage contiguous planned development to eliminate the intermingling of farms and urban land uses.
- Preserve land suitable for the production of food and fiber to meet present and future needs.
- Promote adoption of exclusive agricultural zoning districts to insure that valuable farming lands are not lost or disrupted by incompatible urban land uses.

Natural Resources

- Improve and protect surface and groundwater quality.
- Improve and/or maintain high air quality.
- Preserve and protect environmentally sensitive areas and promote the linking of these areas into environmental corridors.
- Manage wildlife and wildlife habitat in a manner that maintains ecological stability and diversity while considering the social and economic impacts.
- Protect non-metallic mineral deposit sites.
- Ensure sufficient natural public open space is provided to meet the active and passive recreation needs of all residents while preserving and protecting the region's natural and cultural resources.
- Promote the consideration of design and aesthetics as a means of ensuring that communities and the region as a whole remain attractive as places to live, work, and play.

Cultural Resources

- Establish a regional cultural resource implementation committee to work on pursuing implementation of the regional cultural resources goals.
- Hold an annual Cultural Resources Summit where local organizations, preservation professionals, HP commissioners, and the general public could hear speakers, exchange ideas and interact with each other, raise and address current issues and needs, and encourage support for cultural resource appreciation, enhancement and protection.
- Create a web-based clearinghouse to serve the region, offering a variety of resources to support preservation of our prehistoric and historic, archaeological, and cultural heritage.
- Ensure that decision makers have understanding of, and an appreciation for, cultural resource protection.
- Make the public better aware of the tax benefits and protections which are available to local landmarks, state and national register site properties, as well as associated responsibilities.
- Work with the Wisconsin Historical Society to increase access to the WHS WHPD database and expand its usefulness to a broader user base.
- Develop an easy, reliable way to alert local government officials conducting permit reviews, and prospective home buyers making land/home purchase decisions, as to the location of culturally significant properties by including these cultural resource status designations in all title transfer records.

- Work with local and regional groups to update the State's list of archaeological and historical inventories.
- Revise the Wisconsin State Statutes (709.02) to expand it to include "archaeological sites" as well as historic buildings and sites, in the items which realtors must make known to potential buyers.
- Prevent generational loss of cultural heritage by encouraging the use of more cultural resource programming in the history and social studies curriculums of K-12 and higher education institutions throughout our region.
- Establish a Cultural Resource Center for the ECWRPC region.
- Encourage greater interaction and sharing of ideas, resource materials, etc. between the private sector and the public sector, volunteers and professionals.

These policies and goals are consistent with the Group D cluster's vision for the future to preserve the natural resource base while allowing for environmentally sound development and provision of recreational needs.

County

Waushara County Zoning Ordinance. The Waushara County Zoning Ordinance regulates zoning in the towns of Dakota, Marion, and Wautoma. The following chapters contain relevant information.

Chapter 22, Manure Waste Storage Ordinance regulates the location, design, construction, installation, alteration, closure, and use of manure storage facilities in order to prevent water pollution and the spread of disease. The county currently does not regulate large animal farming operations.

Chapter 58, Zoning defines the different zoning categories and identifies what land uses are permitted in a given zone (Exhibit 8-2). The ordinance includes a General Agricultural Zone (A-G), Agricultural Residential Zone (A-R) and Shoreland/Wetland Zone (O-SW). Exclusive agricultural zoning is not practiced within the county. A-G zoning is designed primarily for large scale agricultural uses of land related to growing of crops and raising of livestock; however, other uses such as single family dwellings are allowed. A-R provides a semi-rural type of environment that allows for general agricultural uses. In both zones, the minimum parcel size for a rural home site is one acre. According to the Waushara County Zoning Ordinance, all unincorporated areas within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages or within 300 feet of the ordinary high water mark of a navigable river or stream fall under the Shoreland Jurisdictional Area. Restrictions meant to protect these areas address such things as lot sizes, setbacks, buildings, permitted uses, vegetative shore cover, grading and filling.

Waushara County Farmland Preservation Plan. Waushara County adopted a Farmland Preservation Plan on June 9, 1981. Adoption of this plan allows farmers in preservation areas (existing farms with at least 35 acres of productive cropland that are mapped as preservation areas) to sign agreements on a voluntary basis under the State's Farmland Preservation Act for

tax credits. Even though existing cropland is enrolled in this program, farmland in the county continues to be lost as more and more people seek homesites in rural areas.

Local

City of Wautoma Zoning Ordinance. The City of Wautoma Zoning Ordinance regulates zoning in the city.

Floodplain Zoning Ordinance (#06-003). The City of Wautoma Floodplain Zoning Ordinance was adopted in February 2006. This ordinance allows for the safe discharge of floodwaters; preserves the storage capacity of the floodplain to protect public health, safety, and general welfare; minimizes property damage and the cost of flood prevention; and allows for flood relief. This ordinance also regulates land use and activities within the floodplain.

Local Landmarks Ordinance. The City of Wautoma enacted a local landmarks ordinance in 1996. This ordinance provides for an historic preservation commission with the authority to designate local landmarks. However, the commission does not meet on a regular basis and has not met in years. As of March 2002, it had not designated any local landmarks.

Historic Preservation Ordinance. This ordinance was drafted shortly after the passage of Wisconsin Act 471 of 1994, which requires cities containing National Register and/or State Register properties to enact local historic preservation ordinances. The City of Wautoma is home to the National Register-listed Waushara County Courthouse/Waushara County Sheriff's Residence and Jail, and thus was obligated to enact such an ordinance.

Village of Redgranite Zoning Ordinance. The Village of Redgranite Zoning Ordinance regulates zoning in the village.

Chapter 4, Floodplain and Shoreland-Wetland Zoning Ordinance regulates the wetlands that are 5 acres or more in size and areas within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages or within 300 feet of the ordinary high water mark of a navigable river or stream.

FEDERAL AND STATE PROGRAMS

Federal

United States Department of Agriculture

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 erodible 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 the cropland to less

intensive use and to assist with the cost, establishment, and maintenance of conservation practices.

Grassland Reserve Program (GRP). This program is used to protect grassland and shrubland. Private grassland, shrubland, and land containing forbs are eligible under this program as well as land that historically has contained these features. Producers need to develop and comply with a plan for an easement or restoration agreement. They also need to assist with the remaining installation costs.

Wildlife Habitat Incentives Program (WHIP). WHIP is used to develop or improve fish and wildlife habitat on privately owned land. All private land is eligible for this program, unless it is already enrolled in CRP, WRP or other similar program. Producers must prepare and follow a wildlife habitat development plan and assist in the installation costs.

Grazing Lands Conservation Incentive. This program provides cost sharing to improve grazing land management.

Environmental Quality Incentives Program (EQIP). EQIP provides technical and financial help to agricultural producers for conservation practices that protect soil and water quality. All private land in agriculture is eligible including cropland, grassland, pastureland, and non-industrial private forestland. Producers are required to develop and follow an EQIP plan that describes the conservation and environmental purposes to be achieved. They also need to assist with installation costs.

Forest Land Enhancement Program (FLEP). FLEP places a permanent easement on farmland. All non-industrial private forestlands are eligible for financial, technical, and educational assistance. Producers need to develop and implement a management plan and assist with the remaining installation costs.

USDA Farmland Protection Program (FPP). The purpose of this program is to maintain prime farmland in agricultural uses through agricultural conservation easements. This program provides funding for state, tribal, or local government programs to purchase development rights on prime agricultural land.

Wetland Reserve Program. The purpose of this program is to restore wetlands. Most private wetlands that were converted to agricultural use prior to 1985 are eligible. However, the wetland must be restorable and suitable for wildlife benefits. Producers must develop and follow a plan for the restoration and maintenance of the wetland and, if necessary, assist in the cost of restoration.

US Environmental Protection Agency

Clean Water Act (1977). The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the United States.

National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The NPDES program addresses the non-agricultural sources of storm water discharges and the Safe Drinking Water Act.

State

Wisconsin Department of Agriculture, Trade and Consumer Protection

Wisconsin Farmland Preservation Program. The 1977 Wisconsin Farmland Preservation Program was developed to preserve farmland through local planning and zoning, promote soil and water conservation, and provide tax relief for participating landowners. Landowners qualify if their land is in an exclusive agricultural zoning district or if they sign an agreement to use their land exclusively for agricultural purposes.

Wisconsin Department of Revenue

Farmland Tax Relief Credit Program. The Farmland Tax Relief Credit Program provides direct tax relief to all farmland owners with 35 or more acres. The credit is computed as a percentage of the first \$10,000 in property taxes up to a maximum credit of \$1,500. The DOR determines the actual percentage based on the estimated number of claims and amount appropriated for the credit.

Wisconsin Department of Natural Resources

Wisconsin Pollutant Discharge Elimination System Permits (WPDES). The U.S. Environmental Protection Agency and the U.S. Department of Agriculture issued the Unified National Strategy for Animal Feeding Operations in March of 1999. The purpose of the strategy is to provide a blueprint for a significant expansion of EPA's regulatory and voluntary efforts related to Animal Feeding Operations (AFO). These efforts include increased enforcement of regulatory requirements affecting CAFOs (Concentrated Animal Feeding Operations), regulation of the land application of manure as a "point source", and expanded data collection on animal feeding operations. A recommended program for Comprehensive Nutrient Management Planning for all AFO's also exists.

The Wisconsin DNR requires a Wisconsin Pollution Discharge Elimination System permit when any CAFO facility exceeds 1,000 animal units, or more than 300 animal units that meet discharge criteria. This same permit is also issued to all businesses and industries in the state that discharge water or wastewater to surface water, groundwater and/or wetlands. The permits require applicants to provide a plan for runoff management for outdoor lots and feed storage areas, a manure storage facility plan/diagram, a comprehensive manure management plan to be updated annually, willingness to submit to monitoring and reporting requirements, and a daily record keeping log system. The permit essentially regulates land application, manure storage, and runoff management, but it does not address noise, land value, traffic, or other types of similar issues because there is no statutory authority for the permits to address these types of impacts. These types of concerns must be regulated by county and local ordinances.

Forest Crop Law and Managed Forest Law. In 1927 the Wisconsin Legislature enacted the Forest Crop Law (FCL), a voluntary forest practices program to encourage sound forestry on private lands. This law allows landowners to pay taxes on timber only after harvesting, or when the contract is terminated. It has promoted and encouraged long-term investments as well as the proper management of woodlands. Enrollment in FCL was closed on January 1, 1987 and renewal is not allowed. The Managed Forest Law (MFL), enacted in 1985, combined the FCL

and a companion law, the Woodland Tax Law (WTL). The purpose of the MFL is to encourage the growth of future commercial crops through sound forestry practices while recognizing individual property owners' objectives and society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources.

Wisconsin Forest Landowner Grant Program (WFLGP). The purpose of this program is to assist private landowners in protecting and enhancing their forested land, prairies, and waters.

Forest Land Enhancement Program (FLEP). The purpose of this program is to assist private landowners in protecting and enhancing their forested lands and water by providing cost-share reimbursement for sustainable forestry practices.

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 identifies target communities during each funding cycle. In recent years the DHP has favored underrepresented communities: unincorporated communities or villages or fourth-tier cities under 5,000 population. A set of funds is also earmarked for use by Certified Local Government (CLG) status communities—another reason to participate in this program. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

Federal Historic Preservation Credit. This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in their 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.

Wisconsin Supplemental Historic Preservation Credit. This program returns an additional 5 percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get National Park Service approval before they begin any work.

25-Percent State Income Tax Credits. This program can be used for the repair and rehabilitation of historic homes in Wisconsin. To qualify buildings must be either listed on the state or national register; contribute to a state or national register historic district; or be eligible for individual listing in the state register.

EXHIBIT 7-1
IMPORTANT FARMLAND CLASSES

EXHIBIT 7-2

SOIL LIMITATIONS FOR ON-SITE WASTE DISPOSAL

EXHIBIT 7-3

SOIL POTENTIAL FOR BUILDING SITE DEVELOPMENT

EXHIBIT 7-4
SOIL LIMITATIONS FOR SEPTAGE SPREADING

EXHIBIT 7-5
STEEP SLOPES

EXHIBIT 7-6
FLOODPLAINS

EXHIBIT 7-7

WDNR WETLANDS

EXHIBIT 7-8
DEPTH TO GROUNDWATER

AGRICULTURAL RESOURCES – Town of Marion

AGRICULTURAL RESOURCES GOAL: To protect viable agricultural operations and Town residents by adopting policies which: minimize land use conflicts, preserve the quality of the environment, and provide existing farmers with economic opportunities that protect productive soils.

Objective:

ACR 1. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.

Strategies:

ACR 1.1 Encourage best farming practices to maximize land stewardship through education and incentives. Best management practices not only are good for the long term productivity of the farm, they also serve a broader common good by protecting the watershed and other natural features that contribute to a high quality environment.

ACR 1.2 Support local farm product processing and marketing initiatives. Local farmers markets, such as that currently existing in Wautoma, can provide an outlet for locally produced products. Area grocers, restaurants, schools, nursing homes, and other food providers can help the local farm economy by making an effort to purchase directly from local farmers.

Objective:

ACR 2. Provide opportunities for farmers to profit from the equity in their land.

Strategy:

ACR 2.1 Educate farmers on how to take advantage of their land's development potential in ways that maintain the utility of remaining lands for productive agricultural activities.

NATURAL RESOURCES - Town of Marion

NATURAL RESOURCE GOAL: To implement policies, actions and strategies that will protect and enhance the natural resources of the Town, including groundwater and surface waters, natural features, and the visual qualities of the scenic landscape.

Objective:

NR 1. Preserve the quality and quantity of our groundwater supplies.

Strategies:

- NR 1.1 Ensure that adequate amounts of safe drinking water are available throughout the town.
- NR 1.2 Monitor the water quality of private and public wells.
- NR 1.3 Monitor on-site waste disposal systems.
- NR 1.4 Restrict residential development near landfills.
- NR 1.5 Protect existing and future municipal wellhead locations from land uses that could potentially contaminate the groundwater.

Objective:

NR 2. Maintain and improve the water quality of our lakes and streams.

Strategies:

- NR 2.1 Reduce non-point nutrient runoff into lakes and streams.
- NR 2.2 Encourage farmers to use best farm management practices (i.e. fertilizer use/timing, no-till planting, contour plowing, fencing water bodies from livestock, re-establishing windbreaks).
- NR 2.3 Control storm water runoff from construction activities and impervious surfaces.
- NR 2.4 Encourage a reasonable buffer of filtering vegetation along shorelines and wetlands.
- NR 2.5 Minimize nutrient contributions from private on-site septic systems.

Objective:

NR 3. Protect key natural features and resources.

Strategies:

- NR 3.1 Work toward the eradication of invasive species in area lakes, streams, wetlands, and forests.
 - NR 3.1a Increase public awareness of their responsibility in introducing/containing invasive species.
 - NR 3.1b Encourage property owners and other groups to address their local problems.
 - NR 3.1c Structure a coordinated approach to deal with specific problem species on a countywide basis.
- NR 3.2 Protect all designated class I and class II trout streams from degradation.
 - NR 3.2a Encourage landowners to maintain shoreline buffers in natural vegetation.
 - NR 3.2b Support existing county setbacks and other protective site criteria for development adjacent to these streams.
- NR 3.3 Encourage keeping wetland areas in natural vegetation.
 - NR 3.3a Encourage keeping a buffer of native vegetation adjacent to all designated wetlands.
 - NR 3.3b Control the spread of invasive species such as purple loosestrife with education.
- NR 3.4 Maintain quality forest resource.
 - NR 3.4a Encourage private landowners to manage their forests and woodlots as sustainable resources.
 - NR 3.4b Control the spread of diseases and insects which threaten the resource.
- NR 3.5 Protect the integrity of existing and future mineral extraction sites by discouraging types of development that would conflict with present or future extraction operations.

Objective:

- NR 4. Preserve the intrinsic visual qualities of our landscape that define its rural character.

Strategies:

- NR 4.1 Protect and promote outstanding natural or cultural heritage features.
- NR 4.2 Minimize the adverse visual impact of no-farm development on the rural landscape.
- NR 4.3 Support County regulation of the placement of cell towers and wind generators.
- NR 4.4 Ban construction of new billboards over 32 sq. ft.
- NR 4.5 Enforce existing nuisance/litter ordinances and building codes to eliminate eyesores.
- NR 4.6 Preserve the night sky by strongly encouraging full cutoff fixtures that direct light downward.

CULTURAL RESOURCES – Town of Marion

CULTURAL RESOURCE GOAL: Preserve the community's important cultural resources.

Objective:

- CR 1 Encourage unpaid volunteers that have an interest in preserving the Town's heritage to compile a list of the Town's significant cultural resources.

Strategies

- CR 1.1 The Marion Town Board should invite interested local residents to seek an appointment to a committee which would develop a list of significant cultural resources.
- CR 1.2 Encourage private business use of historic of visually significant buildings, thereby making them self-sustaining and economically viable.

Objective:

- CR 2 Develop and utilize existing local expertise on historic preservation issues.

Strategies:

- CR 2.1 Encourage the Town of Marion residents to work on creating a showcase for local history in the County Historical Museum facility.
- CR 2.2 Obtain input from local residents who have historical knowledge when considering decisions that could adversely affect a historical or cultural resource.
- CR 2.3 Promote the Waushara County Museum as an attraction to both local residents and to support the local tourism economy.

Objective:

- CR 3 Consistent with preserving local decision making under the smart growth law, consider opportunities for historic preservation in all future planning, zoning and development decisions.

Strategies:

- CR 3.1 The Town of Marion should include cultural resources and historic preservation in any local land use plans it may undertake in the future.
- CR 3.2 The Town of Marion should consistently seek the input of a local historic preservation group and other informed individuals when making decisions that involve existing sites and structures.

- CR 3.3 Review of all subdivision and zoning decisions should be made applying the same consistent standards in all cases.

Objective:

- CR 4 Educate local officials and the public at large on the importance of historic preservation.

Strategies:

- CR 4.1 Work with the owners of historic properties to seek available grants and other favorable funding sources.
- CR 4.2 Make access to educational materials related to the benefits available to properties enrolled on the National Register readily available.

CHAPTER 8: LAND USE

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LAND USE

INTRODUCTION

Land use directly influences all the various elements presented in the previous chapters. Many aspects of daily life within the planning area are impacted by elements of the previous chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions for factors including housing growth and the protection of natural resources. For example, rural areas in Waushara County are under pressure from scattered rural residential and vacation home development. Large lot development in rural areas has fragmented farmland and forests and placed greater stress on the lakes, streams, and other environmentally sensitive areas.

This chapter describes existing land use patterns and current zoning ordinances. Development trends over the past 20 years were analyzed, and future land use needs were extrapolated. Finally, the chapter discusses the land use policy context and the need for additional intergovernmental cooperation. Several potential land use conflicts are identified, and issues that must be addressed are discussed.

Land Use Vision for 2025

New growth has been accommodated in ways that the fabric of woodlands, farmlands, water bodies, wetlands, and other open space that comprises the area's rural character is not compromised. Great success has been achieved in clustering new residential development in areas that protect the integrity of existing land uses and the area's most highly valued environmental and scenic features. As a result, land use conflicts such as those between rural residential development and ongoing farming operations are minimal.

The existing commercial strip east of Wautoma has experienced some additional commercial development but measures taken to address safety issues associated with the increased traffic have included landscaping and other amenities to create an attractive gateway to the city. New highway-oriented commercial development occurring along Highway 21 and other roadways is also attractive and well landscaped. New industrial development has been successfully directed to industrial parks in Wautoma and Redgranite. Major commercial and industrial traffic generators have good access to the state highway system, helping to keep unnecessary traffic off of the local road network.

INVENTORY AND ANALYSIS

Existing Land Use

A detailed field inventory of land uses was conducted in all five communities in 2000. Subsequent updates to the original inventory were completed during the comprehensive planning process. Land use information was compiled into the general land use categories and is presented in Table 8-1 and Exhibit 8-1. As a result of this inventory, a number of conclusions

and issues have been identified, and recommendations have been made to guide future land use planning efforts in the Group D planning cluster.

Land Use Categories

Agricultural. Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

Residential. Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units; condos; room and boarding houses; residence halls; group quarters; retirement homes; nursing care facilities; religious quarters; and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under residential.

Commercial. Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing; motion picture and sound recording; telecommunications; information systems; banks and financial institutions; real estate offices; insurance agencies and carriers; waste management; accommodations; restaurants and drinking places; repair and maintenance; personal and laundry; social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

Industrial. Industrial land uses represent a broad category of activities which involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction; manufacturing (includes warehousing with factory or mill operation); mining operations and quarries; and other industrial facilities (truck facilities).

Transportation. Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation is divided into two separate categories: transportation and airport. Transportation uses include highway and street rights of way; support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots); rail related facilities; and other related categories. Airports included areas that are dedicated specifically to air traffic.

Utilities/Communications. Utilities and communications are classified as any land use which aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks); water treatment plants; wastewater processing (plants and lift stations); landfills (active and abandoned); and recycling facilities.

Institutional Facilities. Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools); hospitals; assemblies (churches, religious organizations); cemeteries and related facilities; all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.); and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

Recreational Facilities. Recreational facilities are defined as land uses which provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

Water Features. Water features include all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

Woodlands. Woodlands are forested areas which are characterized by a predominance of tree cover. Woodlands divided into three subcategories: general woodlands, planted woodlands and silviculture. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations and orchards (nurseries are not included). Silviculture areas are dedicated to Christmas tree production.

Other Open Land. This category includes land which is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

Land Use Breakouts by Municipality

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered developed by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. Within the towns of Dakota, Marion, and Wautoma, less than 13 percent of the total land is developed (Table 8-1). In the Village of Redgranite, this figure increases to approximately one-third (36.3%) of total land

area. The City of Wautoma is the most developed; almost half (48.4%) of the land is developed. The primary developed land uses in all five municipalities are single family residential and transportation. Woodlands (general woodlands, planted woodlots, and silviculture), cropland (irrigated and non-irrigated), and other open areas are three most common land uses within the towns. With the exception of the Town of Marion (49.2%), woodlands comprise over half of the total land area in all three towns. Cropland and other open areas combined comprise another one-third of the land area in all three towns. Woodlands were also prevalent in the city and village. About one-fifth (19.1%) of Wautoma and almost half (47.3%) of the village have woodlands. The woodlands in Redgranite are, in large part, associated with WDNR owned lands.

Table 8-1. Group D Existing Land Use Summary, 2005.

Land Use	Percent of Total				
	T. Dakota	T. Marion	T. Wautoma	C. Wautoma	V. Redgranite
Single Family Residential	2.2%	5.7%	4.0%	12.2%	15.4%
Farmsteads*	0.8%	0.6%	0.7%	0.3%	0.0%
Multi-family	0.0%	0.0%	0.0%	1.9%	0.7%
Mobile Home Parks	0.1%	0.0%	0.0%	0.5%	0.4%
Commercial	0.3%	0.0%	0.2%	3.7%	2.3%
Industrial	0.1%	0.0%	0.1%	1.7%	1.2%
Recreational Facilities	0.6%	2.2%	0.4%	4.1%	1.9%
Institutional Facilities	0.2%	0.0%	0.1%	8.1%	5.9%
Utilities/Communications	0.1%	0.1%	0.0%	1.4%	0.6%
Airport	0.0%	0.0%	0.0%	5.6%	0.0%
Transportation	2.6%	3.5%	2.9%	9.0%	7.9%
Total Developed	6.9%	12.2%	8.4%	48.4%	36.3%
Non-Irrigated Cropland	11.5%	18.4%	10.3%	8.1%	2.5%
Irrigated Cropland	8.8%	3.9%	1.8%	0.0%	0.0%
Silviculture	3.1%	2.2%	4.7%	1.5%	5.6%
Planted Woodlands	8.1%	6.0%	12.4%	2.1%	13.5%
General Woodlands	46.9%	40.5%	37.8%	15.5%	28.2%
Quarries	0.0%	0.0%	0.4%	0.0%	0.0%
Other Open Land	12.5%	12.0%	23.6%	22.1%	13.5%
Water Features	2.2%	4.9%	0.6%	2.3%	0.5%
Total Acreage	100.0%	100.0%	100.0%	100.0%	100.0%

*Indicates categories with 1 acre or less of land (T. Marion, Village of Redgranite).

Source: East Central Wisconsin Regional Planning Commission.

A detailed analysis of existing land use for each community is found below. Residential land uses have been subdivided according to their specific category: single family residential, farmsteads, multi-family units, and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

City of Wautoma

The City of Wautoma is the most developed community within the study area. Approximately half (48.4%) of the 1,771 acres are developed (Table 8-2 and Figure 8-1). Single family residential (25.3%), transportation (18.6%), and institutional facilities (16.7%) are the most prevalent developed land uses; they comprise about 61 percent of the total developed land. The Wautoma Municipal airport (11.6%), commercial areas (7.7%), and recreational facilities (8.4%) comprise an additional one-quarter of the developed land.

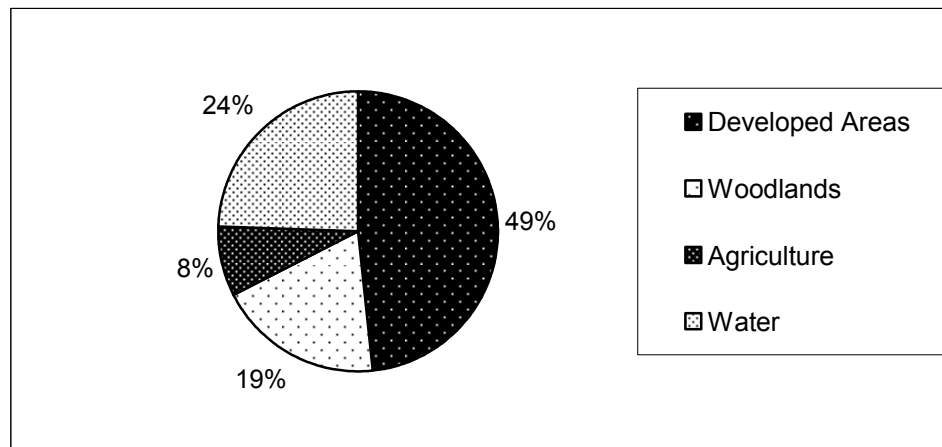
Other open land (22.1%), woodlands (19.1%) and single family residential (12.2%) are the most common overall land uses found in the city. General woodlands account for over 80 percent of forested areas in Wautoma. Non-irrigated cropland makes up 8.1 percent of the total land use in the city.

Table 8-2. City of Wautoma Existing Land Use, 2005.

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	216	25.3%	12.2%
Farmsteads	5	0.6%	0.3%
Multi-family	34	3.9%	1.9%
Mobile Home Parks	8	1.0%	0.5%
Commercial	66	7.7%	3.7%
Industrial	29	3.4%	1.7%
Recreational Facilities	72	8.4%	4.1%
Institutional Facilities	143	16.7%	8.1%
Communications	24	2.8%	1.4%
Airport	100	11.6%	5.6%
Transportation	159	18.6%	9.0%
Total Developed	857	100.0%	48.4%
Non-Irrigated Cropland	144		8.1%
Irrigated Cropland	0		0.0%
Silviculture	26		1.5%
Planted Woodlands	37		2.1%
General Woodlands	274		15.5%
Quarries	0		0.0%
Other Open Land	392		22.1%
Water Features	41		2.3%
Total Acreage	1,771		100.0%

Source: East Central Wisconsin Regional Planning Commission.

Figure 8-1. City of Wautoma Existing Land Use, 2005.



Village of Redgranite

The Village of Redgranite contains 1,521 acres. Over a third (36.3%) of the incorporated area is developed (Table 8-3 and Figure 8-2). The most prevalent developed uses comprising about

80 percent of the village include single family residential (42.4%), transportation (21.7%), and institutional facilities (16.3%). Commercial (6.3%), other residential uses (3.3%), industrial (3.3%), recreational facilities (5.1%), and utilities/communications (1.5%) make up the remaining developed land uses.

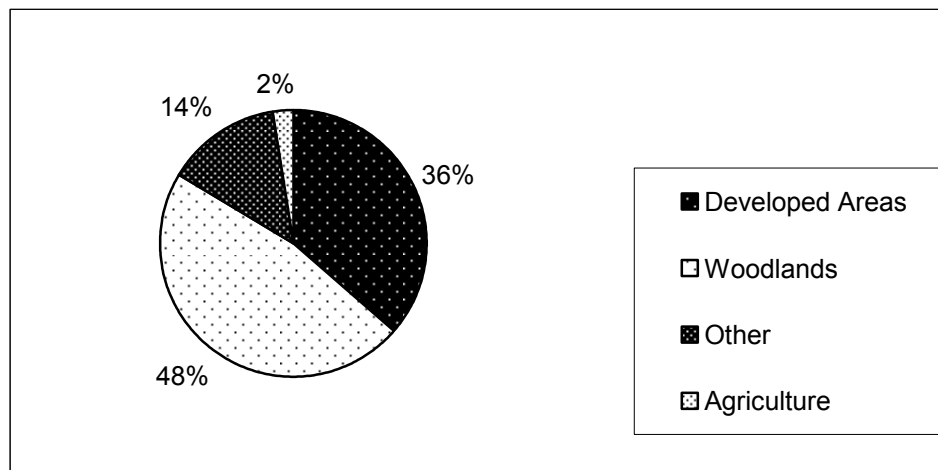
About half (47.3%) of the total land area of the village is woodlands; other prevalent uses include other open land (13.5%) and single family residential (15.4%). General woodlands account for a majority (63.8%) of the forested areas.

Table 8-3. Village of Redgranite Existing Land Use, 2005.

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	234	42.4%	15.4%
Farmsteads	1	0.1%	0.0%
Multi-family	11	2.0%	0.7%
Mobile Home Parks	6	1.2%	0.4%
Commercial	35	6.3%	2.3%
Industrial	18	3.3%	1.2%
Recreational Facilities	28	5.1%	1.9%
Institutional Facilities	90	16.3%	5.9%
Communications	8	1.5%	0.6%
Airport	0	0.0%	0.0%
Transportation	120	21.7%	7.9%
Total Developed	552	100.0%	36.3%
Non-Irrigated Cropland	38		2.5%
Irrigated Cropland	0		0.0%
Silviculture	85		5.6%
Planted Woodlands	205		13.5%
General Woodlands	430		28.2%
Quarries	0		0.0%
Other Open Land	205		13.5%
Water Features	7		0.5%
Total Acreage	1,521		100.0%

Source: East Central Wisconsin Regional Planning Commission.

Figure 8-2. Village of Redgranite Existing Land Use, 2005.



Town of Dakota

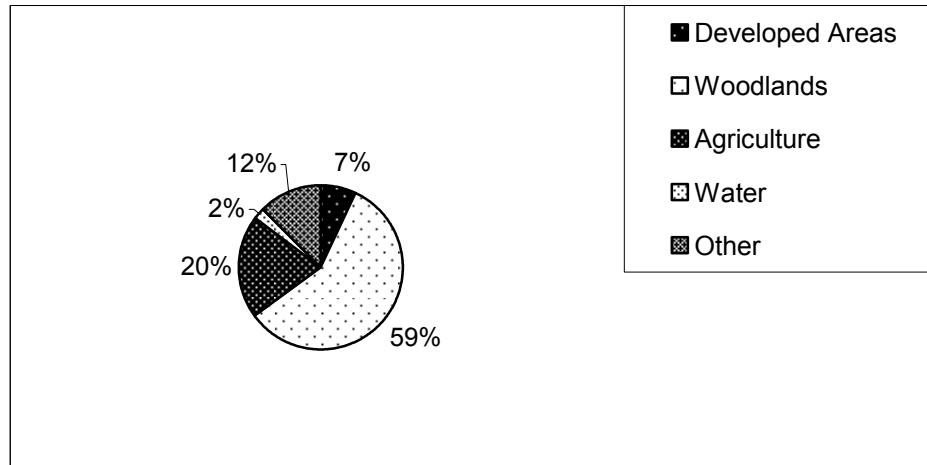
The Town of Dakota encompasses 21,557 acres (Table 8-4. and Figure 8-3). Approximately 7 percent (6.9%) of the total area is developed. The primary developed uses include single family residential (483 acres) and transportation (555 acres). Collectively, these uses accounted for about 70 percent (69.6%) of the developed area. Farmsteads (11.7%) and parks and recreational facilities (8.3%) account for one-fifth of the developed area.

Overall, woodlands (silviculture, planted woodlots, and general woodlands) account for over half (58.1%) of the total land use. Irrigated and non-irrigated cropland collectively account for about one-fifth (20.3%) of land uses. Water features (2.2%) and other open land (12.5%) comprise the remaining land uses.

Table 8-4. Town of Dakota Existing Land Use, 2005.

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	483	32.4%	2.2%
Farmsteads	175	11.7%	0.8%
Multi-family	5	0.3%	0.0%
Mobile Home Parks	27	1.8%	0.1%
Commercial	56	3.7%	0.3%
Industrial	17	1.1%	0.1%
Recreational Facilities	124	8.3%	0.6%
Institutional Facilities	33	2.2%	0.2%
Utilities	20	1.3%	0.1%
Airport	0	0.0%	0.0%
Transportation	555	37.2%	2.6%
Total Developed	1,493	100.0%	6.9%
Non-Irrigated Cropland	2,472		11.5%
Irrigated Cropland	1,905		8.8%
Silviculture	673		3.1%
Planted Woodlands	1,741		8.1%
General Woodlands	10,101		46.9%
Quarries	0		0.0%
Other Open Land	2,691		12.5%
Water Features	481		2.2%
Total Acreage	21,557		100.0%

Source: East Central Wisconsin Regional Planning Commission.

Figure 8-3. Town of Dakota Existing Land Use, 2005.**Town of Marion**

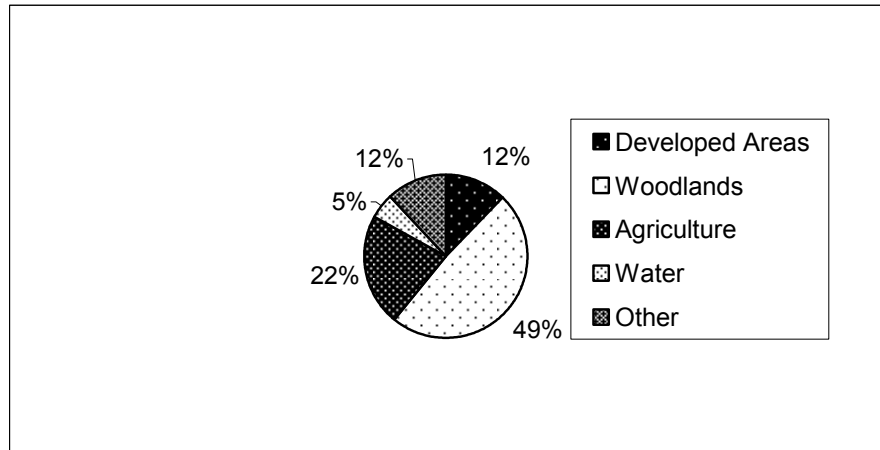
The Town of Marion encompasses 23,402 acres (Table 8-5 and Figure 8-4). Approximately 12 percent (12.2%) of the town is developed. The development consists primarily of single family residential (47.0%) and transportation (28.8%). Parks and recreation (17.9%) are also an important developed land use within the town. The predominant land uses in the town are woodlands (48.7%) and cropland (22.3%). The most prevalent woodland type was general woodlands. Over 80 percent of the cropland is non-irrigated. The remaining land uses are comprised of water features (4.9%) and other open land (12.0%).

Table 8-5. Town of Marion Existing Land Use, 2005.

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	1,284	47.0%	5.7%
Farmsteads	131	4.8%	0.6%
Multi-family*	0	0.0%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Commercial	8	0.3%	0.0%
Industrial	4	0.1%	0.0%
Recreational Facilities	488	17.9%	2.2%
Institutional Facilities	9	0.3%	0.0%
Utilities	12	0.4%	0.1%
Airport	9	0.3%	0.0%
Transportation	786	28.8%	3.5%
Total Developed	2,730	100.0%	12.2%
Non-Irrigated Cropland	4,112		18.4%
Irrigated Cropland	863		3.9%
Silviculture	483		2.2%
Planted Woodlands	1,352		6.0%
General Woodlands	9,071		40.5%
Quarries	0		0.0%
Other Open Land	2,683		12.0%
Water Features	1,106		4.9%
Total Acreage	22,402		100.0%

Source: East Central Wisconsin Regional Planning Commission.

*Indicates categories with < 1 acre of land.

Figure 8-4. Town of Marion Existing Land Use, 2005.**Town of Wautoma**

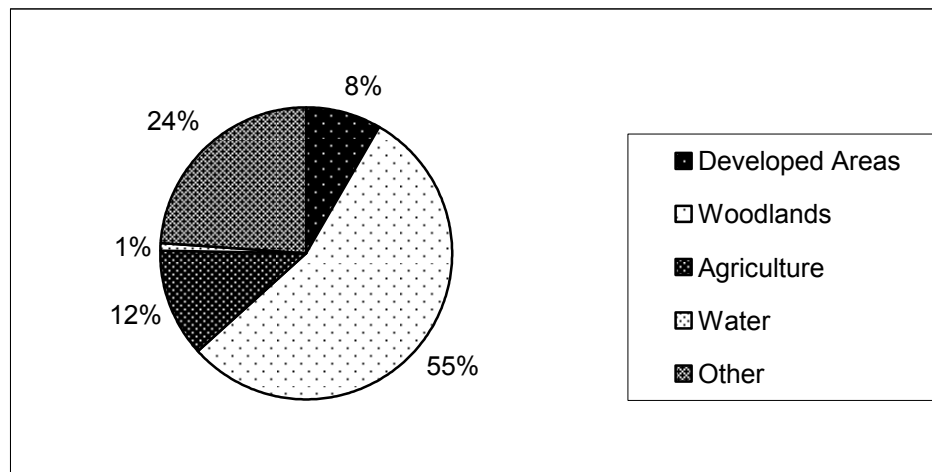
The Town of Wautoma covers 21,674 acres (Table 8-6 and Figure 8-5). Over 8 percent (8.4%) of the town is developed. The most common developed land uses include single family residential and transportation; they account for 47.8 percent and 34.6 percent of the developed area, respectively. Other prevalent developed uses include farmsteads and recreational facilities.

General woodlots, planted woodlots, and silviculture account for over half (54.9%) of the landscape, while other open land accounts for approximately one-quarter (23.8%) of the area. Cropland accounts for 12.1 percent of the total land area; over 80 percent of the cropland is not irrigated.

Table 8-6. Town of Wautoma Existing Land Use, 2005.

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	869	47.8%	4.0%
Farmsteads	143	7.9%	0.7%
Multi-family	1	0.1%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Commercial	41	2.3%	0.2%
Industrial	25	1.4%	0.1%
Recreational Facilities	84	4.6%	0.4%
Institutional Facilities	18	1.0%	0.1%
Utilities	6	0.3%	0.0%
Airport	0	0.0%	0.0%
Transportation	629	34.6%	2.9%
Total Developed	1,817	100.0%	8.4%
Non-Irrigated Cropland	2,226		10.3%
Irrigated Cropland	390		1.8%
Silviculture	1,015		4.7%
Planted Woodlands	2,693		12.4%
General Woodlands	8,202		37.8%
Quarries	81		0.4%
Other Open Land	5,121		23.6%
Water Features	131		0.6%
Total Acreage	21,674		100.0%

Source: East Central Wisconsin Regional Planning Commission.

Figure 8-5. Town of Wautoma Existing Land Use, 2005.

Zoning

Zoning is a major tool used to regulate land uses. A zoning ordinance regulates the use of property in order to advance public health, safety, and welfare through orderly development. Zoning is performed at several levels in Waushara County. Each incorporated city or village has general zoning powers.¹ Waushara County has general zoning jurisdiction within the unincorporated areas of the county.² However, a general county zoning ordinance only becomes effective if individual towns approve the county ordinance. The City of Wautoma and the Village of Redgranite have each adopted their own zoning ordinance. The towns of Dakota, Marion, and Wautoma have each adopted the general Waushara County Zoning ordinances. Towns with “village powers” can adopt their own zoning ordinances as long as they are at least as restrictive as the general county ordinance.³

City of Wautoma

The City of Wautoma has an extensive zoning ordinance of its own (Exhibit 8-2 and Table 8-7). All zoning district information is contained within the City of Wautoma Zoning Ordinance (1997). A summary of the usage requirements and restrictions of the districts found within the city is listed below.

- *O-N (Natural Resources Preservation District)*: This district is designed to encourage the preservation, conservation, and development of land areas for a wide range of conservation and recreational purposes. Generally, this district includes swamps, marshlands, rivers, lakeshores, and other land of natural aesthetic value. Wildlife preservation and agricultural uses such as beekeeping, field crops, forestry, wild crop harvesting, horticulture, and other related practices are permitted.
- *A-G (General Agriculture District)*: This district is designed to provide for and encourage agricultural use of land, related uses, and farm residential uses in a rural environment. Large-scale agricultural uses of land related to the growing of crops are encouraged.

¹ *Wisconsin Statutes* 62.23 for cities and *Wisconsin Statutes* 61.35 for villages.

² *Wisconsin Statutes* 69.69.

³ *Wisconsin Statutes* 60.22.

Generally, all agricultural uses and other land uses associated with traditional agricultural are permitted. Livestock operations, however, are limited to 100 animal units.

- *RS-12 (Residential Single Family District):* This district is designed to encourage a suitable environment for single family residential family life on large lots. Lot sizes within the district are a minimum of 12,000 square feet. Under certain conditions, ancillary uses such as churches, playgrounds, and schools are permitted to encourage a suitable environment for family life. Some agricultural uses are also permitted.
- *RS-8 (Residential Single Family District):* This district is designed to encourage a suitable environment for single family residential family life. This district provides moderate size lots which are a minimum of 8,000 square feet. Under certain conditions, ancillary uses such as churches, playgrounds, and schools are permitted to encourage a suitable environment for family life. Some agricultural uses are also permitted.
- *RS-2F (Residential Two-family District):* This district provides for two family dwellings such as duplexes in a residential environment. Permitted uses include one and two-family dwellings on a minimum lot area of 10,000 square feet. Some agricultural uses are also permitted.
- *RS-M (Residential Multi-family District):* This district is designed to encourage a suitable environment for multi-family dwellings in a residential environment. Minimum lot areas vary from 8,000 square feet for single family to 10,000 square feet for two-family; all other uses require a minimum of 12,000 square feet. Permitted uses include multifamily dwellings, duplexes, townhouses, and community based residential facilities. Some agricultural uses are also permitted.
- *C-N (Neighborhood Commercial District):* This district is intended to facilitate the development of commercial uses found in small commercial districts located throughout the city. These developments should promote the typical neighborhood business such as corner convenience stores, medical offices, banks, and other service oriented businesses.
- *C-C (Community Commercial District):* This district is intended to facilitate the development of commercial uses found in the central business district of the City. A variety of services are encouraged including professional offices, eating establishments, and banking institutions.
- *C-S (Service Commercial District):* This district provides for commercial service type uses or uses specifically oriented towards the traveler, tourist, or vacationer. Typically, these uses are located near major highways or other major arterials. Lot sizes are a minimum of one acre. Appropriate landscaping is required. Adequate paved off-street parking must be provided.
- *M-G (General Manufacturing District):* This district is intended for any manufacturing or industrial operation which, based on physical and operational characteristics, would not be detrimental to the surrounding area or to the City as a whole. Industrial uses which produce excess noise, dirt, smoke, odor, traffic, physical appearance, or similar factors are not allowed. Permitted uses include, but are not limited to, automotive heavy repair upholstery; cleaning, pressing, and drying establishments; commercial bakeries and

greenhouses; distributors; farm machinery sales and/or service; and manufacturing, fabrication, processing, packaging, and assembly of selected products. Storage facilities, power supply, and other such uses normally incidental to the principal use are also permitted uses that fall under this classification. Minimum lot sizes are one-half acre.

- *M-I (Intensive Manufacturing District)*: This district is intended to provide for uses which by their nature may exhibit characteristics harmful, noxious, or detrimental to surrounding uses of the land. Permitted uses include all those permitted under General Manufacturing Zone, as well as freight yards and depots, breweries, cold storage warehouses, and inside storage. Minimum lot sizes must be one acre.
- *M-P (Manufacturing Park District)*: This district is intended to accommodate a limited range of general businesses and light industrial uses. All structures should be designed and constructed to provide an overall aesthetically pleasing and harmonious development throughout the district. Individual business must address specific landscaping requirements to present a healthy, neat, and orderly appearance. Service related industries including, but not limited to, offices, medical practices, financial institutions, and newspapers, are permitted within a business park.
- *O-P (Public and Semi-public District)*: This district provides orderly and attractive groups of public and semi-public buildings and services which exhibit open space characteristics of a recreational and/or estate nature. Agriculture, historic preservation areas, and wildlife preservation areas are permitted uses. Other uses such as active recreational facilities and community facilities require a conditional use permit. Each specific project must be pre-approved by the Planning Commission after public hearings have been held regarding the proposed development. Active recreational uses which require conditional use permits include golf courses, campgrounds, and fraternal or church related recreational facilities. Community facilities such as libraries, parks, schools, and hospitals also require conditional use permits. Minimum lot sizes within residential districts are one acre; other uses do not have minimum lot size restrictions.
- *F-P (Floodplain District)*: This district allows for the safe discharge of floodwaters. This district also preserves the storage capacity of the floodplain; protects the public health, safety, and general welfare; minimizes property damage and the cost of flood prevention; and allows for flood relief. Permitted uses include general agriculture, boat docks, forestry, irrigation pumps, navigation, outdoor plant nurseries, and recreational trails.

Several generalizations can be made about zoning in the City of Wautoma (Table 8-7). About half of the city is zoned either general agricultural (26.4%) or residential (22.2%). Manufacturing districts comprise another 17.0 percent of the city. Other zoning districts include public and semi-public (8.6%), commercial (4.5%) and floodplain (3.6%). Roads and the former city landfill are not zoned.

Table 8-7. City of Wautoma Zoning.

Zoning Classification	Acres	Percent
General Agriculture (A-G)	468	26.4%
Neighborhood Commercial District (C-N)	7	0.4%
Community Commercial (C-C)	51	2.9%
Service Commercial (S-C)	22	1.2%
General Manufacturing (M-G)	121	6.8%
Intensive Manufacturing (M-I)	63	3.6%
Natural Resource Preservation (O-N)	61	3.5%
Manufacturing Park (M-P)	116	6.6%
Public & Semi-Public District (O-P)	152	8.6%
Floodplain District (F-P)	64	3.6%
Residential Single Family (RS-12)	209	11.8%
Residential Two-Family (RS-2F)	9	0.5%
Residential Multiple Family (RS-M)	25	1.4%
Residential Single Family (RS-8)	151	8.5%
NA (NA) [■]	117	6.6%
Water	0	0.0%
Roads*	135	7.6%
Total	1,771	100.0%

*City of Wautoma does not include roads in zoning data.

■Areas not zoned include the former city landfill north of the City.

Areas shown as water are included in other zoning classifications.

Village of Redgranite

The Village of Redgranite has an extensive zoning ordinance of its own (Exhibit 8-2 and Table 8-8). All zoning district information is contained within the Municipal Code of Village of Redgranite Zoning Ordinance (1997). A summary of the usage requirements and restrictions of the six zoning districts found within the village is listed below.

- *R (Residential):* This district provides a suitable environment for residential uses of various densities. Permitted uses include agricultural uses, home occupations, group homes (8 or fewer residents), single family units, and duplexes. Under certain conditions, ancillary uses such as day care centers, multi-family dwellings, public or semi-public buildings, and public parks and recreation areas are permitted. Single family uses must have a minimum lot size of 10,000 square feet, two family dwelling units are required to have a minimum lot size of 12,000 square feet.
- *CC (Community Commercial District):* This district preserves and enhances the appearance and function of the community's core by providing for a variety of commercial and institutional uses. Business such as banks, professional offices, dental and medical clinics, funeral homes, laundromats, restaurants, department stores, grocery stores, specialty businesses, and public and semi-public buildings are permitted. The ordinance has a provision to allow residential accommodations for storekeepers within the same building.
- *HC (Highway Commercial District):* This district provides for commercial services and uses requiring larger land areas and which are oriented towards highway transportation. Permitted uses include automobile sales and services, boat sales and service, hotels,

restaurants, retail home and building supply stores, and retail stores. The minimum lot size is 10,000 square feet.

- *I (Industrial Manufacturing District)*: This district establishes areas for industrial development that are compatible with adjoining land uses. Permitted uses include all those permitted under the Highway Commercial Zone, as well as commercial bakeries, greenhouses; recycling operations; cleaning, pressing, and drying establishments; light industrial operations; printing and publishing establishments; warehousing; transportation terminals; and non-alcoholic beverage manufacturing and bottling. Lot areas must be a minimum of 20,000 square feet.
- *AH (Agricultural/Holding District)*: This district provides for the continuation of general farming and related uses in areas of the Village not yet committed to urban development. It is further intended to protect lands from urban development until their orderly transition into urban-oriented districts is required. The area allows for all types of general farming provided that all farm buildings housing animals, barnyards, and feedlots are located at least 100 yards from any navigable waterway or district boundary. Associated single family residences and other farm buildings are also permitted. Minimum lots standards are 20,000 square feet for single family residences after the consolidation of existing farms and 5 acres for all other uses.
- *MH (Mobile Home Park District)*: This district is established to promote improved environmental design in the establishment and development of mobile home parks, while insuring substantial compliance with the basic intent of the zoning code and the Community Development Plan. Mobile home parks are the only permitted use within the district. Individual parks are not to exceed five acres in size or a density of six mobile home sites per acre. A minimum of two off-street parking spaces must be provided for each unit. Strict guidelines require that a minimum of 250 square feet of open space per unit and a landscaped buffer of at least 30 feet surround the entire mobile home park.

Over three-quarters of the village is zoned either residential (58.9%) or agricultural/holding (19.4%). Other zoning districts include community commercial (7.2%), industrial (3.7%), highway commercial (2.7%) and mobile home park (0.5%).

Table 8-8. Village of Redgranite Zoning.

Zoning Classification	Acres	Percent
Agricultural/Holding (AH)	295	19.4%
Residential (R)	896	58.9%
Mobile Home Park (MH)	8	0.5%
Community Commercial (CC)	110	7.2%
Highway Commercial (HC)	41	2.7%
Industrial (I)	57	3.7%
Water	0	0.0%
Roads	114	7.5%
Total	1,520	100%

*Village of Redgranite does not include roads in zoning data.

Waushara County

The towns of Dakota, Marion, and Wautoma adhere to Waushara County Zoning. All zoning district information is contained within the Waushara County Zoning Ordinance adopted in 2003. A summary of the usage requirements and restrictions of the districts found within the area is listed below.

- *(A-G) General Agriculture Zone:* This zone is designed primarily for large-scale agricultural uses of land related to growing of crops and the raising of livestock. Permitted uses include airstrips, general farming, single family residential homes, home occupations, and other uses. Residential lot sizes vary. Minimum lot sizes are indicated by the suffix. For example, lots zoned AG-5 must be a minimum of 5 acres.
- *(A-R) Agricultural Residential Zone:* This zone is intended to provide a semi-rural type of environment which allows general agricultural use. Single family residential development on minimum one acre lots, general farming, and home occupations are permitted under this classification. Lot sizes must be a minimum of one acre.
- *(C-G) General Commercial:* This zone provides for uses found in small commercial areas located throughout the county. Permitted uses include banking; bed and breakfast establishments; professional offices; medical clinics; funeral homes; laundromats, storage garages; restaurants; semi-public uses;,, warehouses; and retail stores. Single family dwellings are permitted only as accessory to a principal use.
- *(C-C) Community Commercial:* This zone provides for uses found in the central business districts of small communities. Permitted uses include banks, bed and breakfasts, professional offices, medical clinics, funeral homes, laundromats, storage garages, restaurants, semi-public uses, warehouses, and retail stores. Single family dwellings are permitted only as accessory to a principal use.
- *(C-S) Service Commercial:* This zone is designed for small commercial service businesses which are oriented toward the traveler, tourist or vacationer. Lots sizes must be a minimum of 10,000 square feet. Permitted uses include bed and breakfasts; boat sales and service; clubs or lodges; and public swimming pools.
- *(M-G) General Manufacturing Zone:* This zone is intended for any manufacturing or industrial operation which, on the basis of actual physical and operational characteristics, would not be detrimental to the surrounding area or the county as a whole by reason of noise, dirt, smoke, odor, traffic, physical appearance, or any other similar features. Automotive-heavy repair and upholstery; cleaning, pressing, and dyeing establishments; commercial bakeries, greenhouses, and recycling operations; distributors; farm machinery sales and/or service; food locker plants; laboratories; machine shops; manufacturing and bottling of nonalcoholic beverages; manufacturing, fabrication, processing, packaging, and assembly of selected products; printing or publishing; storage and sale of machinery and equipment; trade and contractors' offices; warehousing and wholesaling; offices, storage, power supply, and other such uses normally incidental to the principal use are permitted uses that fall under this classification. Lot sizes must be a minimum of 20,000 square feet.
- *(M-I) Intensive Manufacturing Zone:* This zone is intended to provide for uses which by their nature can exhibit characteristics harmful, noxious, or detrimental to surrounding uses.

Permitted uses include all those permitted under General Manufacturing Zone, as well as freight yards and depots, breweries, and inside storage. Lot sizes must be a minimum of 20,000 square feet.

- *(O-N) Natural Resource Preservation Zone:* This zone provides for the conservation and protection of natural resources. Generally this zone includes swamps, marshlands, river and lakeshore and other land of natural aesthetic value. Residential development is allowed within these areas on one-acre lots. Permitted uses include agriculture, wildlife preserves, fish hatcheries, and farm ponds. Camping trailers, mobile campers, and houseboats are permitted for temporary living quarters within the district.
- *(GWPOD) Groundwater Protection Overlay District:* The purpose of this district is to institute land use regulations to protect the municipal water supplies and to promote the public health, safety and general welfare of the residents of the county. The residents of the county depend exclusively on groundwater for a safe drinking water supply. Certain land use practices and activities can seriously threaten or degrade groundwater quality.
- *(O-F) Forest Zone:* This zone provides for the continuation of forestry practices and related uses in those areas best suited to this activity. This zone is further intended to encourage forestry and to recognize the value of the forest as a recreational resource. Permitted uses include all uses within the O-N zone; debarking operations; maple syrup processing plants; and portable sawmills. Single family dwellings are allowed as a conditional use. Residential lot sizes must be a minimum of one acre.
- *(O-P) Park and Recreation Zone:* This zone provides for the orderly and attractive grouping of recreational oriented service establishments and is further intended to encourage the maintenance and protection of natural resources. Permitted uses include all agriculture, wildlife preserves, fish hatcheries, and farm ponds. Camping trailers, mobile campers, and houseboats are permitted for temporary living quarters within the district.
- *(O-SW) Shoreland/Wetland Zone:* This purpose of this zone is to maintain safe and healthful conditions; to prevent water pollution; to protect fishing and spawning grounds and aquatic life; and to preserve shore cover and natural beauty.
- *(RS-10) Residential Single-Family:* This zone provides a suitable environment for single-family residential development on moderate size lots in areas with public sewer systems. Permitted uses include agriculture and single-family dwellings. The minimum lot size is 10,000 square feet.
- *(RS-20) Residential Single-Family Zone:* This zone is intended to provide a suitable environment for single-family residential development on large lots in areas without public sewage systems. Permitted uses include single-family residential lots of a minimum of 20,000 square feet and agricultural uses.
- *(R-M) Residential Multiple-Family Zone:* This zone provides for multiple-family dwellings in a residential environment. Permitted uses include single-family dwellings, duplexes, and multiple-family dwellings and duplexes. The regulations for this zone apply to multiple-family dwellings served by public sewer systems. Multi-family dwellings not served by a

public sewer must have an approved septic system. Sewered lot sizes must be a minimum of 12,000 square feet.

- *(RS-P) Residential Single-Family Planned Development Zone:* The purpose of this zone is to provide the means whereby land may be planned and developed as a unit for residential uses under standards and conditions which encourage good design and promote a stable living environment.
- *(RM-P) Residential Multifamily Planned Development Zone:* The purpose of this zone is to provide the means whereby land may be planned and developed as a unit for residential uses under standards and conditions which promote a stable living environment. This zone is intended to permit flexibility and variety in development at increased densities, to encourage the preservation of natural features and open space, and to minimize present and future burdens on the community as a whole which result from poor planning.

Several generalizations can be made about zoning in the towns of Dakota, Marion, and Wautoma (Table 8-9 and Exhibit 8-2). The predominant zoning district in all three towns is General Agriculture. This category ranged from a minimum of 79.2 percent of the total land area in the town of Marion to 91.8 percent in the Town of Wautoma. The Natural Resource Preservation district comprises the next largest area in the towns of Dakota and Wautoma. This district accounted for 3.0 percent of the total area in the Town of Wautoma, 6.14 percent in the Town of Marion, and 8.5 percent in the Town of Dakota. With the exception of the Town of Marion, less than 4 percent of the land area in the towns is zoned residential; 7.4 percent is zoned residential in Marion. Less than one percent of all three towns is zoned for either commercial or manufacturing uses.

Table 8-9. Waushara County Zoning.

Zoning Classification	T. Dakota		T. Marion		T. Wautoma	
	Acres	Percent	Acres	Percent	Acres	Percent
Gen. Ag. (A-G)	18,832	87.3%	17,743	79.2%	19,908	91.8%
Ag. Res. (A-R)	47	0.2%	286	1.3%	139	0.6%
Gen. Comm. (C-G)	38	0.2%	11	0.1%	94	0.4%
Community Comm. (C-C)	0	0.0%	0	0.0%	0	0.0%
Service Comm. (S-C)	56	0.3%	9	0.0%	2	0.0%
Gen. Man. (M-G)	0	0.0%	5	0.0%	43	0.2%
Intensive Man. (I-G)	0	0.0%	0	0.0%	3	0.0%
Nat. Res. Pres. (O-N)	1,823	8.5%	1,361	6.1%	646	3.0%
Forestry (O-F)	0	0.0%	0	0.0%	285	1.3%
Park and Re. (O-P)	40	0.2%	594	2.7%	0	0.0%
Shoreland/Wetland (O-SW)	0	0.0%	0	0.0%	0	0.0%
Res. S. F. (RS-10)	1	0.0%	40	0.2%	25	0.1%
Res. S. F. (RS-20)	579	2.7%	1,568	7.0%	476	2.2%
Res. M. F. (R-M)	65	0.3%	23	0.1%	6	0.0%
Res. S. F. Plan. Dev. (RSP-10)	20	0.1%	0	0.0%	0	0.0%
Res. M. F. Plan. Dev. (RM-P)	9	0.0%	2	0.0%	29	0.1%
NA (NA)■	53	0.2%	762	3.4%	20	0.1%
Roads*	0	0.0%	0	0.0%	0	0.0%
Total	21,562	100.0%	22,404	100.0%	21,675	100.0%

*Waushara County does not include roads in zoning data.

■Includes areas not zoned and surface water.

Development Trends

The growth of the area has been influenced by a number of factors. These factors include the abundance of natural lakes and the proximity of the area to the southern half of the state, the Fox Cities, and Oshkosh. Early settlers began to arrive in the late 1840s, and soon small farming communities were scattered throughout the county. These early communities were located along former military and logging roads at creek and river crossings. Most featured a church and a few commercial establishments such as gristmills, sawmills, taverns, and stage houses. The present City of Wautoma was one of these early communities. The initial development was a sawmill on the Wautoma Millpond; further growth followed as a small community began to grow. Early settlers included merchants, doctors, attorneys, and other business people. A small commercial area was established in the present downtown area. In the fall of 1901, rail service was established. As a result, industrial development prospered along Northwestern Avenue in the Pickle Row area. Early development of the Village of Redgranite is tied to the discovery of red granite in the late 1800s. Excavation of red granite brought skilled stone cutters, quarry workers, and their families to the area. Initially these skilled laborers and quarry workers commuted to the Redgranite area on a daily basis. Houses, stores, hotels, taverns, and other commercial establishments were created by the early 1900s. While people were settling in small communities of the area, others were coming to the county in search of agricultural land. These early settlers established the farming base that remains today.

Current residents highly value the abundance of natural resources including the many lakes, trout streams, woodlands, wildlife, and other open spaces. These aspects as well as the friendly small community atmosphere are some factors that have drawn people to the area and retained existing residents. The lakes have attracted vacation home development; many residential structures serve as a second home. Development around Silver Lake, Irogami Lake, and others necessitated the construction of a sanitary sewer system in the early 1990s to protect these resources. While the water quality of the lakes has improved, the addition of the sanitary sewer system has resulted in an increase in both residential and commercial development.

Similar to many rural areas in the state, the planning cluster has faced development pressures. Large portions of farmland and woodlands have been converted to small parcel residential development. The central location of the planning cluster with respect to the rest of the state and easy access to I-39, and STH 21 have contributed to the development of the area. Highway commercial development continues to occur to the east of the City of Wautoma along STH 21/73. This development, as well as the popularity of STH 21 as a cross-state route has caused congestion and traffic problems for the residents of the area. The opening of the Redgranite State prison has been an economic boon to the community. Due to the influence of the prison, the village has seen the construction of a motel, doctor's clinic and housing starts in the community.

As growth occurs, land use changes in intensity and net density. Analyzing the patterns in land use changes provides valuable information to local communities in determining how the community has changed and assessing current needs. This information can be used to plan for the appropriate development in the future. To analyze land use changes, East Central Wisconsin Regional Planning Commission (ECWRPC) looked at a number of different data

sources, including its own land use inventories of the area, revenue data from the Department of Revenue (DOR), and housing information from the Department of Administration (DOA).

Several limitations in the data all three data sets necessitated these general summaries. A brief discussion of the limitation follows.

ECWRPC conducted land use inventories in 1980 and again in 2000. This information was updated in 2005 by the planning committees representing the communities in the cluster. ECWRPC data indicated several trends. Two distinct classification systems were used in the 1980 and 2000/2005 land use inventories. This made it difficult to compare specific categories between the two inventories. Secondly, computer technology has changed the degree of specificity in which data is collected. In 1980, computerized parcel data was not available. Current land use utilizes parcel data; therefore if a house is located in a subdivision, the entire parcel may be included as residential. Residential areas in 1980 may have included only a portion of these areas.

A comparison of Wisconsin Department of Revenue (DOR) data was used to analyze land use changes between 1990 and 2004. The DOR collects information by real estate class for each minor civil division in the state. Acreage figures from DOR do not include Department of Natural Resource (DNR) lands or other tax-exempt properties. Acreage data for incorporated communities is also incomplete, as their information is frequently provided in number of parcels, as opposed to the total acreage of the parcels. Beginning in 1996, the DOR also changed their classification system. Wisconsin Act 27 mandated that agricultural land was categorized from a standard based on use value instead of a standard based on full market value. Therefore, some land use changes between 1990 and 2004 are a direct result of Act 27 and do not necessarily reflect a change in land use but a change in the way that the land was classified. Following the implementation of the use value standard, agricultural land with improvements was moved to other categories. If these improvements included residential, then the agricultural land with improvements was moved to residential. Additionally, following the use value assessment, less productive land was moved out of agriculture and reclassified as swamp and waste land. Furthermore, the increasing popularity of privately owned recreational land caused a shift of lands from agriculture to both forestland and swamp and wasteland.

The Wisconsin Department of Administration (DOA) collects building permit information for new construction as well as demolition information from communities within the state. This data is annually reported by communities and includes single-family, two-family, multi-family and mobile homes. This data set only includes information that is reported by individual communities to the DOA. If a community does not accurately report its building permit information, it is infeasible to determine actual land use changes.

While the historical data from ECWRPC, DOR and DOA gives us an incomplete picture of the total amount of land historically devoted to the various land uses, it does give us a picture of land consumption patterns within the communities. According to these data sources, several trends can be seen within the planning cluster. The collective summary utilizing all three sources is presented for each individual community; general trends are discussed.

City of Wautoma

During the last 25 years, annexations have increased the size of the City of Wautoma. These annexations have occurred predominately in the northeast and eastern sections of the city and

in the southern part of the airport (prior to construction of the northeast runway). New residential development has occurred predominately in the northeast and western sections of the city. Commercial development has occurred along STH 21/73 and Division Street and the western sections of the city. Institutional development (new schools) has occurred in the western sections. According to historical information gathered by ECWRPC and the DOR, the city has experienced a slight decrease in residential land acreages and a slight increase in institutional and agricultural land during this time period. However, DOA has reported that a total of 194 residential units were added in the city. The majority of these were multi-family units. It is highly unlikely that residential acreages decreased with the development of new housing units.

Village of Redgranite

During the last 25 years, acreage has been added to the village through annexation. Annexations have basically occurred in the northern half of the village. Recent residential growth has been in the northern part of the village, while commercial growth has occurred near STH 21. According to historical information gathered by ECWRPC and DOR, the village has experienced gains in residential, commercial and institutional land use, while losses have occurred in both agricultural and manufacturing. Some of these losses can be attributed to farm acreage that was moved from agricultural to residential (DOR). The gain in institutional land use is a direct result of the prison that opened in the community in the early 2000s. DOA has indicated that 59 housing units were added in the village between 1990 and 2003.

Town of Dakota, Marion and Wautoma

Historical data from both ECWRPC and DOR have indicated that the towns of Dakota, Marion and Wautoma have experienced gains in residential land uses with simultaneous losses in agricultural land over the last 25 years. These local trends mirror state and national trends. A portion of the decline can be attributed to a conversion of agricultural land to residential development, while other losses are a result of differences in classification/delineation of agricultural properties and farmsteads. Some losses in farmland for the towns of Dakota and Wautoma are probably due to annexations to the City of Wautoma. Large gains in residential acres were experienced in all three towns; this corresponds to DOA data that indicates that 92 residential units were added in the Town of Dakota, 344 residential units were added in the Marion, and 134 units were added in the Town of Wautoma. According to DOR data, increases have also occurred in commercial land uses. Forestland losses have been seen in the towns of Dakota and Wautoma. This is most likely due to the conversion of woodlands to new residential development.

Building Permits

As stated above, net building permit data is available from the DOA. This data has been submitted by the jurisdictions that issue building permits. Net building data indicates the net change, not the total number of building permits. Therefore, if a building is demolished within a community, this information is subtracted from the new permit numbers. Between 1990 and 2004, 887 net units were added within the planning area. This averages to about 59 units per year (units/yr).

City of Wautoma

Nineteen single-family dwelling units were added in the City of Wautoma since 1990; this averages slightly more than one per year. The most rapid growth rates in the city have

coincided with the construction of new subdivisions. Subdivisions were built in the late 1990s and 2004. Between 1990 and 2004, 126 multi-family units (8.4 units/yr), 24 two-family units (1.6 units/yr), and 31 mobile homes (2.1 units/year) were added.

Village of Redgranite

Seventy-nine additional units were added in the Village of Redgranite between 1990 and 2004; about half (36) of these units were multi-family (2.4 units/yr). The village also experienced a net increase in single-family (25, 1.7 units/yr), two-family (12, 0.8 units/yr), and mobile homes (6, 0.4 units/yr). The most rapid growth periods occurred in 1997 and 2001; the latter coincided with the opening of the new prison.

Town of Dakota

Net single family additions were much higher in the towns than in the incorporated areas, while additions of other residential dwellings were similar. Within the Town of Dakota, 99 single-family units (6.6 units/yr) and one two-family unit were added between 1990 and 2004. The largest growth in single family units happened in 1993 (14). Single-family growth since 1993 has remained relatively constant in the town.

Town of Marion

The Town of Marion has experienced the largest increase in residential construction. Between 1990 and 2004, 347 single-family units (23 units/yr) were added. This time period also saw the addition of 9 two-family and 6 mobile homes. The most rapid increase in housing units occurred between 1998 and 2003. During this timeframe, a total of 177 single-family units (30 units/yr) were added.

Town of Wautoma

The Town of Wautoma saw the second highest increase in single family units between 1990 and 2004. During this timeframe, 144 single-family units (10 units/yr) and one mobile were added in the town. The fastest period of growth occurred between 1995 and 1999; a total of 73 single-family units (15 units/yr) were added.

Density and Intensity

Density

Residential densities are defined as the number of housing units per square mile of total land area (units/ sq. mile). Between 1990 and 2000, residential densities increased throughout the area, county and state. As the population of the area has grown, so has the overall housing density (Table 8-10). Overall, the total number of housing units has increased by 11 percent.

Residential densities varied by municipality. By 2000, the residential density in the Town of Marion (48.88 units/sq. mile) continued to outpace the densities in the Town of Dakota (20.75 units/sq. mile), the Town of Wautoma (18 units/sq. mile), Waushara County (21.83 units/sq. mile) and the state (42.74 units/sq. mile). Densities within suburban areas are typically much higher due to smaller lot sizes and more compact development. Densities in the City of Wautoma were 346 units/sq. mile; the Village of Redgranite was 227 units/ sq. mile.

Table 8-10. Housing Unit Density, 1990 to 2000.

	Land Area in sq.miles	1990		2000	
		Tot Units	Units/sq mi	Tot Units	Units/sq mi
Wisconsin	54,313.7	2,055,774	37.85	2,321,144	42.74
Waushara County	626.1	12,246	19.56	13,667	21.83
City of Wautoma	2.5	815	326.00	865	346.00
Village of Redgranite	2.2	474	213.51	503	226.58
Town of Dakota	33.2	653	19.69	688	20.75
Town of Marion	33.6	1,417	42.24	1,640	48.88
Town of Wautoma	33.9	515	15.17	611	18.00

Source: U.S. Census, 1990, 2000

Note: Total housing units includes single family, duplex, multi-family, mobile home, trailer and other.

Intensity

Intensity is a measure of the units per acre of residential development. Due to limited information available, this report will compare the intensities of single-family versus multi-family developments in the various communities. To calculate land intensities, the ECWRPC categories single and two family residential, farmsteads, and mobile homes were all classified as "single family."

The nature of single family uses and apartment complexes result in intensity differences. Since multi-family are comprised of three or more units in one building, these developments are typically a more intense land use than single-family residential. Several housing units are incorporated into one building.

Several important factors create more intense development patterns in incorporated communities. Single-family residential development is typically a less intense land use than multi-family. Multi-family development has been restricted to areas on public sewer. Thus, a greater number of multi-family units are located in both the City of Wautoma and Village of Redgranite than any of the towns. Second, incorporated areas in Waushara County are smaller in overall land area than the surrounding towns. This results in a more intensive land use in incorporated areas. Finally, the City of Wautoma and the Village of Redgranite have areas of older residential development dating back to the early 1900s. These older areas, constructed during a period when society was less dependent on cars for transportation, necessitated the need for smaller lot development that allowed for closer proximity to neighbors and services.

Land use was more intense in the City of Wautoma and the Village of Redgranite than the three towns in the planning cluster. In 2000, single-family land use ranged from a high of 3.13 units per acre in the City of Wautoma to a low of 0.91 units per acre in the Town of Wautoma. Multi-family land use in 2000, ranged from a high of 6.56 units per acre in the City of Wautoma to a low of 0.65 in the Town of Dakota. Since less than one acre of land in the Town of Marion is utilized for multi-family development, the overall intensity is negligible.

Table 8-11. Intensity, 2000.

Municipality	Single-Family ¹			Multi-Family ¹		
	Units	Acres	Unit/Ac.	Units	Acres	Unit/Ac.
C. Wautoma	720	230	3.13	221	34	6.56
V. Redgranite	490	241	2.03	38	11	3.43
T. Dakota	703	685	1.03	3	5	0.65
T. Marion	1763	1,414	1.25	2	0	0.00
T. Wautoma	649	1,012	0.64	2	1	2.02

¹Includes mobile homes and mobile home parks

Source: U.S. Census 2000, Department of Administration, ECWRPC.

DEVELOPMENT CONSIDERATIONS

Recommended State, Regional, and County Goals

State, regional, and county goals were developed to provide communities with a framework on which land use decisions could be based. These goals make the planning process and decisions defensible to the general public when formulating alternate scenarios for developing parcels within a community.

State of Wisconsin

The State of Wisconsin requires that communities address 14 specific goals in their comprehensive plans. These goals encourage development to occur in an orderly well-planned manner. The goals are:

- Promoting the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouraging neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats,, lakes, woodlands, open spaces, and groundwater resources.
- Protecting economically productive areas, including farmlands and forests.
- Encouraging land uses and development patterns that promote cost-efficient government services and utility costs.
- Preserving cultural, historic, and archaeological sites.
- Encouraging coordination and cooperation with neighboring communities.
- Building community identity by improving overall appearance and attractiveness to visitors.
- Providing an adequate supply of affordable housing for all income levels.
- Providing adequate infrastructure, public services, and a supply of affordable land to meet existing needs and accommodate future growth.

- Promoting the expansion or stabilization of the current economic base and the creation of additional and better employment opportunities.
- Balancing individual property rights with community interests and goals.
- Planning and developing a pattern of land use that preserves and creates a pleasing and unique setting.
- Providing all citizens, including those that are transportation dependent, a variety of economical, convenient, and safe transportation options adequate to meet their needs.

East Central Wisconsin Regional Planning Commission

East Central Wisconsin Regional Planning Commission is currently developing a regional comprehensive plan. As a part of this planning process, East Central has identified several key policies:

- Facilitate cost-effective, centralized, compact, and contiguous urban growth.
- Encourage urban development that is environmentally sound and compatible with the natural resource base.
- Facilitate urban levels of development where facilities and services are readily available to support the development.
- Encourage individual community character and identity.
- Avoid intermingling urban and rural land uses.
- Promote rural land development which meets the needs of rural residents and landowners in a compatible, cost-effective, and environmentally sound manner.
- Provide government services in an efficient, environmentally sound, and socially responsible manner.
- Build community identity by improving overall appearance and attractiveness to visitors.
- Ensure that open space is available to meet the recreational needs of all residents.
- Preserve and protect natural and cultural resources.

These goals are consistent with the Group D cluster's vision for land use development and future growth.

Waushara County

The Waushara County Zoning Ordinance has identified the following criteria for all unincorporated areas within the county:

- Promote and protect public health, safety, comfort, convenience, prosperity, aesthetics, and other aspects of general welfare.
- Establish reasonable standards to which buildings and structures shall conform.
- Regulate and restrict lot coverage and population density.
- Conserve the value of land and buildings.

- Guide the proper distribution and location of land use patterns.
- Promote safety and efficiency of transportation networks.
- Provide adequate light, air, sanitation, and drainage.
- Prevent the uncontrolled use of shorelands and pollution of the navigable waters of the county.
- Encourage the preservation, conservation, and development of land areas for a wide range of natural resources.
- Minimize expenditures of public funds for flood control projects; rescue and relief efforts undertaken at the expense of the taxpayers; business interruptions and other economic disruptions; damage to public facilities in the floodplain; and minimize the occurrence of future flood blight areas.
- Discourage the victimization of unwary land and homebuyers.

Local Land Use Issues

Citizen questionnaires were distributed to residents and landowners within the planning cluster to gather opinions regarding land use and development issues. According to responses that were received, the top issues that were identified included: the attraction of good paying jobs; the protection of natural resources, private property rights, and woodlands; and improving the quality of life.

Environmental and Public Utility

Development costs vary based on density, design, social, economical, political and environmental constraints. Public opposition can increase costs through project delays. Development often necessitates the expansion of public infrastructure such as sewer, water, streets, schools, parks and services such as fire and police protection. Increased development can infringe on wetland and floodplain areas, destroy wildlife habitat, and increase runoff to streams and lakes.

To protect and enhance the natural resource base, communities should identify and protect environmental corridors found within the planning area. Environmental corridors are areas in the community that contain and connect natural areas, open space, and other resources. They often lie along streams, rivers, and other natural features. Environmental corridors provide a beneficial buffer between sensitive natural resources and human development. These areas can provide flood control and valuable wildlife habitat and can significantly benefit the aesthetic appeal of the community.

Land Supply

The amount of land available for development within the Group D cluster is finite. Factors that limit the amount of developable land include environmental restrictions (atrazine prohibition areas, floodplains, high groundwater, wetlands, steep slopes, and water quality), zoning (setbacks, conservancy and development easements, permitted uses), and conflicts between uses and full-time and seasonal residents.

Land Price

The price of developable lands varies depending on the surrounding land uses, location, access, services, and other subjective factors. Natural amenities such as water frontage, forests, and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependant on land prices. Real estate professionals in the area can provide updated information on land values.

The Wisconsin Department of Revenue (WDOR) annually sets and reports equalized value by real estate class per municipality in Wisconsin. Additionally the WDOR reports the individual clerk's statement of assessments that includes the number of parcels (improved and unimproved), acres and the local assessment per real estate class (Appendix K, Tables K-1 to K-8).

While data from the WDOR can offer insight into historical land prices, this data is not complete. Historical land prices within the towns of Dakota, Marion and Wautoma were derived using acreage and equalized value, while data within the City of Wautoma and the Village of Redgranite were derived utilizing the number of parcels and the equalized value.

Within the towns, some of the changes in land acreages and price per acre can be directly attributed to the changes that have occurred since 1980 in the way that agricultural land is assessed. Starting in 2000, agricultural land must be based on use value instead of full market value. At that time, land formally classified as agricultural was moved to other categories based on the use of the property. For example the portion of agricultural land that contained the house and buildings were transferred to residential. Agricultural land is currently taxed at a lower rate than forestland, wetlands, or other land uses within agricultural properties. Although equalized values indicate that residential properties decreased in the 1980's; this may not be the case. According to the Census Bureau, housing values have increased each decade since the 1980's; the lowest increase (8.2%) occurred during the 1980's. During the 1980's, the housing market slowed down due to high interest rates. WDOR equalized valuations are independent on accurate reporting from individual municipalities but are based on sales by real estate class.

City of Wautoma

According to the WDOR, the number of residential land parcels in the City of Wautoma decreased slightly between 1980 and 2000, then increased between 2000 and 2005. Throughout this time period (1980 to 2005), the average value of a residential parcel increased (Appendix K, Table K-9). In 1980, 754 residential parcels had an average value of \$4,707; by 2005 the number of parcels had decreased to 711, while the average value had increased 165 percent to \$12,469. During this same time frame, the number of commercial parcels steadily rose from 118 in 1980 to 199 in 2005. The price of an average parcel increased significantly from \$5,655 in 1980 to \$43,101 in 2005. Although the number of manufacturing parcels remained relatively steady from 1980 to 2005, the average price per parcel increased by about 44 percent from \$12,450 to \$17,867. Either agricultural land was not reported in the city for the years 1980 through 2000 or the reported data was incomplete. Therefore, a historical trend of average agricultural land price was not available. It is important to note that the average size of a parcel of land may have changed over time and that part of the difference in the average price of a parcel may be attributed to parcel size increases.

Village of Redgranite

WDOR data indicates that between 1980 and 2005, about 5 new residential parcels per year were added in the Village of Redgranite (Appendix K, Table K-10). In 1980, 470 residential parcels were valued at an average cost of \$2,489. By 2005, the number of residential parcels had grown to 600, and the value per parcel had increased by about 166 percent to \$6,629. The largest increase in the number of residential parcels occurred between 2000 and 2005. Between 1980 and 1990, the number of commercial parcels fell from 58 to 47, while the cost per parcel more than doubled, rising from \$3,638 to \$7,936. During the 1990's and continuing to 2005, the number and value per parcel of commercial property increased, so that by 2005, there were 78 parcels, with an average cost per parcel of \$24,585. While the number of manufacturing parcels fell from a high of seven in 1980 to one in 2005, the cost per parcel rose by over 500 percent from \$7,343 to \$45,400. The number of agricultural parcels remained relatively steady during this time period, while the price per parcel decreased from \$12,977 in 1980 to \$2,838 in 2005. As stated above, it is important to consider that the average size of a parcel may change over time. This fact may be especially true of an agricultural parcel of land that tends to be larger in size and becomes smaller as land is removed for other uses. Wisconsin Act 27 mandated that agricultural land be based on a use value instead of a full market value. This change affected the equalized value of the agricultural property between the 1990 and 2005 assessments.

Town of Dakota

According to the WDOR, the number of residential acres in the Town of Dakota steadily rose between 1980 and 2005 (Appendix K, Table K-11). The largest increase, for the years reviewed, occurred between 1980 and 1990. During the 1980's residential acreage increased by over 88 percent from 838 acres to 1,579 acres. While residential acreage continued to rise, the growth rate slowed to 34 percent between 1990 and 2000 and fell to only one percent between 2000 and 2005. In 2005, WDOR reported that 2,136 acres were designated as residential. The average value of residential land per acre, fell by 45 percent between 1980 (\$5,573) and 1990 (\$3,049). Since 1990, the value of residential acreage has steadily risen; in 2005, it was worth, on average, about \$7,651 per acre. Commercial acreage remained relatively constant at about 200 acres between 1980 and 2005. While the acreage remained constant, the average value of land increased from \$4,986 per acre in 1980 to \$16,141 per acre in 2005. The largest increase occurred between 2000 and 2005, when the average value of commercial land increased by 97 percent. Following state, county and area trends, acreage devoted to agricultural use has declined since 1980. In 1980, 9,338 acres of land was designated as agricultural use, while in 2005, this number fell by 28 percent to 6,762 acres. The value of an acre of agricultural land declined from a high of \$497 per acre in 1980 to a low of \$116 per acre in 2005.

Town of Marion

Residential land acreage and average cost per acre have progressively increased in the Town of Marion since 1990 (Appendix K, Table K-12). Between 1990 and 2005, residential land acreage grew by about 36 percent, while the average cost per acre rose by over 200 percent. In 1990, according to the WDOR, there were 2,670 acres of residential land in the town with an average value of \$8,730 per acre. By 2005 the number of residential acres had increased to 3,632, while the average cost per acre had risen to \$27,494. From 1990 to 2005, commercial acreage in the town increased from 25 acres to 169 acres, while manufacturing acreage fell from 39 to 4. Similar to residential acreage, the average value of an acre of commercial and manufacturing land also rose. Commercial acreage increased by over 28 percent from \$5,383

in 1990 to \$6,929 in 2005, while manufacturing acreage increased by a staggering 871 percent from \$767 to \$7,450 per acre during this same time frame. Keeping in mind the changes in reporting and assessing agricultural land and other related real estate classes between 1990 and 2005, the number of agricultural acres fell by 42 percent from 10,346 acres to 6,049 acres; whereas forest land remained relatively constant at around 5,400 acres. Similar to other communities, the value of an agricultural acre fell from \$467 in 1990 to \$108 in 2005. Forest land, however, rose in value from \$584 per acre in 1990 to \$2,223 per acre in 2005.

Town of Wautoma

According to the WDOR, the overall value and number of residential and commercial acreage increased between 1980 and 2005 (Appendix K, Table K-13). Even though land values increased overall, data collected in 1990, indicates a decrease in land values for both categories. In 1980, 1,141 acres of residential land was worth an average of \$2,424 per acre in the Town of Wautoma. By 2005, residential land acreage and value had more than doubled; 2,600 acres of land classified as residential was worth an average of \$5,722 per acre. Land classified as commercial increased from 23 acres in 1980 to 248 acres in 2005, while the average value of commercial land increased from \$10,522 per acre in 1980 to \$16,755 per acre in 2005. The town experienced a loss in manufacturing acreage and an increase in price per acre during this time period. In 1980, 108 acres of land was classified as manufacturing. Land classified as manufacturing fell to 79 acres in 1990 followed by a further decline in 2000 to five acres, before rising to nine acres in 2005. The town experienced a steady decline in agricultural land acreage and average price per acre during this time period. Agricultural land decreased by 44 percent from 11,150 acres in 1980 to 6,225 acres in 2005. Similar to other communities in the Group D cluster, the average price of an acre of agricultural land decreased from \$465 per acre in 1980 to \$123 per acre in 2005.

Energy demands

Development is dependant on the availability of a cost-effective, abundant, efficient energy supply. Industry needs to know that reliable energy will be available to run equipment and people rely on affordable energy to heat and power their homes. Not only is energy important for heating and power, but the cost and availability of gasoline may also impact development in the Group D cluster. Tourism is a major revenue generator for the county, and many people within the county also regularly commute to work. Over half the people in the county regularly travel further than 27.1 minutes to work. In 2000, there were about 860 seasonal units in the Group D towns. An increase in gas prices may cause some residents to move closer to their place of employment and out of county or cause others to consider closer locations from home for their vacation destinations. Therefore, energy availability can have an impact on new and sustained development in the cluster.

FUTURE LAND USE PROJECTIONS

Future Land Use Map

Future land use needs and the resulting future land use map represents a compilation of the previous elements (Exhibit 8-1). This map was developed using:

- Existing land use maps and patterns
- Demographics (population, housing)

- Natural resource areas with limiting conditions (wetlands, floodplains, water resources)
- Development limitations (quarries, abandoned landfills, atrazine prohibition and wellhead protection areas)
- Future land use projections
- Results from public input including the citizen questionnaire
- Committee input including the SWOT analysis and visioning exercise
- Waushara County, City of Wautoma and Village of Redgranite Zoning Ordinances

The following land use categories were used in the Future Land Use Map

- **Future Residential:** Future residential land is classified as land that that will be used primarily for future human habitation. Future residential land uses include single-family residential, farmsteads, individual mobile homes and duplexes. This land use category can include mobile homes in communities that have not made a distinction between these uses.
- **Future Multi-Family:** Future multi-family land is classified as land that will be used primarily for future residential uses of more than two residential units per building.
- **Future Commercial:** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade; services; and other related businesses.
- **Future Industrial:** Industrial land uses represent a broad category of activities not classified as future commercial such as construction, manufacturing, and other industrial facilities
- **Future Recreational:** Recreational facilities are defined as land uses that provide opportunities for citizens to enjoy leisure activities. This category encompasses both active and passive activities. It includes designated parks; hunting and fishing areas; nature areas; areas for spectator sports, hiking, mini-golf, bowling, bicycling, skiing, golf courses, country clubs; and other related activities.

These maps should be used as a planning tool by the communities in accordance with the Smart Growth Law. Elected and appointed officials should use these maps as a guide for making future land use decisions.

Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan. A summary of future land use projections and criteria used is follows.

However it should be noted that while projections can provide extremely valuable information for community planning; by nature, projections have limitations which must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current base. Their reliability depends to a large extent on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas which are

heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate of growth and amount of future growth communities experience can be influenced by local policies which can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their sanitary sewers by encouraging denser growth patterns which maximize the use of land resources while minimizing the impact on the natural resource base.

City of Wautoma

Future residential land acreage projections were estimated by utilizing historical data from the U.S. Census and past building trends. In 2000, 1998 people lived in the City of Wautoma; 223 of these people resided in group quarters.⁴ There were 865 housing units in the city that were divided between single family (583), two-family (79), mobile homes (36) and multi-family units (167). The residents of the city comprised a total of 806 individual households. Based on ECWRPC projections, it is estimated that there will be 2,588 people living in the city in a total of 1,105 individual households in 2025. The vacancy rate of 6.8 percent (includes seasonal units and units that are available for rent and sale) from the 2000 census was held constant. Utilizing historical trends for single family versus multi-family units in the city, it is estimated that there will be 114 additional single-family, two-family, mobile home housing units in 2025 and an additional 207 multi-family units. Residential land use acreages were estimated by using existing zoning requirements (RS-8, RS-12, RS-2F and RS-M) and residential intensities (Table 8-11). Therefore, an additional 21 to 37 acres will be needed for single-family, two-family and mobile home uses by 2025. In addition, it is estimated that about 32 acres will be needed for multi-family uses during this same time period (Table 8-12).

While these are estimates, actual uses will depend on land and housing availability and affordability; local and state economies; and other factors. According to the future land use map, residential land use (single-family, two family, mobile home and multi-family) is anticipated to occur as infill and in designated areas throughout the city (Exhibit 8-2). Some of these new residential units should be targeted toward low to mid-income households.

Commercial and industrial land use projections are assumed to mirror population growth. New commercial development is currently occurring on East Division Street. It is difficult to estimate the exact acreage that will be added during the life of the plan. However, for planning purposes, it is reasonable to assume that an additional 20 acres will be added for commercial growth and an additional 15 acres will be added for industrial growth (Table 8-12). Commercial growth is expected to occur near the intersection of STH 21 and East Division Street; East Plaza Road; and STH 73 at the western side of the city. Industrial growth is anticipated to occur in and adjacent to the city's existing industrial park (Exhibit 8-2). Agricultural land use is basically located on the Wautoma Municipal Airport property and in the southwest corner of the city, west of STH 22. It is anticipated that little development will occur in these areas and therefore little change in agricultural use will be realized within the city.

⁴ U.S. Census 2000.

Table 8-12. City of Wautoma Future Land Use Projections, 2005 – 2025.

Future Land Use Acreages	2000	2005	2010	2015	2020	2025
Residential S.F.	223	230	238	245	253	260
Residential M.F.	26	34	40	46	52	58
Commercial	-	66	71	76	81	86
Industrial	-	29	33	37	40	44
Agricultural	144	144	144	144	144	144

Village of Redgranite

Utilizing historical data from the U.S. Census and past building trends, future residential land acreage projections were estimated. In 2000, 1,040 people lived in the Village of Redgranite; of this total, 26 people resided in group homes.⁴ Since the Redgranite Prison opened in 2001, the population of the village has nearly doubled. In 2025, it is expected that 2,193 people will live in the village (includes 945 in group homes, the majority at the prison). In 2000, there were 503 housing units and 440 households in the village. The housing units were divided between single family (360), two-family (11), mobile homes (98), and multi-family units (34). Based on ECWRPC projections, it is estimated that there will be a total of 572 households in 2025. Assuming a constant vacancy rate of 5 percent and a constant seasonal vacancy of 14 units⁴, it is assumed that there will be a total of 84 additional new single-family, two-family, and mobile home units; and an additional 30 new multi-family units. Residential acreages were estimated using existing zoning requirements and residential intensities. Based on these requirements it is estimated that an additional 19 to 41 acres will be needed for new single-family, two-family, mobile home development and that an additional 3 to 9 acres will be needed for multi-family uses (Table 8-13).

It should be noted that these are estimates. The actual amount of land required may vary depending on land and housing affordability and availability; the economy; and other factors. According to the future land use map, it is anticipated that the majority of residential development will occur in the area north of Willow Creek and west of the prison (Exhibit 8-2) where soils are best suited for development. While this area is not currently served by public sanitary sewer or water, all future residential growth should be phased to allow for sewered development. Multi-family residential development should occur in areas that can be served by public sewer and water. While an area is identified on the map for future multi-family development, actual development should be allowed to occur in other areas of the community.

Commercial and industrial land use projections are assumed to mirror population growth. While it is difficult to estimate the exact acreage that will be added during the life of this plan, it is assumed that an additional 10 acres each will be added for commercial and industrial growth (Table 8-13). Commercial and industrial growths are anticipated to occur near STH 21 and the village industrial park.

Agricultural land uses are not expected to change over time. A majority of the land currently used for agricultural purposes is unsuitable for development due to environmental constraints.

Table 8-13. Village of Redgranite Future Land Use Projections, 2005 – 2025.

Future Land Use Acreages	2000	2005	2010	2015	2020	2025
Residential S.F.	225	235	243	251	258	266
Residential M.F.	10	11	13	15	17	19
Commercial	-	35	38	40	43	45
Industrial	-	18	21	23	26	28
Agricultural	38	38	38	38	38	38

Town of Dakota

The Town of Dakota had a population of 1,259 persons in 2000. There were 679 housing units in the town that were divided between single family detached (491), single family attached (4) two-family (13), mobile homes (168), and three multi-family units. The residents of the town comprised a total of 806 individual households. Based on ECWRPC projections, the population will increase by four individuals by 2025; there will be an estimated 535 individual households. Assuming a constant vacancy rate of 5.0 percent (units that are available for rent and sale) and a constant seasonal percentage of 21.2 percent, this indicates 725 housing units are estimated to be inhabited in 2025. Since both current and projected multi-family units account for less than 1 percent of the total housing units, it is assumed all new units will be single family dwellings. This indicates 46 new single family houses should be built by 2025.

Between 2000 and 2004, 27 new homes were built. Since it is improbable that only 19 new homes will be constructed between 2005 and 2025, slight modifications must be made to ECWRPC population modeling scenarios. Past building permit data indicates an average of 7.3 new single family homes are constructed each year. If past construction trends remain constant, 146 new homes are anticipated over the course of the plan.

The planning committee developed a consensus that it was necessary to acknowledge the slower projected growth rates while allowing future development to occur. Housing projections were completed assuming 67 percent of the growth (97.82 homes) predicted by a linear trend would occur. To simplify calculations, future land use calculations were based on the construction of 100 new single family homes.

Four primary areas were targeted for development in the town; specific developments were also recommended. Lot sizes in the unincorporated village of Dakota were established to be 0.50 acres. Compact lot development was recommended in areas currently serviced by the sanitary district and areas immediately adjacent to the southwestern portions of the City of Wautoma. Lot sizes should range between 0.5 and 1 acre in sections 1, 2, 3, and 4 of the town; lots in sections 10, 11, and 12 should be between 1 and 2 acres. Scattered rural development in the eastern and southern areas outside the sanitary sewer planning areas is appropriate if lots sizes are five acres and larger. Lots within agricultural corridors should be a minimum of 35 acres.

Land use projections were calculated assuming development would be evenly distributed among the four areas. Utilizing these and previously discussed parameters for residential intensities, an additional 198 acres are expected to be allocated single-family homes. In most standard residential developments, 25 percent of the gross land area will be needed to construct streets, stormwater management facilities, and other infrastructure that will be required by current and future legislation. It is anticipated that 260 acres are necessary for

future residential growth (Table 8-14). While this is an estimate, actual development will depend on land and housing availability and affordability; the local and state economies; and other factors. It must be taken into consideration that:

- It is not the intent of the plan to see an entire area within the specified zones to develop. Instead, the specified use shall be allowed if consistent with the type, location, and density of the development; and
- Some of the land would hinder development based on soil suitability, adjacent natural resources, conflicting land uses, or other factors.

To calculate commercial land use projections, the current ratio of residential acreage was compared to commercial land use acreage (55.5 acres) based on the current land use inventory. This ratio (13:1) was held constant over the planning period. Based on this methodology, the Town of Dakota is anticipated to develop approximately 16 acres. In order to account for the increased imperviousness of commercial areas, this total was doubled to 32 acres to facilitate on-site infiltration and other innovative stormwater management strategies. On the Future Land Use Map, the town has designated several areas along STH 21 and adjacent to the Wautoma Industrial Park in the northern portions of the town for commercial development. Additional service based commercial uses are also likely to develop in other appropriate areas such as the unincorporated village of Dakota.

Industrial lands are projected in the same manner as the commercial lands. According to the 2005 land use inventory, the current ratio of residential acreage to industrial acreage is 42:1. After additional land is factored in for stormwater management purposes, it is anticipated the town will develop one (1) acre for industrial uses. Since this is a small amount of land, this will most likely occur in one development. Therefore, five year projections were not completed for industrial uses.

The Town of Dakota does not see itself as being a community that would attract large industries; thus, industrial development will be directed primarily to the existing industrial park in the City of Wautoma areas or areas immediately adjacent. This area contains adequate public facilities and services for more intensive industrial uses. However, areas designated as commercial may be considered for future light industrial developments. If light industrial uses are allowed to develop in the Town of Dakota, they shall fit the character of the town and be environmentally friendly.

Table 8-14. Town of Dakota Land Use Projections.

Future Land Use Acreages	2005	2010	2015	2020	2025
S.F. Residential	689	754	819	884	949
Commercial	55	63	71	79	87
Industrial	16	16	17	17	17
Agricultural	4,377	4,312	4,247	4,182	4,117

The majority of the agricultural lands in the Town of Dakota are found in the western portions of town. It is the town's intention to preserve as much of these remaining farmlands as possible over the next 20 years. "Agricultural preservation corridors" have been indicated on the Future Land Use Map. New residential uses in these areas should be set back from existing agricultural operations to minimize potential conflicts and serve as a buffer area. As

development pressures continue to grow, a portion of the lands currently being used for agricultural purposes may be developed over the planning period. Most development is recommended east of STH 22. Agricultural projections were made assuming that all new residential development would convert existing agricultural land into new housing. Although this may not be the case, it presents the “worst case scenario.” Thus, it is anticipated there will be a net loss of 260 acres of agricultural land during the planning period.

The Town of Dakota currently exceeds national standards for recreational facilities. A golf course and several smaller village greens and passive recreational parks are located within the town. There are also several parcels of state fishery areas and natural areas which allow for fishing, hunting, and other nonconsumptive wildlife recreational pastimes. The town does plan to make improvements to its park adjacent to the town hall. A county-wide committee is also studying the feasibility of establishing a proposed swimming beach at Bugh’s Lake. Future recreational facility expansions can also be explored as the need and demand occur.

To ensure that these development guidelines are implemented, it may be necessary to rezone specific areas within the Town of Dakota. The town is proposing several new zoning districts (Exhibit 8-4). With the Wautoma – Silver Lake Sewer Service Planning Area, two residential districts are needed: RS-44M and RS-87M. These districts are proposed to maintain appropriate housing densities as previously discussed. The RS-44M district would allow single family development with a minimum lot size of 20,000 square feet and a maximum lot size of one (1) acre. The RS-87M district would allow single family residential development with a minimum lot size of one acre and a maximum lot size of two acres. Another new residential district, RS-20M, would allow single family residential development with a maximum lot size of 20,000 square feet. The RS-20M district would be located in and adjacent to the unincorporated village of Dakota. Two agricultural districts would also be established: A-35 and A-35BF. Both districts would allow agricultural developments with an accompanying farmstead on parcels a minimum of 35 acres in area; these districts correspond to the aforementioned “agricultural corridors.” The A-35BF district would be the only area within the town to allow medium or large concentrated feeding operations (CAFOs) of 500 animal units or more. Animal feeding operations of less than 500 animal units will be permitted in the A-35 district and other areas agricultural zones.

Town of Marion

Expected increases in residential acreage can be estimated by projecting a variety of historical data into the future. An anticipated range of population growth and the amount of land that would be required to accommodate that population increase were derived using past building trends and ECWRPC population projections. Land use projections were made using population figures from the 2000 Census and historical building permit data.

In 2000, The Town of Marion had 2,063 permanent residents. There were 1,630 housing units in the Town of Wautoma. Of these, 908 were occupied year round, 653 were seasonally occupied and 69 were vacant. Collectively, residential land uses occupied 1,415 acres; this resulted in an average density of approximately 0.87 acres per dwelling unit. Nearly all of the units were single-family residential. Of the 1,415 residential units 131 were farmsteads. Based on the town’s projected population growth, the total number of dwelling units is expected to increase by approximately twenty new residences per year. These projections correspond well to historical building permit data. Between 1990 and 2000, an average of 21 new homes were built in the town. More recently, Marion averaged about 18 new home starts per year.

Land use projections were made assuming historic residential densities would remain constant over the next 20 years. This data implies that it is reasonable to expect between 18 and 21 new housing units will be added to the town's housing supply annually. This suggests a range of between 360 and 420 new dwelling units will be constructed in the town during the next 20 years. In 20 years, the town's housing supply would increase to between 1,990 and 2,050 housing units. Using the previous average density of 0.87 acres per unit, the new residential acreage can be expected to grow to somewhere between 15 to 18 acres per year. This means the Town of Marion would likely expect between 300 and 360 acres of new residential development during the twenty year planning interval. This would increase the amount of land allocated for residential development from 1,415 acres to a range of 1,715 and 1,775 acres.

There are a significant number of vacant existing platted lots now available for infill development, which could accommodate some of the expected growth. Much of the expected growth is targeted to occur in the northwest corner of the Town where the Silver Lake Sanitary Sewer District provides services. It is also anticipated that single lot development will continue to occur as infill to existing subdivisions as well as around the community of Spring Lake. Scattered single lot development may continue elsewhere throughout the town.

Commercial and industrial development are expected to be rather limited. The Town generally wishes to target larger commercial and industrial uses to appropriately zoned areas including the industrial park in City of Wautoma or areas adjacent to the City where municipal services currently are available. Traditional neighborhood serving commercial uses of a scale compatible with the surrounding residential market may be appropriate in or adjacent to the Spring Lake area. Small businesses of a commercial or cottage industries in a home which do not have significant impacts could be considered on a case by case basis. There may be some infill commercial or industrial development permitted along STH 21 near the east entry of the City of Wautoma. A reasonable estimate of approximately 25 to 30 acres of new commercial development can be expected in the combined area of the Silver Lake Sanitary District, the Highway 21 corridor, the Spring Lake area. There are no major industrial uses existing in the Town of Marion; none are anticipated. Therefore, no additional industrial acreage is allocated in this plan.

Table 8-15. Town of Marion Land Use Projections.

Future Land Use Acreages	2000	2005	2010	2015	2020	2025
Residential S.F.	1,415	1,500	1,585	1,669	1,754	1,839
Commercial	8	12	16	20	24	28
Industrial	4	6	8	10	12	14

Town of Wautoma

There are several ways to project the amount of land that would be needed for future development in the Town of Wautoma over the next twenty years. Expected increases in residential acreage can be estimated by projecting a variety of historical data into the future. Two methodologies were used to derive an expected range: past building trends and ECWRPC population projections.

Land use projections were made assuming historic residential densities would remain constant over the next 20 years. In 2000, there were 611 housing units in the Town of Wautoma. Of these, 523 were occupied and 88 were vacant. Collectively, residential land uses occupied

1,013 acres in 2005 (Table 8-6). According to the WDOA 40 units were added between 2000 and 2004. Based on the town's projected population growth and housing trends, the total number of dwelling units is expected to increase by approximately six new residences per year. However, between 1990 and 2000, an average of 10 new houses were built in the town and, more recently, from 2000 to 2004, the average was eight.

This data implies that it is reasonable to expect 5 to 10 new housing units will be added to the town's housing supply annually. This suggests a range of between 100 and 200 new dwelling units will be constructed in the town during the next 20 years (2005 to 2025). This increases the town's housing supply to between 751 and 851 housing units. Assuming an average lot size of one acre, the amount of new residential acreage can be expected to increase from about 5 to 10 acres per year. This means the Town of Wautoma would likely anticipate between 100 to 200 acres of new residential development during the twenty year planning interval. This assumes that the majority of residential development would occur on smaller lots within the sewer planning area boundary. Land allocated for residential development is anticipated to increase from 1,013 acres to a range of 1,113 and 1,213 acres. There are presently about 35 vacant platted lots available for infill development, which could accommodate some of the expected growth. While much of the remaining growth is targeted for areas within the sewer planning area boundary, single lot development could occur in other areas of the town that have been targeted for a minimum of 5 and 10 acres. It should also be noted that there is no expectation that the targeted growth area will be fully developed over the next twenty years.

For commercial and industrial development, the Town generally wishes to target these types of growth to the City of Wautoma or adjacent areas where municipal services currently are or can be made available. Traditional industrial uses that are manufacturing oriented do not exist in outlying portions of the town. Therefore, no additional acreage is allocated in these areas. There may be some infill industrial development along STH 21/73 near the east entry to the city. For new commercial development, targeted areas include the east side of STH 22 directly north of the city and along STH 21/73 on the east edge of the city; development will be secondarily along STH 73 on the city's west edge. A reasonable estimate of 20 to 25 acres of new commercial development can be expected in these three areas.

Table 8-16. Town of Wautoma Land Use Projections.

Future Land Use Acreages	2005	2010	2015	2020	2025
Residential S.F.	1013	1051	1088	1126	1163
Commercial	41	47	54	60	66
Industrial	25	25	25	25	25
Agricultural	2616	2595	2574	2552	2531

Land Use Issues and Conflicts

With the exception of the Village of Redgranite, the Group D communities usually met either as a single group or individually in the same room. Planning committees were free to discuss controversial items that arose with other Group D communities as the issues came up. Joint discussions were held regarding future planning efforts and the development of extraterritorial zoning within 1.5 miles of the City of Wautoma during the intergovernmental cooperation element. All committees recognized the area-wide benefit of extra-territorial zoning. This practice was generally well received by all. Equal representation on the extraterritorial zoning

board was stressed as the most vital need to ensure the success of these endeavors. Individual future land use plans for all communities were presented to the group. Everyone had not only the opportunity to see what other committees were planning, but also the chance to comment on the other individual land use plans. Even though an effort was made to resolve conflicts during the planning process, some land use conflicts did arise; these issues will have to be resolved in the future. These conflicts included the expansion of the City of Wautoma's existing industrial park and future residential development near the city's southwest border both within the Town of Dakota.

During the Village of Redgranite's planning effort, concern was raised by adjoining communities regarding extraterritorial zoning and the annexation of adjacent town lands. The village has stated that it has neither desire nor have the ability to begin annexation proceedings. All petitions for annexation must be initiated by town landowners per state statutes.

Natural resource preservation and development may be in conflict with each other. High quality trout streams, natural seepage lakes, wetlands, floodplains, and other features comprise the natural resource base for the Group D communities. Increased development near these resources could lead to displacement of wildlife; degradation of surface and groundwater; and loss of forest, farmland and other open lands and resources.

Incompatibilities may arise between adjacent land uses as development continues. Future land use maps designate specific areas for various uses. To minimize these conflicts, other land use controls such as setbacks, screening, and buffering should be utilized to limit potential conflicts. Many of these controls are detailed within the respective zoning ordinances. Any subdivision that is approved should be designed in a manner that preserves the rural character of the area while enhancing the natural resource base.

INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS

Land use cannot be considered in isolation from other elements. Economic development; housing; transportation; community and public facilities; and agricultural, natural and cultural resources all interact with one another. A vibrant economy brings people to the area in search of jobs and housing. Additional jobs may require the construction of more businesses, while additional people may demand other housing and services. Infrastructure such as roads and sewer and water extensions may be needed to serve these areas and people. This development may impact existing farm lands, forest areas, and other natural features.

Economic Development

Commercial and industrial land uses should be located in areas that are compatible with adjacent land uses, minimize environmental impacts, and utilize existing infrastructure. Additionally, industrial and concentrated commercial land uses should be situated in areas where public sanitary sewer and water are available. Restoring the downtowns of the city and village, incorporating historic elements of the region, and directing unique businesses to these areas are important to the economic vitality of the communities. Industrial parks with available land and expansion capacity for commercial and industrial development are located in both the City of Wautoma and the Village of Redgranite.

Housing

It is critical that an adequate supply of reasonably priced land be available for residential development. The amount of land that is required depends on the density, design, and placement of development. Residential development should be placed to minimize environmental impacts and utilize existing infrastructure. Scattered residential development increases the cost to provide public services such as fire, police and emergency protection; consumes and fractures large tracts of agricultural and forested areas; and increases conflicts between agricultural and residential uses.

Demand for property with access to natural resources has driven up land values and the cost of housing in the area. New residential development may not be affordable to residents who depend on the area for jobs. The provision of a mix of residential units must be available for all income ranges. Affordable housing including smaller homes on smaller lots and reasonable priced rental properties must be provided for individuals on low or fixed incomes. These areas should be located within walking distance of schools, stores, and other services.

Transportation

A well planned transportation system provides access to housing, schools, work and through traffic. As part of this transportation system, bike and pedestrian facilities should be expanded in existing areas to provide safe access to schools and business. When new subdivisions or roads are built or existing roads are reconstructed, pedestrian and bike access should be incorporated into these new designs.

Communities should carefully consider the creation of a STH 21 by-pass to relieve congestion and safety concerns in the downtown areas of Redgranite and Wautoma and on STH 21/73 on the eastern edge of the city. Congestion and safety issues are already occurring and can only be expected to increase as traffic volumes go up on these segments of the highway. Current plans are to widen STH 21 to four lanes from Oshkosh to Omro. While WisDOT does not have immediate plans to widen STH 21 in the Redgranite-Wautoma area, current traffic volumes and the projected increase in traffic indicate a by-pass may be necessary. In view of the rate of development and environmental concerns in the area, it will be less costly to preserve land for a future highway corridor before development is allowed to occur.

Community and Public Facilities

New development should occur in proximity to existing infrastructure. Unsewered development should not be allowed to occur in areas that can be cost effectively and readily served by public sewer. Areas within the City of Wautoma and the Village of Redgranite should be served by public water if it is readily available. In rural areas, scattered residential development increases the cost or makes costs prohibitive to provide services such as fire, police and emergency protection and public transportation (school bus and elderly/disabled). The road network should provide easy access to all areas as valuable time is lost when emergency vehicles must travel on winding local roads.

Agricultural Resources

Agriculture not only supports the economy of the county, but also defines the rural character that residents of the area value. The county is experiencing a decrease in the number of

farming operations as farmland is converted to other uses. Farmland areas are being fragmented by scattered residential development which often results in farm operational conflicts and limits farm expansion for farmers who wish to remain in farming.

Natural Resources

An abundance of natural resources including spring fed and seepage lakes, streams, woodlands, wetlands, wildlife habitat, agricultural land and other open spaces can be found in the area. People who visit and live in the area value these resources. Increased development can adversely affect these very resources that drew people to the area and caused them to remain. New development should be directed away from sensitive environmental areas including floodplains, wetlands and trout streams. Care should be taken to minimize the effects of new construction on the existing environment by strictly enforcing erosion control practices. Older septic systems should be inspected regularly to minimize the consequences of failing systems on water quality.

Cultural Resources

The historical past of the area helps to define the present. Care should be taken to preserve, protect, and enhance the cultural resources, historic areas, and buildings that remain. New development should be incorporated into existing development so that it enhances the historic components that remain. The downtown areas of both the City of Wautoma and the Village of Redgranite should be developed to enhance the historical significance of the area. The abandoned quarries in the Redgranite-Lohrville-Marion area should be developed as an example of life in the early 1900's.

Intergovernmental Cooperation

Land use decisions that are made within one municipality often affect the decisions and land use of another. For example, the development of a heavy industrial activity near the border of one community has the potential to affect the land use, natural resources and economy of an adjacent community. In this example, a residential use may not be compatible with the heavy industrial use, the industry may pollute a stream that flows through another community, or the business may purchase raw products or supplies from a business in an adjacent community. To minimize conflicts, communities should solicit input and find an effective form of communication with neighboring communities and residents.

POLICIES AND PROGRAMS

Regional, County and Local Policies

Zoning Ordinances

The Wisconsin enabling legislation requires that zoning ordinances must be reviewed and modified if necessary to be consistent with a community's comprehensive plan.

Local municipalities and counties can enact wind energy zoning ordinances to proactively plan for siting future wind energy projects. Wind energy zoning ordinances can establish setbacks

from property lines, roads, communication and electricity transmission systems, and residential structures. Additionally, setbacks can be established for undeveloped residential properties. Although noise level effects may be difficult to determine due to differences between individuals, it is possible to establish maximum allowable decibel levels at residential dwellings and specific public facility sites. Height restrictions can be placed on individual turbines. Height restrictions must be used cautiously since a restriction could lead to an increased number of turbines and decreased land use efficiencies. Several safety features can be incorporated into a zoning ordinance. For example, restrictions can be placed controlling the accessibility (lockable, non-climbable towers), electrical connection systems, and appropriate warning signage installation to cite a few examples. Ordinances can also include specific plans for site reclamation if a turbine is abandoned or its use is discontinued.

Other zoning tools can also be utilized to limit the number of potential sites for wind energy facilities. Extra-territorial airport zoning can restrict the maximum height of structures to a distance of three miles from a public airport facility. In addition, overlay zoning can be utilized to further protect significant natural or cultural resources by limiting the conditional uses within a specific area.

County Policies

County Zoning. The Waushara County Code of Ordinances regulates private on-site wastewater treatment systems, land divisions and land uses. A few of the chapters that relate to land use are summarized below.

Waushara County Utilities Ordinance is contained within Chapter 54 of the Waushara County Code of Ordinances. This ordinance regulates all private on-site wastewater treatment system within the county. Although this ordinance does not directly determine land uses, it influences the location of future development according to soil suitability.

Waushara County's Subdivision Ordinance is contained in Chapter 42 of the Waushara County Code of Ordinances. The ordinance facilitates division of larger parcels of land into smaller parcels of land. Land divisions create less than three lots of 15 acres or less. Land divisions can be classified as either major or minor subdivisions. A major subdivision creates five or more lots which are each 5 acres or less in area by successive divisions within a 10-year period. A minor subdivision contains three or more lots that are 15 acres or less in area by successive divisions within a 10-year period. The ordinance also contains design standards for streets, setbacks, utility easements, stormwater management techniques, and erosion control.

Currently, the Waushara County Zoning Department is drafting a **wind energy ordinance**. The existing ordinance permits wind energy facilities in areas that have been zoned for either general agricultural (A-G) or forestry (O-F) uses. As such, the landscape within these areas must be dominated by agricultural practices or woodlots. Several setbacks, safety restrictions, and ground clearance requirements have been established. The County and local municipalities may wish to collaborate to designate specific sites appropriate for future wind energy facilities.

The **Floodplain Zoning Ordinance** is contained within Chapter 18 of the Waushara County Code of Ordinances. The purpose of the floodplain ordinance is to protect life, health, and property; to minimize the costs associated with flood control projects; and to minimize the costs associated with relief and reconstruction efforts. The ordinance regulates residential uses,

storage of hazardous materials, sewage disposal, wells for drinking water, and uses mentioned in NR 110.

The **Shoreland Zoning Ordinance** is contained within Chapter 58 of the Waushara County Code of Ordinances. Shorelands are defined as unincorporated areas which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagooning, and other uses which may be detrimental to this area.

Farmland Preservation Plan. Waushara County adopted the county Farmland Preservation Plan on June 9, 1981. The goal of plan is to preserve productive and potentially productive agricultural land, forest land, and environmentally sensitive areas while providing other areas for well planned growth in other appropriate areas of the county. Agriculturally productive areas are defined as existing farms consisting of a minimum of 35 contiguous acres of productive farmland. This plan allows farmers in preservation areas to sign agreements on a voluntary basis under the state's Farmland Preservation Act for tax credits.

Pine River/Willow Creek/Poygan South Priority Watershed Plan. The Pine River/Willow Creek/Poygan South Priority Watershed was selected as a priority watershed in 1995. The watershed drains 308 square miles in Waushara and Winnebago Counties. Both waterways are clear, hard water streams that drain the southern two-thirds of Waushara County. The local soils, geology, and other physical resources present in the watershed are highly susceptible to groundwater and surface water contamination from poor land use practices. The high occurrence of agricultural uses exacerbates this vulnerability. The overall goal of the High Priority Watershed program is to reduce sedimentation and nutrient loading to local water resources. The project will end in 2009. In 1997, the Pine River/Willow Creek/Poygan South Priority Watershed Plan was adopted to protect this watersheds.

Land and Water Resource Management (LWRM) Plan. The Waushara County LWRM plan was written in 1999. In 2005, it was revised in response to legislative call to redesign Wisconsin's programs to reduce pollution from unknown sources. The revised plan was adopted in February 2006. The plan identifies long term goals and implementation strategies to reduce non-point source pollution into rivers, streams, and lakes in Waushara County. The four goals that were identified include: 1.) Reduce soil erosion and continue to protect natural resources; 2.) protect and enhance in-stream, riparian, wetland and upland habitat; 3.) protect surface waters from construction site erosion control & non-metallic mining; and 4.) implement the animal waste prohibition.

Local Policies

Annexation. In Wisconsin, cities and villages cannot initiate annexation procedures. Instead, town residents must petition the municipality for annexation. Once annexation procedures have begun, municipalities must approve the annexation of those parcels in order for the annexation to take place. Cities and villages have the option not to proceed with the annexation. Town residents may petition for annexation for a variety of reasons including access to public utilities and services such as sewer and water extensions, garbage pickup, snow removal and street

maintenance. Annexation may be appropriate in areas of the town adjacent to the City of Wautoma and the Village of Redgranite.

The towns of Dakota, Marion, and Wautoma have expressed a strong interest to retain their local identity. The towns should explore alternative options such as boundary agreements, shared revenue, or other forms of intergovernmental agreements.

Official Map. An official map is intended to implement a master plan for a city, village, or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use. The City of Wautoma and the Village of Redgranite currently do not have an official map and may want to adopt one as part of this planning effort. The towns of Dakota, Marion, and Wautoma may want to utilize the Waushara County parcel map as a basis for their official map.

Existing Comprehensive/Land Management Plans. The City of Wautoma and towns of Dakota, Marion, and Wautoma adopted the Wautoma Area Land Use and Development Plan in 1995. The current planning process will update this planning effort to make it compliant with Wisconsin State Statutes 66.1001. This is the first planning effort for the Village of Redgranite. Several adjacent towns in Waushara County have already adopted land management plans (Town of Deerfield, 2005; Town of Leon, 2002; Town of Mount Morris, 2002; Town of Richford, 2002; Town of Springfield, 2003). The Town of Rose and the Village of Wild Rose are currently preparing comprehensive plans. The towns of Crystal Lake, Neshkoro, and Newton (Marquette County) and the Town of Seneca (Green Lake County) were all scheduled to adopt comprehensive plans in 2005. To date, the Town of Warren and the Village of Lohrville have not been involved in land use planning.

City of Wautoma

Chapter 2 of the City of Wautoma Zoning Ordinance requires that all sewage disposal facilities within the incorporated limits be connected to the sewage disposal system of the city⁵. In any district where public sewage service is not available, no building permits are to be issued unless the minimum lot size is sufficient to allow the use of on-site septic systems.

The **Wellhead Protection Ordinance**, contained within Chapter 2 of the City's Zoning Ordinance regulates and places restrictions on land use within 1,200 feet of the city's existing wells.

All municipal airports can enact zoning legislation to protect their future success and prevent incompatible uses within a three mile extraterritorial boundary surrounding the airport. A **Height Limitation Zoning Overlay Zoning Ordinance (HLZO)** was enacted at the Wautoma Municipal Airport in March 1994. The HLZO regulates land use surrounding the airport. The height of natural and man-made structures within 0.5 miles of the airport must be less than 35 feet; the height of structures between 0.5 mile and 3 miles of the airport must be less than 50 feet. Structures which were constructed prior to March 1994 are exempt from this regulation. The Wautoma Board of Appeals reserves the right to remove or mark structures within the HLZO at the owners' expense.

⁵ Section 10-1-3 (7) Sewage Disposal Requirements

The **City of Wautoma Subdivision Ordinance** is contained within Chapter 2 of the City of Wautoma's Municipal Ordinance. This ordinance contains design standards for streets, blocks, lot sizes, setbacks, and other standards. Provisions of the ordinance also set requirements for lot divisions.

The City of Wautoma **Floodplain Zoning Ordinance** (#06-003) was adopted in February 2006. This ordinance allows for the safe discharge of floodwaters; preserves the storage capacity of the floodplain to protect public health, safety, and general welfare; minimizes property damage and the cost of flood prevention, and allows for flood relief. This ordinance also regulates land use and activities within the floodplain.

Village of Redgranite

The **Wellhead Protection Ordinance** is contained within Chapter 5 of the Village of Redgranite Zoning Ordinances. This ordinance institutes land use regulations and restrictions to protect the Village's municipal water supply and well fields within the village limits that lie within 1,200 feet of well field #1 and #2.

Federal, State and Regional Programs

State of Wisconsin

Land and Water Resource Management Planning Program (LWRM). The land and water resource management planning program (LWRM) was established in 1997 by Wisconsin Act 27 and further developed by Wisconsin Act 9 in 1999.⁶ Although both Acts are designed to reduce non-point pollution, Wisconsin Act 27 regulates rural and agricultural sources while Wisconsin Act 9 regulates urban sources.⁷ Counties are required to develop and periodically revise LWRM plans. Citizens and professionals in each county identify local needs and priorities in regards to conservation needs through watershed based planning. All LWRM plans must be approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

Wisconsin Act 204. Recent blackouts and other incidents throughout the United States have raised concerns regarding both the supply of energy and the adequacy of the transmission grid. Wisconsin Act 204 mandates that a portion of electricity generation facilities be from renewable resources. To ensure that the renewable energy goals set forth in Wisconsin Act 204 are not unduly hindered, the State passed additional legislation restricting the ability of local governments to prohibit or curtail the development of wind and solar energy system.⁸ Municipalities can only impose restrictions on the construction and operation of wind turbines to protect public health and safety. Furthermore, communities cannot impose regulations which increase construction/operation costs, decrease the efficiency of wind generation systems, or specifically prohibit installation of alternate energy systems.

Although traditional approaches such as coal and natural gas are still utilized, other options are being explored that include renewable resources. Under this mandate, other sources of energy such as wind are currently being proposed at several locations throughout Wisconsin. While there is an extensive review process for the placement of large electrical generation facilities, smaller facilities, such as wind turbines, often fall below the size limitation and bypass this review process. Thus, many communities find themselves unprepared to handle future wind turbine proposals.

⁶ Wisconsin Legislative Reference Bureau. 1997. *Budget Brief* 97-6.

⁷ Wisconsin Legislative Reference Bureau. 2000. *Budget Brief* 00-7.

⁸ Wisconsin Statutes 66.0401

EXHIBIT 8-1
EXISTING LAND USE

EXHIBIT 8-2
EXISTING ZONING

EXHIBIT 8-3
FUTURE LAND USE

LAND USE – Town of Marion

LAND USE GOAL: To develop and implement a land use plan which preserves an attractive visual character, minimizes land use conflicts, and adequately addresses the future needs of the Town for housing, transportation and recreational opportunities.

Objective:

- LU 1. Promote future development that will meet the future needs of the area while preserving the visual qualities of the area's landscape that defines its rural character.

Strategies:

- LU 1.1 Target desired new development to appropriate locations in surrounding industrial parks where the existing infrastructure can accommodate new industrial and commercial uses.
 - LU 1.1a Where feasible, direct future large scale new industrial/commercial development to existing industrial parks serviced by public sewer and water utilities.
 - LU 1.1b When practical, direct light intensity new commercial/mixed-use, and small scale "cottage industry" businesses to areas along highway 21 and Spring Lake when compatible with existing uses.
 - LU 1.1c Where feasible, encourage large scale new residential development to occur in areas served by the Silver Lake Sanitary District.
- LU 1.2 Generally limit the number of new access driveways on through traffic roadways to improve efficiency and public safety and reduce the number where feasible.
- LU 1.3 Support enforcement of current regulations regarding shoreland development and vegetation removal which protect surface and groundwater from development. These provide for 100 foot setbacks along trout streams and 75 feet along lakes.
- LU 1.4 Encourage the adoption and enforcement of a town ordinance that protects existing scenic vistas by banning off-premise outdoor advertising over 32 sq. ft. in area throughout the Town of Marion.
- LU 1.5 New residential development should consider conservation subdivision design and other related developments (cluster development, etc.) which exceed current minimum requirements set forth by the state, WDNR, county, and local zoning ordinances.

- LU 1.6 Consider buffering rural land from new residential development by encouraging land owners to establish woodlands and other natural plantings within the required setbacks in new major and minor subdivisions.

Objective:

- LU 2. Promote land use patterns that protect and promote public health, safety, and welfare.

Strategies:

- LU 2.1 Promote development that occurs in a planned and coordinated manner that maintains or improves the quality of life for town residents.
 - LU 2.1a Educate the public on the locations of abandoned landfill sites. Water sources for residential development should be carefully considered near land fills and other potentially hazardous sites.

Objective:

- LU 3. The town should encourage the preservation of local agricultural operations and traditions.

Strategies:

- LU 3.1 The town should support the "Right to Farm Act". A carefully managed land use pattern can provide an environment in which residential neighborhoods and a diverse mixture of enterprises including agricultural operations can co-exist with minimal conflicts.
 - LU 3.1a The Town should encourage farming operations to incorporate best management practices which improve the environment and reduce the potential for conflicts with residential uses.
 - LU 3.1b Work with Waushara County to revise zoning ordinances which consider the appropriate siting of concentrated animal feeding operations.

Objective:

- LU 4. Collaborate with surrounding municipalities and towns to ensure compatible land uses near their common boundaries.

Strategies:

- LU 4.1 Communities within the Group D planning cluster and the County should foster open communications which allow mutually beneficial developments.

- LU 4.2 Work with the County to ensure the Town is notified of and has the opportunity to provide comments on any new industries which may negatively impact the rural character, aesthetics, natural resource base, or provision of community services within its boundaries.

Objective:

- LU 5. Assess the impact of future changes to the transportation network within the planning area.

Strategies:

- LU 5.1 Consider land use implications for possible alternatives for a STH 21 bypass. Group D communities should collectively address this issue and propose a supported alternative for the future route and construction techniques which would be utilized in any future construction projects on STH 21.
- LU 5.2 The Town of Marion wishes to work with the City of Wautoma, the Town of Dakota, and any other municipalities to suggest potential by-pass routes for STH 21. A joint planning group should propose several alternatives, consider the implications of each alternative, and then collectively agree to support a primary alternative.

Objective:

- LU 6. Address current and future recreational needs for town residents.

Strategies:

- LU 6.1 Consider enhancing and fostering new development which would increase the recreational opportunities for town residents and visitors.
- LU 6.2 Consider creating an improved bicycle and pedestrian trail system running the length of the Bannerman Trail with parking facilities at key points along its length such as along the south side of CTH "N" just east of the STH "E" and "N" intersection, and at the west end of the trail at STH "73".

CHAPTER 9: INTERGOVERNMENTAL COOPERATION

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INTERGOVERNMENTAL COOPERATION

INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

Intergovernmental Cooperation Area Vision for 2025

In 2025, the five participating municipalities in the Group D Planning Cluster are cooperating with each other and neighboring municipalities on a variety of issues. They also have a strong working relationship with area sanitary districts, school districts, and Waushara County. This spirit of cooperation has led to a more cost-effective delivery of municipal services by eliminating duplication and achieving larger economies of scale. Additionally, the interchange of ideas and information gained from ongoing dialogue among the entities has helped each entity better plan for its future needs. Local officials readily acknowledge that projects slated for one community have benefits for the entire area.

INVENTORY AND ANALYSIS

Governmental Units and Relationships to Communities

Communities

The City of Wautoma shares its borders with the towns of Dakota and Wautoma. While a border agreement exists between the City and Town of Wautoma, a similar agreement has not been made with the Town of Dakota. The agreement between the City and Town of Wautoma, signed about five years ago, essentially identifies areas where the City will not seek annexations, areas where the town will not fight annexations and areas where the town would like to be notified before annexation requests are acted on. Even though the City does not have a border agreement with the Town of Dakota, few conflicts have arisen that have not been resolved to everyone's satisfaction.

The Town of Wautoma shares its borders with the City of Wautoma and the towns of Deerfield, Mt. Morris, Oasis, Rose, Springwater, Marion, Dakota and Richford. With the exception of a border agreement with the City of Wautoma, no other border agreements exist. Towns cannot annex land from one another and therefore, borders between these entities are fixed and boundary disputes are non-existent. The towns in the area share a common rural character and enjoy a good working relationship.

The Town of Dakota shares a common border with the City of Wautoma and the towns of Deerfield, Wautoma, Marion, Mt. Morris and Richford in Waushara County and the towns of Neshkoro, Crystal Lake and Newton in Marquette County. There are no boundary agreements

between the town and its adjoining municipalities. The town enjoys a good working relationship with its neighbors.

The Town of Marion shares a common border with the Village of Lohrville and the towns of Dakota, Leon, Mt. Morris, Warren, and Wautoma in Waushara County and the towns of Seneca, Neshkoro and Crystal Lake in Marquette County. There are no boundary agreements between the town and its adjoining municipalities. The town maintains a good working relationship with each of these entities and no current areas of conflict exist.

The Village of Redgranite shares municipal borders with the Village of Lohrville and the towns of Leon and Warren. There are no existing boundary agreements between the Village of Redgranite and its neighbors. In the past, the village has attempted to form an agreement with the Village of Lohrville and the Town of Leon for the provision of public sanitary sewer and water. While neither community has entered into a formal agreement with the village, the village would be willing to enter into a discussion with its neighbors at any time in the future if the need arises. The village has a good working relationship with its neighbors and there are no current areas of conflict.

The Wautoma-Silver Lake Sewer Service Area (SSA) includes the Silver Lake Sanitary District and the City of Wautoma SSA. The service area covers the majority of the City of Wautoma and a portion of the towns of Marion, Wautoma, Dakota and Mt. Morris. The sanitary district works closely with the County and towns to monitor new construction within the sewer service and planning area boundaries and with the City of Wautoma on sanitary sewer related issues.

School Districts

The area is served by four different public school districts; Wautoma Area, Berlin Area, Wild Rose and Westfield. In the past, the Wautoma Area School District has worked with the community to provide space for the McComb/Buchs Performing Arts Center. The school district has also worked with area businesses to provide unique opportunities to its students. This has included a home building program that provided affordable housing for area residents. While the Westfield School District serves a minor portion of the municipalities in this planning cluster, it has partnered with the Town of Coloma to provide area residents recreational access to the school forest. The Town of Wautoma has also partnered with the school district and utilizes space at Parkside Middle School for a town office and meetings.

While school districts are working with area communities, additional communication and cooperation can be done that will benefit both the school districts and the communities. This may include sharing recreational facilities, utilizing existing school facilities for after school meeting space, and working together to coordinate the siting and utilization of new school facilities. Local governments and school districts should establish a method of communication and explore ways in which they can work together. Joint cooperation between school districts will allow the goals of the comprehensive plan to be met while providing safe, efficient transportation, community services, and related amenities.

Although the planning area is served by three technical college districts, only the Fox Valley Technical College (FVTC) holds classes within the Group D cluster. Service areas of other districts found within the planning cluster include the Madison Area Technical College and the

Moraine Park Technical College. Classes are limited and the opportunity exists for area residents and communities to work with FVTC to increase the class selection.

Community Facilities

Due to the rural nature of Waushara County, many facilities are located in the City of Wautoma, Village of Redgranite or one of the other incorporated communities in the area. Ambulance, sheriff, fire and emergency medical services are dispatched from the City of Wautoma to neighboring communities. Fire protection is also dispatched from the villages of Wild Rose, Neshkoro and Redgranite, while the Waushara County EMS operates a service center in Poy Sippi and another service center that alternates between the villages of Coloma and Plainfield. Area school children travel daily to one of the incorporated communities (cities of Wautoma and Berlin, or the villages of Redgranite, Westfield, Wild Rose and Neshkoro) to attend public school. Finally, library facilities are located in the City of Wautoma and the Village of Redgranite.

Communities should also periodically meet with providers of utility infrastructure (gas, electric, telephone, etc.) to discuss upcoming road construction and utility upgrades. Coordinating construction projects (both community and utility) saves everyone time and money.

Currently all communities within the planning area have various intergovernmental agreements with one another in regard to public services and facilities. The four fire districts/departments have mutual aid agreements with each other and the other districts/departments in both Waushara County and the adjoining counties.

County

The towns of Dakota, Marion and Wautoma, the Village of Redgranite, and the City of Wautoma are located in Waushara County. All three towns have adopted county zoning and have therefore given the county jurisdiction over zoning matters including land divisions and private on-site wastewater systems. The Village of Redgranite and the City of Wautoma have adopted their own zoning. However, within these areas, the County is the permitting agent for on-site wastewater systems.

Communities work with the various county departments to coordinate road construction and maintenance, solid waste and recycling efforts, senior citizen and other social services, and park and recreation facilities and programs. The communities and the County continue to maintain open communications with one another that works to foster good working relationships and mutual respect.

Region

Waushara County is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region. These services include environmental management, housing, demographics, economic development, transportation, community facilities, land use, contract planning, and others. ECWRPC has worked with the towns of Dakota, Marion, and Wautoma, the City of Wautoma, and the Village of Redgranite on

several projects over the years including the preparation of local and county park and open space plans, sewer service area planning, land use plans, and the current comprehensive plan.

State of Wisconsin

Wisconsin Department of Natural Resources (WDNR). The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water quality management, habitat preservation, air quality management, recreational trail development, and other programs. The WDNR helps local landowners successfully manage their woodlots for wildlife habitat and timber production throughout Waushara County. The WDNR also maintains environmental corridors which enhance surface water quality and stream habitat throughout the planning area. The WDNR maintains a service center in the Wautoma Industrial Park.

Department of Agriculture, Trade, and Consumer Protection (DATCP). The overall mission of DATCP is multi-fold. The agency oversees programs which ensure the safety and quality of food, fair business practices for buyers and sellers, consumer protection, efficient use of agricultural resources in a quality environment, healthy animal and plant populations, and the vitality of Wisconsin agriculture and commerce. Since agriculture will continue to be an important economic industry within the planning area, many of the programs DATCP offers will benefit and help local citizens.

Wisconsin Department of Transportation (WisDOT). WisDOT deals with issues related to all transportation uses in the planning area. WisDOT evaluates existing transportation infrastructure for bicycle and pedestrian trails as well as assists in planning efforts for future trails. The County maintains through an agreement with WisDOT the maintenance of the STH 21, STH 22, and STH 73 corridors. Although there are no major expansion plans for these highways, the County and communities should collaborate with WisDOT to address transportation issues including a long-term vision for the STH 21 corridor.

Intergovernmental Comprehensive Planning Efforts

With the exception of the Village of Redgranite, the communities within the Group D planning cluster have held joint meetings throughout the planning process to discuss issues related to each of the nine elements. By doing so, the municipalities have had the opportunity to discuss common goals and work together to resolve differences. Periodically, representatives from various agencies and businesses (WDNR, CAP Services, Waushara Area Chamber of Commerce, Waushara County Economic Development Corporation) have been invited to talk and/or provide input into the planning process.

Laws, Ordinances and Regulations

Cooperative Boundary Plans and Agreements. Cooperative boundary plans and agreements are joint planning efforts in which two or more municipalities establish a mutually agreeable plan to establish boundary lines, provide public services and facilities, share revenues, and establish land use criteria.¹ The majority of municipal boundary agreements are conducted between a town and an incorporated village or city. Cooperative boundary plans,

¹ *Wisconsin State Statutes* s.66.0307.

which are subject to a minimum of a ten-year period, must be approved by the Wisconsin Department of Administration. A cooperative boundary agreement exists between the City of Wautoma and the Town of Wautoma.

Extra-territorial Subdivision Regulation. Incorporated villages and cities can exercise plat review authority in unincorporated areas adjacent to their communities.² This allows incorporated areas the same authority to approve or reject a specific plat or CSM as if it were within its own jurisdiction. This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and small cities and 3.0 miles for cities with population of greater than 10,000. The incorporated area must have a subdivision ordinance in place in order to exercise this authority.

Cities and villages can work to ensure that land use conflicts be minimized near the incorporated boundaries. If the incorporated area has more restrictive guidelines than the adjacent town, the city/village can require that the subdivisions meet the more restrictive regulations. A plat can be rejected if it conflicts with a city/village ordinance, fails to comply with state statutes, or fails to comply with the city/village master plan.

Extra-territorial Zoning. Incorporated villages and cities have been given authority to practice extraterritorial zoning authority if they have developed a zoning ordinance for the incorporated areas.³ This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and cities with populations less than 10,000 and 3.0 miles for cities if the population exceeds 10,000. Extraterritorial zoning allows for smooth transitions between suburban and rural areas, reduces conflicting land uses, and promotes intergovernmental cooperation in planning for future community needs.

Three major steps are involved in the adoption of an extraterritorial zoning ordinance.⁴ First, the incorporated area must adopt and publicize a resolution to establish its intent to exercise its zoning authority within the extraterritorial area. Second, a joint committee with members from both the incorporated municipality and town must develop the specific zoning ordinance. Finally, the final plan must be adopted through the joint committee. The joint committee consists of 3 members from the city or village and 3 members from each affected town. This ensures that zoning cannot happen unless everyone agrees.

INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS

Economic Development

Communities should partner with community, county, and regional economic development groups; the local chamber of commerce; organizations such as CAP Services; state agencies such as Wisconsin Department of Commerce and UW-Extension; area school districts and technical schools; local businesses and others which promote economic development. Since the economy of the individual communities in the Group D cluster is dependent on the economy of

² *Wisconsin State Statutes* s.236.10.

³ *Wisconsin State Statutes* s.62.23.

⁴ Ohm, B. 1999. *Guide to Community Planning in Wisconsin*.

all the municipalities in the area, all communities within Waushara County and the Tri-County region must work together.

Housing

Housing choices that reflect the needs of individual households are an integral part of comprehensive planning. Economic development professionals, housing providers, local government officials, county departments and consumers should work together to promote the development of housing that meets the needs of all income levels within the area. Communities should continue to work with and forge new ties with agencies such as CAP Services, United Migrant Opportunity Services (UMOS), the Federal Department of Housing and Urban Development, and private entities to ensure that an adequate amount of affordable housing is present.

Transportation

Communities should work with WisDOT, Waushara County and ECWRPC to resolve local, regional and state transportation related issues. Congestion and safety concerns in the downtown areas of the Village of Redgranite and the City of Wautoma should be resolved through coordination with WisDOT and the County. A possible STH 21 corridor realignment should be collaborated through a joint effort with input from all communities along the corridor; WisDOT, WDNR and other state agencies; regional planning commissions; interested citizens; and others.

Roadway projects must be jointly coordinated with public utilities, local emergency rescue departments, community departments, school districts and others to ensure that repairs are made cost-effectively and on a timely basis.

Community and Public Facilities

Coordination of road construction projects and utility upgrades can save everyone time and money. If a community is aware of a needed utility upgrade on a local street, they may also decide that it would be cost-effective for them to resurface the roadway after construction has occurred. Likewise, if a utility knows that a local road is going to be under construction, they may decide to upgrade their facilities at the same time.

Coordination of new school facilities is also key. Communities need to plan for increased traffic, reuse of former buildings, and needed public infrastructure (roads, sewer, water, police and fire protection). Multi-use and extended use of buildings can also save the community money. A school facility is an ideal location to hold evening classes for adults, as well as recreational programs and public meetings. In some instances, school districts have worked with communities to construct joint library projects and recreational facilities (swimming, gym and weight room).

Communities and the County should work together on joint and regional park and recreational programs and facilities. Some of the larger facilities such as a ski or tubing hill, ice rink and swimming pool may too costly for one entity to tackle alone. Moreover, the use of these facilities is not limited to the residents of one community but is usually enjoyed by the residents

and visitors of the entire area. Countywide recreational leagues may also be something that can be investigated. One community alone may not have enough participation to field a sufficient number of teams to support league play, but with input from a number of communities in the area, this may become feasible. Some things that could be investigated may include soccer (adult and youth), baseball (adult and youth), volleyball, or others.

Agricultural Resources

The economy and the character of the area are dependent on a viable agricultural economy. Preserving productive agricultural land and maintaining a critical mass of farmers in the area to sustain the local agribusiness are tasks that can not be tackled alone. It will take input and support from communities, farmers, economic development groups, local agencies, and citizens alike. The goals, objectives and strategies that communities and the County develop during the comprehensive planning effort will have a direct impact on the agricultural economy.

Natural Resources

Preserving the natural resources of the area is a joint effort. Natural resources do not stop at municipal boundaries. The actions and policies of one community impact the resources of another. A topographic divide separates surface water drainage between the Upper Wisconsin River Basin to the west and the Upper Fox River Basin to the east in Waushara County. For this reason, the area has a number of pristine class 1 trout streams and exceptional water resources. The success of the County and the individual community's protection of these resources will impact the quality of the surface and groundwater for communities downstream and down gradient. To protect these valuable resources, communities must work with the WDNR and County to ensure that the actions and policies that they are using are effective in protecting water quality.

Cultural Resources

The cultural and historical features of a community help shape it. Preserving these resources that residents feel have made meaningful contributions to the community's heritage allows a connection to the past and an opportunity to pass this heritage onto future generations. Communities should work together to seek funding from the Wisconsin Historical Society to identify and evaluate historical, architectural and archeological resources in the area. Joint efforts should be made to ensure consistency between communities on planning related issues that affect cultural and historical resources. Finally, communities and the County should work together to educate citizens and elected officials about the importance of these resources and how they can be protected.

Land Use

Land use brings the other elements together. The future land use map illustrates existing and future development based on the goals, objectives and strategies that each community has established. Land use decisions of one community have a direct impact on other communities. Communities should work together to jointly develop visions of how land along joint borders should be developed or preserved. When new development or land divisions occur in these areas, joint input should be obtained before decisions are made. Both the City of Wautoma and

the Village of Redgranite may consider exercising extraterritorial jurisdictions within a 1.5 mile boundary of their communities. Extraterritorial zoning would not only give the city and village input on how these areas are to develop, but it would also strengthen ties in the area. Joint planning would give the area cohesiveness in the direction development should take and area-wide consensus in the decision making process that will ultimately shape the future of the entire area.

POLICIES

State, Regional and County Policies

State

The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) routinely engage in master planning for natural resource management and transportation purposes. The University of Wisconsin Extension office located in Wautoma serves as an educational resource for County residents.

Waushara County is located within the Northeast Region of the WDNR. The Northeast Region has a regional office in Green Bay and a service center in Waushara County. A master plan is developed for each property that WDNR owns. This plan establishes goals and objectives for how the property will be managed and developed.⁵ In addition, the master plan delineates adjacent lands or related parcels that should be acquired in the future to expand the property. The master plan discusses not only the proposed future of the property, but also the benefits it will provide to local communities. In order for the WDNR master planning process to be effective, local participation from the affected communities is needed. All citizens affected by the WDNR owned land should consider becoming involved in the planning process or attending meetings related to the projects.

Waushara County is located within the North Central Region of the Wisconsin Department of Transportation (WisDOT). The North Central Region has regional offices in Wisconsin Rapids and Rhinelander. WisDOT has prepared several master plans specifically for various modes of transportation as well as a highway improvement plan.⁶ Although the plans are adequate to 2020, these plans will be periodically updated. Group D communities should take a proactive role in all transportation planning processes in the future to ensure that, as existing transportation facilities are expanded to meet the existing and future needs of the individual communities, the planning area, Waushara County, and the State of Wisconsin, other local concerns are addressed.

Regional

East Central Wisconsin Regional Planning Commission. East Central Wisconsin Regional Planning Commission has adopted the first two of four milestones in their regional comprehensive planning process. It is anticipated that the final milestone report will be adopted in 2006. The communities within the planning cluster should use the information

⁵ Wisconsin DNR. 2005. *Property Master Planning*. http://dnr.wi.gov/master_planning/.

⁶ Wisconsin DOT. 2005. *Plans and Projects*. <http://www.dot.state.wi.us/projects/mode.htm>.

identified in the first two milestone reports and actively participate in the remaining planning effort.

County

Waushara County Comprehensive Plan. While Waushara County has not adopted a smart growth comprehensive plan in accordance with s.66.1001, it does anticipate completion of a county-wide plan within the next 5 years. It is the responsibility of the communities within the Group D planning cluster to actively participate in the county-wide plan and to promote the incorporation of their land use planning decisions into the overall Waushara County plan.

Waushara County Land and Water Management Plan. Waushara County has recently adopted the County Land and Water Management Plan. This plan was developed by the County Land Conservation Committee with assistance from a citizen advisory committee that included representatives from the WDNR, NRCS, CWWP, and Watershed Lakes Council. It is the responsibilities of the communities within the planning cluster to review and implement this plan within their respective jurisdiction.

INTERGOVERNMENTAL COOPERATION – Town of Marion

INTERGOVERNMENTAL COOPERATION GOAL: Work with neighboring municipalities, Waushara County, state and federal departments and agencies when opportunities and/or issues arise that can be more effectively addressed cooperatively.

Objective:

- IC 1. Strengthen existing partnerships and build new relationships to promote economic growth in the Town, the area and county.

Strategies:

- IC 1.1 Monitor monthly meetings of area economic development organizations.
- IC 1.2 Work with the Waushara County Economic Development Committee, the Tri-County Regional Economic Development Corporation, the Village of Lohrville and the Village of Redgranite to promote the Bannerman Trail, the quarries and the establishment of a county park in the area.
- IC 1.3 When feasible work with others to promote the historical significance of the quarries in the area.
- IC 1.4 Encourage the School Districts within the Town of Marion, FVTC, UW-Extension, CAP Services and the business community to work together to provide programs that strengthen the economy of the area and promote life long learning opportunities.

Objective:

- IC 2. Participate in a countywide effort to promote the agricultural economy.

Strategies:

- IC 2.1 Support ongoing efforts of the county to explore opportunities for alternative crop or product development and the corresponding support industries.
- IC 2.2 Participate in a county agricultural marketing effort.

Objective:

- IC 3. Improve communication within the Town and between utilities, Wautoma Area School District, neighboring municipalities, Waushara County and state and federal agencies.

Strategies:

- IC 3.1 Establish meetings as needed with the City of Wautoma, Villages of Lohrville and Redgranite and the towns of Warren, Mt. Morris and Dakota and Neshkoro to discuss issues of common interest.
- IC 3.2 Continue to set up periodic meetings with area community organizations and others to discuss community needs.
- IC 3.3 Continue annual meeting with the County Highway Department and WisDOT to ensure coordination of transportation projects.
- IC 3.4 Set up annual meetings with public and private utilities in the area to discuss current service needs and upcoming projects.
- IC 3.5 Work with the Marion Area School Districts to plan new facilities when they are needed.

Objective:

- IC 4. Work with the County to secure state and federal funding.

Strategies:

- IC 4.1 Work with neighboring communities to secure grant money for any economically viable project.

Objective:

- IC 5. Encourage joint efforts to protect the natural resources.

Strategies:

- IC 5.1 Work to protect the waterways in the Town of Marion from degradation.
- IC 5.2 Work with the county and other municipalities to control specific problem (invasive) species on a countywide basis.
- IC 5.3 Discuss the expansion of public sewer and water to surrounding areas when needed.

Objective:

- IC 6 Work with the Waushara County, WisDOT and adjoining municipalities to insure that the transportation system is safe and fills the diverse needs of area residents.

Strategies:

- IC 6.1 Participate with WisDOT in future STH 21 corridor planning activities.
- IC 6.2 Partner with area communities to establish strategic locations for park and ride lots for area residents.
- IC 6.3 Collaborate with the County Department of Aging to insure that the needs of the elderly and disabled residents of the Town are being met.
- IC 6.4 Collaborate with the Waushara County Highway and Parks departments, the WisDOT, utilities and others to coordinate roadway improvement projects.

Objective:

- IC 7. Explore opportunities for cost efficiencies through shared services.

Strategies:

- IC 7.1 Work with adjoining municipalities to share road maintenance contracts where cost savings will result.
- IC 7.2 Where appropriate, utilize and share limited resources and offer joint services (i.e. fire district, police, park programs and facilities, etcetera).

Objective:

- IC 8 Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.

Strategies:

- IC 8.1 Establish a method of effective communication with nearby municipalities so that all can stay apprised of development within 1,000 feet (or other agreed upon distance) from common borders.
- IC 8.2 If a situation arises, create a joint committee with surrounding areas to discuss planning issues within the area.
- IC 8.3 Consider cooperative boundary agreements with all surrounding towns, particularly Redgranite and Lohrville.

CHAPTER 10: IMPLEMENTATION

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IMPLEMENTATION

INTRODUCTION

A Smart Growth comprehensive planning document serves a community by establishing priorities for the future, evaluating available resources, and providing a means for dealing with change. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan as described in the previous chapters, it is necessary to implement the goals, strategies, and objectives as outlined. If a plan is to be successful it must be implemented.

This chapter prescribes a specific series of sequential actions to be completed by the individual communities within the planning cluster. Each goal serves as an identification of a priority based on committee discussions, issue identification, and the survey responses. The objectives define “why” the goal is important from a planning perspective. The strategies discuss a specific action plan on how the goal can be achieved via regulations, ordinances, incentives, expenditures, information, and education.

Implementation Vision for 2025

In 2025, planning is recognized by the five municipalities as their best and most consistent tool in ensuring they provide for the type of community desired by their residents. They rely heavily on their plan to steer development to appropriate locations and prevent incompatible land use, and encourage creative design solutions to protect important community natural and man-made resources and promote cost-effective government. They value the opinions of their residents and business owners and respect the responsible efforts of landowners to protect their property and community.

ROLE OF THE PLAN

All land controls governing the town must be consistent with the community’s adopted comprehensive plan.¹ The individual planning commissions for each community within the Group D cluster are responsible for ensuring that current ordinances are in compliance with the plan. When the planning commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, objectives, and strategies, visions, and proposed land use patterns within this plan. If the planning commission must ultimately make a decision that is inconsistent with the plan, the plan must be amended to reflect the change in policy.

¹ Wisconsin Statutes 66.1001

RESPONSIBILITY

Elected Officials

Elected officials must make their decisions on criteria regarding how development will affect the entire community as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from planning staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. The elected officials within the planning cluster must familiarize themselves with the contents and overall goals of the plan in order to assure that the individual communities provide the support and resources to ensure the plan remains viable.

Community Planning Commission

The powers and duties of the individual planning commissions have been established by Wisconsin Statutes.² The planning commission is the primary entity responsible for implementing and updating the comprehensive plan. As such, the planning commission must promote good planning practices in its municipality. Commission members should be knowledgeable about the contents, visions, and goals of the comprehensive plan. Moreover, the commission must promote active citizen participation in future planning efforts. The commission must keep the citizens and elected officials informed of any technical issues and proceedings within the current planning issues. The planning commission is responsible for periodic amendments to the plan so that regulations and ordinances are in compliance with plan. Likewise, the planning commission must review all new and existing ordinances to verify they are compliant with the goals and objectives of the plan.

INTERNAL CONSISTENCIES

The comprehensive plan was developed sequentially with supportive goals, objectives, and strategies. Utilizing the community survey and SWOT analysis as a basis, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features; past population and housing data; population and housing projections; and an analysis of existing infrastructure, a desired vision for the Group D planning communities was created. The identified vision, goals, and objectives expressed in this plan were used to prepare the Future Land Use Map as well as the specified strategies and implementation actions which the individual communities need to employ throughout the lifespan of the plan. In several instances objectives and strategies pertain to more than one element and are therefore listed more than once. To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives, and strategies.

Beginning January 1, 2010, if a local governmental unit engages in any of the following actions, those actions should be consistent with that local governmental unit's comprehensive plan³:

² Wisconsin Statutes 62.23 and 60.62

³ Wisconsin Statutes 66.1001

official mapping, local subdivision regulation, town, city, village and county zoning ordinances, and zoning of shorelands or wetlands in shorelands.

EXTERNAL CONSISTENCIES

Not only is it important to maintain internal consistencies but communities should also be aware of state and other planning documents and their relevance to their individual comprehensive plan. An attempt should also be made to maintain consistencies with these plans if possible. Some examples of these plans include:

State Plans:

- Wisconsin State Airport System Plan 2020
- Wisconsin State Bicycle Transportation Plan 2020
- Wisconsin State Highway Plan 2020

Regional Plans:

- East Central Wisconsin Regional Planning Commission Comprehensive Plan, 2030
- NorthEast Wisconsin (NEW) Economic Opportunity Study

County Plans:

- Waushara County Outdoor Recreation Plan, adopted 2006
- Waushara County Solid Waste Plan Update
- Waushara County Comprehensive Plan (when adopted)
- Waushara County Farmland Preservation Plan, adopted 1981
- Waushara County Land and Water Resource Management (LWRM) Plan, adopted 2006
- Pine River/Willow Creek/Poygan South Priority Watershed Plan, adopted 1995

Local Plans:

- City of Wautoma Open Space and Recreation Plan, adopted 2001
- Village of Redgranite Open Space and Recreation Plan, adopted 1991
- Wautoma/Silver-Irogamie Lakes Sewer Service Area Plan, adopted 1996

MONITORING PROGRESS

It is the community planning commission's responsibility to monitor the progress of implementation, utilizing the schedules that are found at the end of this chapter. The progress of plan implementation should periodically be reported to the town or village board or city council. Additionally, the planning commission should annually review the goals, objectives and strategies and address any conflicts which may arise between the elements of the plan. While it is the planning commission and elected officials responsibility to monitor progress, others may also check progress, including community staff persons, zoning administrators, planners and citizen groups.

UPDATING THE COMPREHENSIVE PLAN

A comprehensive plan must be updated at least once every ten years.⁴ However, it is strongly recommended that the planning commission annually review both the implementation schedule and current planning processes to ensure compliance with the overall goals and objectives of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a “major” plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that most communities are likely to experience. Other elements are less likely to need updates. Furthermore as community values change, some goals, objectives and strategies may be no longer relevant. The update to a plan should take less time than the comprehensive planning process, but should include public participation. A recommended review timeline is presented for the elements of this comprehensive plan (Table 10-1)

The first “major” update of the plan should be completed by 2016. It is strongly recommended that the City of Wautoma; the Village of Redgranite; and the towns of Dakota, Marion, and Wautoma undertake this process as part of a multi-jurisdictional effort. This will allow for increased efficiency and reduce the overall cost of the planning efforts. The 2016 update should involve a review of the inventory and goals, objectives and strategies presented in each chapter, a revised future land use map, and a timetable of updated implementation strategies.

ADOPTION OF THE PLAN OR UPDATE

As directed by §66.1001(4), any Plan Commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, adopt a resolution by a majority vote of the entire commission or governmental unit (vote shall be recorded in the official minutes of the plan commission, the resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan). One copy of the recommended plan shall be sent to the following:

- Every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts).
- The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan or update.
- The Wisconsin Land Council.
- The Wisconsin Department of Administration.
- East Central Wisconsin Regional Planning Commission.
- The public library that serves the area in which the local government unit is located.
- Others identified in the adopted public participation procedures.

⁴ Wisconsin Statutes 66.1001

Table 10.1. Recommended Review Timeline

Plan Components	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Goals, Objectives, Strategies/ Vision Statement		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Review Chapter Goals			Review Chapter Goals		Review & Update Plan Goals
Issues and Opportunities		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Evaluate			Review Chapter Goals		Evaluate & Update
Population/Housing		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Review Chapter Goals			Evaluate Against WDOA/ ECWRPC Estimates		Evaluate & Update
Economic Development		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Evaluate			Review Chapter Goals		Update
Agricultural, Natural, Cultural Resources		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Transportation		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Community Facilities		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Land Use		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Intergovernmental Cooperation	Form Joint Planning Commission	Evaluate Shared Goals	Evaluate Shared Goals	Evaluate Shared Goals	Evaluate Shared Goals			Evaluate Shared Goals		Evaluate Shared Goals

The elected officials may spend time reviewing, revising and requesting the plan commission revision to the recommended plan. The governing body shall draft an ordinance adopting the plan. A class 1 public notice shall be published 30 days prior to the hearing on the proposed ordinance to adopt the final "recommended plan". The local governing body must provide an opportunity for written comments by the public and must respond to those comments. A public hearing must be held on the ordinance. By majority vote, the governing body must approve the ordinance. Finally, the adopted plan and the ordinance must be distributed to the list above.

LAND USE PLANNING CONTROLS

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several innovative tools which can be utilized to ensure that new development occurs in an organized and desired fashion. Local communities and counties can choose to utilize a few or several of these implementation tools. The communities in the Group

D planning cluster may want to establish local ordinances which regulate new development. Furthermore, the communities may want to collaborate with Waushara County to adopt uniform county-wide development tools.

Zoning

Authority for zoning jurisdiction falls under several parties in the Group D planning cluster. The City of Wautoma and Village of Redgranite administer their own zoning ordinances, while the towns of Dakota, Marion, and Wautoma fall under jurisdiction of county zoning. Both the city and village have the option to exercise extraterritorial zoning rights according to state statutes. This authority allows the incorporated areas within the planning cluster to actively participate in land use planning, extraterritorial land divisions, zoning, and official mapping to a distance of 1.5 miles outside of the incorporated boundaries.

Land use plans and zoning perform differently. Land use plans provide a vision for 10 to 20 years, while zoning ordinances have an immediate impact on land use decisions. In order to rectify this difference, re-zoning is completed on an on-going basis in a manner that is consistent with the overall vision of the plan. The timing of re-zoning is dependent on market forces, political climate, and the accuracy of the plan's predictions.

Individual planning commissions and elected officials must continually ensure that any future zoning changes are consistent with the local comprehensive plan as well as the future Waushara County Comprehensive Plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map.

- Compare intended future land uses with existing local and county zoning in each of the communities. Amend current zoning to reflect the intended future uses for all areas within each of the five communities.
- Encourage local citizens and elected officials to actively participate in ongoing Waushara County meetings regarding all zoning and planning issues.
- Persuade local citizens and elected officials to participate in the Waushara County comprehensive planning process which will occur within the next five years.
- Cooperate with Waushara County to amend existing ordinances and develop new ordinances which are reflective of the goals, objectives, and strategies of all elements in the comprehensive plan.

Official Maps

Cities, villages, and towns which have adopted village powers have the authority to develop an official map.⁵ An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Additionally the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Once an official map is adopted by ordinance, no

⁵ Wisconsin Statutes 62.23(6).

building permits may be issued to construct or enlarge any building within the limits of the features listed above.

Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

- Future costs for land acquisitions for city/village/town streets and other delineated features are lowered or minimized because the land will remain vacant.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential by-pass for a major state highway can be delineated. Local governments can preserve sensitive environmental features (i.e. trout streams) while establishing a preferred corridor for a by-pass.

Sign Regulations

Many communities are interested in regulating signage for local business in order to preserve a rural atmosphere and "community character." Restrictions are especially important in major transportation corridors, historic downtowns or neighborhoods, or other culturally or environmentally significant areas. As signs have become increasingly larger and bolder due to illumination, roadways have become more cluttered and communities have become less distinctive.

Erosion and Stormwater Control Ordinances

Local communities may adopt a construction site erosion control and stormwater management ordinance. The purpose of these ordinances is to protect surface water quality and minimize the amount of sediment and other pollutants in stormwater runoff from construction sites to lakes, streams, and wetlands.

Historic Preservation Ordinance

As development continues to modernize the appearance of an area, the use of an historic preservation ordinance can help a community protect and enhance key cultural and historical features. A historic preservation ordinance can designate local landmarks and protect these properties by regulating new construction, alterations or demolitions that affect them.

Design Review Ordinance

Design review can accompany many different development aspects and will assist communities in achieving an identified look and character expressed within the individual vision statements. These ordinances, however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types, structural guidelines, colors, and other aspects will have to be specifically identified within any ordinance.

Building/Housing Codes

Waushara County enforces the Uniform Dwelling Code in the towns of Aurora, Bloomfield, Coloma, Dakota, Deerfield, Hancock, Leon, Marion, Mt. Morris, Oasis, Plainfield, Poy Sippi, Richford, Rose, Saxeville, Springwater, Wautoma, and the villages of Coloma, Hancock, Lohrville, Plainfield and Redgranite. The City of Wautoma enforces the Uniform Dwelling Code in the city. The Uniform Dwelling Code promotes health, safety, and general welfare; protects property values; and provides for orderly, appropriate development and growth in the communities. The enforcement of the uniform dwelling code along with enforcement of other local codes can help ensure properties are adequately maintained and that property values are protected.

Floodplain Ordinance

Waushara County, the City of Wautoma and the Village of Redgranite regulate development within the FEMA designated floodplain areas through a Floodplain ordinance. These ordinances regulate development within the identified floodplain areas. In some instances, it may be important to readjust the floodplain boundaries in specific areas. In order to do so, local communities must follow these steps:

- 1) Contract with an engineering firm to conduct hydrologic and hydraulic engineering studies and modeling to calculate the floodplain for the specified area. It is recommended that 2 foot contour intervals be utilized.
- 2) Submit the recalculated floodplain boundaries to the WDNR and FEMA for review.
- 3) If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

Sanitary Systems

Waushara County regulates private on-site wastewater treatment systems within the Group D communities. Development within the Wautoma/Silver-Irogamie Lakes Sewer Service Area (includes the City of Wautoma) and the Village of Redgranite should be connected to public sewer if feasible. Groundwater and surface water protection is of great importance to not only the immediate planning area, but also areas downstream of the numerous headwater streams. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values. Communities will want to periodically review codes to ensure that current efforts are effective and to keep abreast of changes to new minimum code standards.

Subdivision Ordinances

Wisconsin Statutes, the Waushara County Zoning Ordinance (Chapter 42), and the City of Wautoma Subdivision Ordinance (Chapter 2) regulate the division of raw land into lots for the purpose of sale for building development. Communities under county zoning may also regulate, by ordinance, the subdivision of land within their jurisdiction. The subdivision ordinance is related to the zoning ordinance in that it regulates the platting, or mapping, or newly created lots, streets, easements, and open areas. A subdivision ordinance can help implement the comprehensive plan and must be consistent with and conform with the local comprehensive plan goals. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter systems. Communities can also require dedication of parks, playgrounds, or open space or a fee-in-lieu of dedication as a condition of approval of a subdivision. Individual communities,

under county zoning, may wish to develop their own subdivision ordinance or petition the county to amend their subdivision ordinance to include specific goals.

Lighting Controls/Ordinances

As development pressures occur, communities discover that not only are the natural features being altered, but also the scenic views of the night sky are being diminished. Both yard lighting and signage can change the character of a community as significantly as new development. This is especially true in areas where new lighting has become over-excessive in new commercial or industrial districts or residential subdivisions which have incorporated street lights. Newly developed lakefronts may also become over-lighted at night. Direct lighting or glare can and should be regulated in order to maintain the community character of rural and historic areas.

Currently, lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation. Many light manufactures have responded positively to complaints about the increased amounts of light pollution in rural areas. There are many examples of development and lighting structures which have reduced scatter light through new non-glare technologies. Many light manufactures have light cutoff shields that will remove glare, thus increasing the light's effectiveness and reducing its overall energy consumption. Other lights may direct light at ground height only. Since non-glare lighting and other similar technologies are similarly priced to current lighting practices, communities should consider developing lighting ordinances which not only reduce light pollution, but also improve energy consumption and costs.

IMPLEMENTATION SCHEDULE

The goals established in the implementation schedule (Table 10-2) should be applied over the planning period which begins in 2006 with the adoption of the comprehensive plan and runs through 2025. They represent priorities for the communities of the Group D cluster. Objectives provide more detailed and readily measurable steps toward reaching each goal, while strategies are specific actions used to ensure plan implementation.

As seen in previous chapters, the goals and objectives of each particular element are inter-related. To ensure that implementation of the plan is achieved in a timely fashion, landmark dates have been set for each strategy. During periodic reviews, the planning commission should verify that these deadlines have been met and consider additional strategies to better achieve the stated goal, if necessary. Specific landmark dates have been established to ensure that individual objectives complement one another in their implementation. The landmark dates have been reviewed by the public, the planning committees, plan commission and elected officials to assure that they are feasible expectations.

The primary responsibility for implementing the plan recommendations contained in the implementation schedule lies with the community's elected officials. Secondary responsibility for performing the recommended strategies in the plan lies with the planning commission which is appointed by the elected officials.

The following implementation tables indicate the comprehensive plan goals and strategies by element; primary and secondary responsibility for implementation; and a milestone date for completion. An abbreviation list precedes the tables; the list should be used to interpret the responsible parties involved with implementation of specific strategies.

ABBREVIATION LIST

CAP – Cap Services
 DOA – Wisconsin Department of Administration
 DATCP – Wisconsin Department of Agriculture, Trade, & Consumer Protection
 DWD – Wisconsin Department of Workforce Development
 ECWRPC – East Central Wisconsin Regional Planning Commission
 FFA – Future Farmers of America
 FVTC – Fox Valley Technical College
 JPC – Wautoma Area Joint Planning Commission
 NEW ERA – Northeast Wisconsin Educational Resource Alliance
 NEW REP – Northeast Wisconsin Regional Economic Partnership
 NRCS-USDA – United States Department of Agriculture Natural Resources Conservation Service
 SBDC – Small Business Development Corporation
 SLSD – Silver Lake Sanitary District
 TCREDC – Tri-County Regional Economic Development Corporation
 UMOS – United Migrant Opportunity Services
 USDA RD – United States Department of Agriculture Rural Development
 UWEX – University of Wisconsin Extension
 WACC – Waushara Area Chamber of Commerce
 WAFD – Wautoma Area Fire District
 WAJPC – Wautoma Area Joint Planning Commission (not formed)
 WASD – Wautoma Area School District
 WCDA – Waushara County Department of Aging
 WCDHS – Waushara County Department of Human Services
 WCEDC – Waushara County Economic Development Corporation
 WCFB – Waushara County Farm Bureau
 WCHD – Waushara County Highway Department
 WCHH – Waushara County Habitat for Humanity
 WCHTSC – Waushara County Highway Traffic and Safety Commission
 WDHP – Wisconsin Department of Historic Preservation
 WCHS – Waushara County Historical Society
 WCPD/SWMI – Waushara County Park Development/Solid Waste Management Information
 WCSD – Waushara County Sheriff Department
 WCVB – Waushara Convention and Visitors Bureau
 WCVSO – Waushara County Veterans’ Service Office
 WCZLC – Waushara County Zoning and Land Conservation Department
 WDNR – Wisconsin Department of Natural Resources
 WEDC – Wautoma Economic Development Corporation
 WHEDA – Wisconsin Housing & Economic Development
 WHS – Wisconsin Historical Society
 WisDOT – Wisconsin Department of Transportation

City of Wautoma:

W:AC – Airport Commission
 W:CC – Wautoma City Council
 W:FPC – Finance and Personnel Committee

W:HA – Wautoma Housing Authority (not formed)
W:HSC – Health and Sanitation Committee
W:LB – Library Board
W:PC – Wautoma Planning Committee
W:PD – Wautoma Police Department
W:PSC – Public Safety Committee
W:PWC – Public Works Committee

Village of Redgranite:

RG:AFD – Redgranite Area Fire District
RG:BA – Board of Appeals
RG:CDA – Community Development Authority
RG:EDC – Economic Development Committee
RG:FPIC – Finance, Personnel and Insurance Committee
RG:JPC – Redgranite Area Joint Planning Commission
RG:MBC – Municipal Building Committee
RG:MGOC – Machinery, Garbage and Ordinance Committee
RG:PC – Plan Commission
RG:PCC – Parks and Cemetery Committee
RG:PD – Redgranite Police Department
RG:PFC – Police and Fire Committee
RG:SSDC – Streets, Sidewalks and Ditches Committee
RG:SWC – Sewer and Water Committee
RG:VB – Redgranite Village Board

IMPLEMENTATION - Town of Marion

IMPLEMENTATION GOAL: To implement recommendations contained within the Town of Marion Comprehensive Plan to the greatest extent possible.

Objective:

- I 1. Closely monitor the implementation of plan recommendations to ensure they are followed.

Strategies:

- I 1.1 The Town Planning Commission should periodically review the implementation schedule to ensure that deadlines are being met. These reviews should be done at least semi-annually to ensure that progress is being made to implement all aspects of the plan.
- I 1.2 The Town Planning Commission should periodically update the Town Board as to the progress that is being made to implement the plan. These updates should be done semi-annually.
- I 1.3 The Town Planning Commission should annually review the goals, objectives, and strategies to address conflicts which may arise between the elements of the plan. During this review process, the planning commission should actively seek input from the Town Board, local citizens, and others to gauge the effectiveness of the plan. This review process should include an assessment of the implementation success as well as a consideration of additional objectives and strategies.
- I 1.4 The Town Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions; how development has (has not) coincided with the recommendations of the plan; and if any comprehensive plan amendments were made and why they were needed. This report should be distributed to town citizens with the annual tax bill.

Objective:

- I 2. The Town of Marion should update the plan as necessary.

Strategies:

- I 2.1 If and when needed, the Town Planning Commission should recommend modifications that will better meet the intent of the plan. As the plan is implemented, the Town may discover that the recommended strategies may not be achieving the desired goals. Additionally, as community values change, some goals, objectives, and strategies may no longer be relevant. The goals,

objectives, and strategies should be changed to best accomplish the changing vision of the town.

- I 2.2 The Town should update the plan at least every 10 years to meet the standards of "Smart Growth" legislation.
- I 2.3 As available, provide updated information to supplement the plan information. This information could include new statistical information, population projections, updated census information, updated zoning map, existing land use map, etc.

Objective:

- I 3 Emphasize the need for intergovernmental cooperation throughout the implementation process.

Strategies:

- I 3.1 Solicit input from neighboring communities, Waushara County, governmental agencies, and other appropriate organizations regarding how their activities relate to the recommendations in the Town of Marion's comprehensive plan. It is important to coordinate and communicate with others to ensure that the Town of Marion's comprehensive plan is consistent with the activities of community organizations and surrounding municipalities.
- I 3.2 Form a Joint Planning Commission for the Wautoma area as described within s.62.23 and s.236.45. This commission will be comprised of three members from each of the following communities: City of Wautoma and the towns of Marion, Dakota, Mount Morris, and Wautoma. The Wautoma Area Joint Planning Commission (WAJPC) would oversee land use, zoning, and plat review decisions within the 1.5 mile extraterritorial area surrounding the City of Wautoma.
- I 3.3 The Wautoma Area Joint Planning Commission should periodically update the Marion Town Board as to the progress that is being made to implement the individual community plans within the extraterritorial jurisdiction of the City of Wautoma. Initially, these updates should be done quarterly. As time passes, the time between updates may be lengthened.
- I 3.4 The Wautoma Area Joint Planning Commission should prepare a brief annual report. This report should summarize how the comprehensive plans were used to direct major spending, regulatory, and construction decisions; how development has (has not) coincided with the recommendations of the plan; and if any comprehensive plan amendments were made and why. This report should be distributed to town citizens with the annual tax bill.
- I 3.5 The Town Planning Commission should annually review the goals, objectives, and strategies of the WAJPC, to assure that the vision of the Wautoma Area Joint Planning Commission continues to reflect the goals of a majority of the Group D communities.

**Economic Development
Town of Marion
Overall Goal and Objectives**

ECONOMIC DEVELOPMENT GOAL: Our goal is for the Town Board to work in a collaborative manner with local economic development organizations and state, county and neighboring towns and cities to create positive economic development compatible with the needs and desires of the Town of Marion residents.

Objectives:

- ED 1. Explore ways the town can work with the Tri-County Regional Economic Development Corporation.
- ED 2. Assess the impact of changes to STH 21.
- ED 3. Where applicable, promote the clean-up and reuse of under utilized, vacant, blighted, or brownfield commercial/industrial sites and building to efficiently use existing public utilities, infrastructure, and services.
- ED 4. When identifying future or expanding business/industrial sites, consider the environmental conditions of the area such as wetland, groundwater, and floodplain status.
- ED 5. Recognize that the quality of life in the town plays a role in attracting business and an educated workforce.
- ED 6. Recognize that education and vocational training are essential in both preparing the local workforce for successful careers and fostering an active business community.
- ED 7. Communities should develop criteria/design standards that future commercial and industrial proposals must meet in order to be approved by the community.
- ED 8. Assess the adequacy of technological infrastructure for business and residential needs.
- ED 9. Support the agricultural community by meeting with farmers when necessary to discuss pertinent issues and by promoting the economic vitality of agricultural industries.

ED 1. Explore ways the town can work with the Tri-County Regional Economic Development Corporation.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 1.1	Collaborate to review and inventory all vacant and underutilized structures zoned for industrial and commercial activities. Maintain this database and incorporate it with the TCREDC list. Include pertinent information such as the building name, size, current zoning requirements, address, and other pertinent information.	Interact with appropriate ED organizations	Plan Commission	WCEDC, TCREDC	Ongoing
ED 1.2	Collaborate with economic development organizations to use other websites such as LOIS and others to list the properties in multiple sources.	Interact with appropriate ED organizations	Plan Commission	WCEDC, TCREDC	Ongoing
ED 1.3	Update and post this list on the discussed websites when additional properties buildings and lots become available.	Interact with appropriate ED organizations	Plan Commission	WCEDC, TCREDC	Ongoing
ED 1.4 ED 5.1	Work with Chamber of Commerce and County Parks Department staff to market tourism opportunities.	Interact with WACC	Plan Commission	WACC	Ongoing
ED 1.5 ED 5.1 IC 1.3	Collaborate with the Group D communities and other entities in Waushara County to create partnerships to further discuss tourism opportunities which would be beneficial to the entire planning cluster.	Interact with Group D communities	Plan Commission	Town Board, JPC	Ongoing

ED 1.6	To further support the Town's planning process, the administrators of the Waushara County RLF should refer to local comprehensive plans while evaluating revolving loan fund applications.	Interact with appropriate ED organizations	Plan Commission	TCREDC, Wautoma EDC	Ongoing
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See p. 10-11 for abbreviation list.

ED 2. Assess the Economic impact of changes to STH 21.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 2.1 IC 6.1 TR 1.7	Form a county-wide committee to explore the implications of renovations and by-pass alternatives for the entire STH 21 corridor.	Encourage WCHD to form Committee; Be proactive with participation	Plan Commission	JPC; Village of Redgranite; Towns of Marion, Dakota, Aurora, Warren, Richford, and Coloma; WCHD	2010
ED 2.2 TR 1.7 IC 6.1	The town should form a joint committee with other group D communities to propose alternative routes and consider the implications of a possible STH 21 by-pass. The committee should include the economic, social, and environmental implications including water quality and environmental preservation.	Be proactive with participation	Plan Commission	Town Board, JPC	2010
ED 2.3 IC 6.1	The Town of Marion Board should adopt a position to either support, or not support a by-pass.	Be proactive	Plan Commission	Town Board, JPC	2010
ED 2.4 IC 6.1 TR 1.7	The Town should take a proactive role with the Wisconsin Department of Transportation by recommending their final opinion in future WisDOT highway improvement plans, and official mapping decisions.	Take a position and Amend the official map	Plan Commission	Town Board, JPC,	2010
ED 2.5	Until a by-pass is constructed continue to maximize traffic movement and public safety by maintaining and improving access control on the existing through traffic routes.	Limit the number of access points allowed	County and Town Board	JPC, WisDOT	2010

See p. 10-11 for abbreviation list.

ED 3. Where applicable, promote the clean-up and reuse of underutilized, vacant, blighted, or brownfield commercial/industrial sites and buildings to efficiently use existing public utilities, infrastructure, and services.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 3.1 NR 3.1	Recognizing the difficulty and the extensive costs involved with environmental clean-up, the Town will rely on private clean-up action where possible.	Be proactive	Plan Commission	Town Board, Private Business	Ongoing
ED 3.2 ED 5.1 H 4.4	To protect the predominantly residential nature of the Town, encourage only environmentally sound business development that is properly permitted and regulated to protect the town's environment.	Be proactive	Plan Commission	Town Board, Private Business	Ongoing

See p. 10-11 for abbreviation list.

ED 4. When identifying future or expanding business/industrial sites, consider the surrounding residential homes and environmental conditions of the area such as wetland, groundwater, and floodplain status.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 4.1 LU 1.1 LU 4.1 LU 4.2 CF 4.1	The current industrial park in the City of Wautoma is the best place to locate new industries as sewer and water are available. The town has indicated its preference to direct new industrial uses to the current business park.	Direct larger industries to the existing industrial parks with services in the area	Plan Commission	Town Board	Ongoing
ED 4.2 ED 1.1 LU 1.1 CF 4.1	Properties along Hwy 21 and near the community of Spring Lake are the preferred locations for limited new commercial uses. Small well maintained businesses which are compatible with existing uses may be considered.	Review development proposals on an individual basis	Plan Commission	Town Board	Ongoing

See p. 10-11 for abbreviation list.

ED 5. Recognize and protect the quality of life in the town which plays an important role in attracting business and an educated and productive workforce.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 5.1 TR 3.2 LU 4.1 CR 2.3 IC 5.1	Promote the natural resources and related recreational opportunities, quality education, convenient services, public safety and other positive factors of the Town, as amenities in attracting new business to the Wautoma area.	Be proactive	Plan Commission	Town Board TCREDC	Ongoing
ED 5.2	Support the Waushara Convention Bureau room tax initiative which would bring outside dollars into the community.	Pass resolution/ amendment	Town Board		2006

See p. 10-11 for abbreviation list.

ED 6. Encourage educational institutions to promote life long learning for the area's youth and adults. Recognize that education and vocational training are essential in both preparing the local workforce for successful careers and fostering an active business community.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 6.1 CF 1.2	Communicate with the Northeast Wisconsin Educational Resource Alliance (NEW ERA).	Be proactive	Town Board	NEW ERA	Ongoing
ED 6.2 H 4.1 CF 1.1	Utilize existing Technical School programs and partner with private businesses to train and assist new small business owners through employee training and grant/loan programs, such as are offered by CAP Services and the Fox Valley Technical College. Encourage private/public partnerships to train people in skills needed by area businesses. (welding, machinists, etc)	Refer interested individuals to available education and training	JPC, Town Board	CAP Services, SBDC	Ongoing

See p. 10-11 for abbreviation list.

ED 7. Communities should develop criteria/design standards that future commercial and industrial proposals must meet in order to be approved by the community.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 7.1 CF 1.1 TR 1.1 NR 1.1 NR 3.4 NR 4.2 LU 1.2 LU 1.3	Approve appropriate design standards for all areas of the town. The standards should address the adequacy of traditional infrastructure availability such as roadways, sewer, water, utilities, structure (building) design, stormwater management, landscaping, and signage.	Suggest ordinance amendments as needed	JPC, Town Board	WCZLC	Ongoing

See p. 10-11 for abbreviation list.

ED 8. Assess the adequacy of technological infrastructure for business and residential needs.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 8.1 CF 1.1 CF 2.1 IC 3.4	Encourage economic development agencies to inventory existing technologies including dial-up and high-speed internet services, satellite television, and others.	Interact with appropriate ED agencies; Be proactive	Plan Commission	Town Board, JPC	2008
ED 8.2 IC 7.2	Encourage economic development agencies to evaluate the overall reliability of the above technologies and service providers on which local businesses rely on.	Interact with appropriate ED agencies; Be proactive	Plan Commission	Town Board, JPC	2010
ED 8.3 CF 1.1	Be aware of new technologies which will improve the communications and overall efficiency of local enterprises such as high definition television and others.	Interact with appropriate ED agencies; Be proactive	Plan Commission	Town Board, JPC, Local businesses	Ongoing

See p. 10-11 for abbreviation list.

ED 9: Support the agricultural community by meeting with farmers when necessary to discuss pertinent issues and by promoting the economic vitality of agricultural industries.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 9.1 IC 2.2 CF 1.8 ACR 1.2	Encourage an area-wide organized effort to promote farmers markets.	Promote local agriculture	Plan Commission	Town Board, TCREDC, WCDJPC, & other ED orgs.	Ongoing
ED 9.2 IC 2.2	Work with the county to promote and support the annual "Farm Breakfast" program at the Waushara Co. Fairgrounds.	Promote event	Plan Commission	Town Board, JPC, TCREDC, Other ED orgs.	Ongoing
ED 9.3 AGR 1.2	Where feasible, encourage local businesses such as restaurants and supermarkets to buy and sell produce and other agricultural products from local farmers	Be proactive	Town Board	WEDC, WCEDC, TCREDC	Ongoing
ED 9.4 AGR 1.1 NR 2.1	Encourage organic and specialty farming ventures as desired enterprises in the town.	Be proactive	Plan Commission	Town Board, JPC, UWEX, Agronomists, Others	Ongoing
ED 9.5 ED 9.2 IC 2.2	Promote an annual "farm breakfast" event, and a farmer's market exhibit at the Waushara Co. Fairgrounds to attract vendors from throughout the tri-county area.	Promote event	Plan Commission	Town Board, WEDC, WCEDC, TCREDC, Others	Ongoing

Housing
Town of Marion
Overall Goal and Objectives

HOUSING GOAL: To maintain the quality of existing housing while encouraging a broad range of housing options to adequately meet the diverse needs of existing and new Town residents.

Objectives:

- H 1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the region.
- H 2. Support efforts to create an adequate supply of affordable housing in the area so every household has access to shelter, which is a basic human need. Provide housing choices, which reflect the needs of individual households.
- H 3. Support preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.
- H 4. Promote cooperation and coordination between government, non-profit and private sectors to increase housing affordability, choice and access.

H 1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the region.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 1.1 LU 2.1 CF 1.1	Encourage economic development professionals, housing providers and consumers to work together to help promote the development of housing that meets the needs of all income levels within a community, including entry level and low skill workers.	Work cooperatively with housing partners	CAP Services, WCDHS WCDA WCHH	WHEDA	Ongoing

H 2. Support efforts to create an adequate supply of affordable housing in the area so every household has access to shelter, which is a basic human need. Provide housing choices, which reflect the needs of individual households.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 2.1 LU 2.1	Promote development and preservation of varied types of housing developments.	Refer to CAP Services	TM Board & CAP Services		Ongoing
H 2.2 CR 1.4 CF 1.4	Encourage developers to recognize the income potential in meeting a wider range of housing needs in both new housing and rehabilitation of existing buildings.	Distribute WHEDA info. at Town Hall & Library	TM Board & CAP Services	WHEDA	Ongoing
H 2.3	Promote area cooperation and incentives to encourage mixed income, mixed use housing developments within the city of Wautoma and Village of Redgranite.	Refer to CAP	TM Board CAP Services	City of Wautoma & City of Redgranite	Ongoing
H 2.4	The Town of Marion supports increased public awareness of cultural and generational differences in housing preferences.	TM Board		WCDA	Ongoing

H 3. Support preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 3.1	Reduce the incidence of poorly maintained owner-occupied and renter-occupied housing.	Refer to CAP	TM & CAP Serv	WCZLC	Ongoing
H 3.1a	Support neighborhood improvement activities.	Refer to CAP or WCHH	TM & CAP Serv	WCHH	Ongoing
H 3.1b	Encourage individuals and local groups, such as church and civic organizations, to aid any resident in need with home maintenance issues.	Refer to Church groups and neighbors	Local Churches and family	Good neighbors	Ongoing
H 3.1c	Encourage better landlord tenant communication and coordination.	Make pamphlets available (CAP)	CAP	DATC UWEX	Ongoing
H 3.1d	Help landlords recognize that maintaining properties is a good business decision.	Show benefits	CAP		Ongoing
H 3.1e	Provide positive reinforcement for landlords, who maintain their properties.	Refer to CAP	CAP		Ongoing
H 3.1f	Provide tenant training for tenants who do not have the life skills to maintain property.	Refer to CAP	CAP	UWEX	Ongoing
H 3.2	Identify additional funding sources and encourage better utilization of existing programs to make the most efficient use of housing dollars.	Refer to CAP	CAP	WHEDA WCDHS	Ongoing
H 3.2a	Identify funding sources that allow seniors, who wish to do so, to remain in their homes longer and encourage joint funding applications.	Contact CAP or WCDA	CAP & WCDA	WCDHS	Ongoing
H 3.2b	Encourage existing nonprofits to work closer together and with the private sector to meet community needs.	TM to adopt a resolution of support	TM Board	CAP WCHH	Ongoing
H 3.3	Encourage public private partnerships that promote economic opportunities and provide for decent, safe affordable housing.	Watch for opportunities	TM Board	WCHH WHEDA	Ongoing

H 4. Promote cooperation and coordination between government, non-profit and private sectors to increase housing affordability, choice and access.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 4.1	Identify additional opportunities for coordination and cooperation between governments and between the public, private and nonprofit sectors.	Provide Coordination	CAP Services	WCDHS	Ongoing
H 4.2	Increase/improve communications between funding sources, government and housing providers.	Provide Coordination	TM Board	CAP Serv. WCDA WCHH	Ongoing
H 4.2a	Invite funding agencies, consultants and nonprofit agencies to attend town board meetings and explain their programs.	Provide Coordination	TM Board	CAP & WCHH	Ongoing
H 4.3	Encourage the creation of multi-organization partnerships that allow agencies to share staff time and leverage housing development resources.	Provide Coordination	TM Board	CAP	Ongoing
H 4.3a	Identify volunteers, who may have the time, expertise and willingness to build the capacity to address identified issues.	Refer to CAP	TM Board	WCDA WCHH	Ongoing
H 4.3b	Establish a talent pool, which allows potential volunteers the opportunity to sign up for specific tasks.	Refer to CAP	TM Board	CAP	Ongoing
H 4.4 CF 1.1 TR 1.1 ED 3.2	Consider the potential impacts on housing choice, supply and affordability, as decisions are made regarding housing, economic development, transportation, community and public facilities development, environmental quality and land use.	TM Board awareness in decision making	TM Board	CAP	Ongoing

Transportation
Town of Marion
Overall Goal and Objectives

TRANSPORTATION GOAL: Provide users with a well-maintained transportation system of federal, state, county and local town roads by maintaining and improving the quality and safety of the local road system and providing choices for transportation users.

Objectives:

- TR 1. Provide residents and visitors with well maintained, safe, convenient, and economical transportation options.
- TR 2. Improve roadway safety.
- TR 3. Make walking and bicycling more attractive transportation options by accommodating bicyclists and pedestrians in areas of high activity and concentrated development.
- TR 4. Provide a diversity of affordable transportation options for all age and income groups.
- TR 5. Ensure continues safe air transportation through land use planning.

TR 1. Provide residents and visitors with a choice of safe, convenient and economical transportation options.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 1.1 LU 1.2	Maintain minimum Town roadway standards and refuse acceptance of a new dedicated street until the Town standards have been met.	Adopt standards and enforce before accepting dedication	T. Marion Board	WCZLC & WCHD	Ongoing
TR 1.2	Continue PASER evaluation of existing roadwork every 2 years.	Complete PASER evaluation	T. Marion Board	ECWRPC & WisDOT	Every 2 years
TR 1.3 CF 1.1	Continue to use capital improvements programming to establish appropriate funding levels.	Utilize & Review CIP annually	T. Marion Board	WCHD & WisDOT	Annual
TR 1.4 IC 6.4	Undertake spot safety improvements where warranted (ie: replace missing or illegible signs)	Identify & fix problem areas	T. Marion Board	WCHD, WCHTSC	Ongoing
TR 1.5 CF 1.3	Respond in a timely manner to site-specific road maintenance and/or safety issues.	Stay on top of maintenance	T. Marion Board	WCHTSC	Ongoing
TR 1.6	Utilize best management construction practices.	Inform staff and work crews	T. Marion Board	WCHD	Ongoing
TR 1.7 LU 5.1 IC 6.1 ED 2.1	Monitor and remain informed of any plans that may affect the STH 21 corridor, or a Wautoma bypass and work with affected communities and the DOT to coordinate future transportation plans	Stay informed and work with all neighboring communities & WisDOT	T. Marion Board & WCHD	Wautoma, T. Dakota, T. Mt Morris, T. Wautoma & WisDOT	When the situation arises

TR 2. Improve Roadway Safety					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 2.1 IC 6.4	Redesign to eliminate dangerous intersections.	Redesign bad intersections	T. Marion Board	WCHTSC WCHD	As needed
TR 2.2	Consider revising speed limits to improve public safety.	Review speed limits & revise as needed	T. Marion Board	WCHTSC WCHD	As needed
TR 2.3	Correct poor visibility problems.	Trim out brush or redesign to eliminate the problem	T. Marion Board	WCHTSC WCHD	As needed

TR 2.4	Inventory and assess the causes of individual motor vehicle crashes.	Conduct crash inventory & assess causes	T. Marion Board & WCHD	WCHTSC WCHD	2007
TR 2.5	Encourage public to report specific problems.	Ask residents to report problems	T. Marion Board	WCHTSC, WCHD	Ongoing
TR 2.6 IC 3.3 IC 7.1	Maintain contact as needed with the County and State Highways offices to ensure coordination on regional or statewide transportation issues.	Meet as needed to address common issues	T. Marion Board	WCHD & WisDOT	As needed

TR 3. Make walking and bicycling more attractive transportation options by accommodating bicyclists and pedestrians in areas of high activity and concentrated development.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 3.1	Incorporate paved and striped shoulders on key road segment upgrades when reconstruction is proposed.	Consider when re-construction is planned	T. Marion Board	WCPD, WisDOT	When reconstruction is planned
TR 3.2 CF 3.7 LU 6.2 ED 5.1	Consider providing walking/bicycling paths along town roads leading to major destinations such as nearby schools and parks.	Consider when re-construction is planned	T. Marion Board & WCHD	WCPD	Ongoing with new roads
TR 3.3 LU 6.1 IC 1.3	Consider connecting the lake area neighborhoods with the City of Wautoma.	Consider feasibility	T. Marion Board & City of Wautoma	WCHD	Ongoing with new roads

TR 4. Provide a diversity of affordable transportation options for all age and income groups.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 4.1 IC 6.3	Continue to encourage the county to provide transportation for elderly and disabled residents within the region.	Refer to Waushara Co. serv. providers	WCDHS, WCDA	WCHD	Ongoing

TR 5. Ensure continued safe air transportation through land use planning.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 5.1	Inventory all existing public and private airport facilities within the county and identify and address any potential land use conflicts.	Ask the W:AC to conduct an inventory of land use conflicts and address them	W:AC	TCREDC WAJPC WCEDC	2007
TR 5.2	Provide adequate area/land for the expansion of airport facilities as a primary means to ensure economic vitality of the local area.	Refer to airport managers	W:AC T. Dakota Board	TCREDC WAJPC WEDC WCEDC	Referral in 2006 & ongoing as needed

Utilities and Community Facilities
Town of Marion
Overall Goal and Objectives

COMMUNITY FACILITIES GOAL: Plan for and encourage beneficial and functional development by delivering a level of municipal services and facilities needed to provide for the public safety, health, and welfare of Town Residents and sustain a vital economy.

Objectives:

- CF 1. Provide adequate services and facilities in a fiscally responsible manner.
- CF 2. Encourage the use of existing structures instead of constructing new ones.
- CF 3. Provide adequate active and passive recreational opportunities for municipal residents.
- CF 4. Encourage new development to occur within existing sewer/sanitary districts.
- CF 5. Reduce the frequency and scale from future flood events.
- CF 6. Encourage Waushara County to develop specific ordinance provisions for wind farms.

CF 1. Provide adequate services and facilities in a fiscally responsible manner.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 1.1 LU 1.1 LU 2.1	Prepare a Capital Improvement Program (CIP) to comprehensively and systematically address the community's future needs by programming the timing and funding for undertaking identified projects.	Prepare a CIP, monitor growth, address needs, and the funding required to meet needs	T. Marion Board (TM)	Waushara County Highway Department (WCHD)	2007 and ongoing
CF 1.2 IC 7.1 IC 7.2 IC 3.1 ED 6.1	Continue to explore opportunities for shared service with Waushara County, neighboring municipalities, the school district, and other public entities.	Look for opportunities to work with others	TM Board	WCHD	Annual Review
CF 1.3 IC 6.1 IC 6.4 IC 7.1 TR 2.1	Promote the exchange of information with private utility providers and adjacent municipalities to encourage the coordinated scheduling of planned roadway and utility improvements.	Set up annual meeting	WCHP	TM Board	ongoing
CF 1.4 LU 1.1 H 1.1	Accommodate new development in ways that its infrastructural costs are not a tax burden for existing residents.	Keep Zoning ordinance current	TM Board		ongoing
CF 1.5	Evaluate the cost-benefit of improving the community's ISO rating through upgraded fire protection.	Study the cost benefit of improving the ISO rating	TM Board	Fire District	2008
CF 1.6	When approving the new building permits, make homeowners aware of standards for minimum driveway width and vegetation clearances needed to improve emergency access.	Ask the County to make the WCZLC info available with building permit	TM & WCZLC	Fire District, & EMS personnel	2007
CF 1.7 LU 1.6	Encourage developers to plant trees in new subdivisions throughout the community and preserve existing trees during new development.	Encourage with subdivision approvals	TM Board		As needed
CF 1.8 AGR 1.2 ED 9.1	Create opportunities for community interaction such as farmer's markets, festivals, etc.	Identify best locations	WCEDC		2007 & Seasonal

CF 2. Encourage the use of existing structures instead of constructing new ones.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 2.1 NR 4.3	Monitor compliance with town and county ordinances which would allow the use of existing structures for mounting new communication equipment.	Review license requests	WCZLC	TM Board	As required
CF 2.2 NR 4.3	Promote opportunities for shared mountings of communication equipment.	Make applicant aware of existing County regulations	WCZLC	TM Board	As required

CF 3. Provide adequate active and passive recreational opportunities for municipal residents.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 3.1 LU 6.1 LU 6.2	Encourage Waushara County to maintain a quality county park system and provide improvements identified in its Outdoor Recreation Plan.	Contact WCPD	Town Marion Bd./Parks Cmte.	Wauhara County Parks (WCP)	ongoing
CF 3.2 LU 6.1	Consider the implementation of a user fee program to help fund boat launch improvements and maintenance at public access sites.	Investigate the potential of a user fee	Town Board		2009
CF 3.3	Actively recruit the manpower and funding support of volunteers and service organizations for undertaking local park improvements.	Pursue opportunities for using volunteers	Parks Cmte. & Town Board		2007
CF 3.4	Encourage local residents to consider estate planning techniques that gift land and/or money for local parks or specific park projects.	Put notice in Town newsletter	Town Parks Cmte.		ongoing
CF 3.5 LU 6.1	Update the Town's comprehensive park and open space plan.	Appoint a committee or hire consultant	Town Planning Comn.	WCP	2008
CF 3.6 LU 6.1	Recommend park facility improvements needed for the Lake Alpine Park and for the park properties located adjacent to Hwy 22 north of Hwy 21.	Identify improvements needed	Town Parks Comte.		2007
CF 3.7 LU 6.2	Consider constructing a small parking area along the existing Bannerman trail to accommodate cars transporting bikes in the summer and vehicles with snow mobile trailers in the winter.	Explore the potential of Bannerman trail parking	Town Board	Waushara County Parks Dept.	2009
CF 3.8 IC 1.2 IC 1.3	In the future, work with the Waushara County Parks Department, and the Tri-County and Waushara County Economic Development Corporations to investigate the possibility of establishing a regional recreation facility which could incorporate Flynn's Quarry with 2 other parks nearby and connect them all to the Bannerman recreational trail (a hiking and snowmobile trail).	Investigate the feasibility of creating a regional park & trail facility	WC Parks Dept.	the Tri-County & Waushara County Economic development Corp.	2015
CF 3.9 LU 6.1	Support the continued use of mandatory park dedication/fees in lieu to help fund new parks and facilities.	Have the Plan commission explore this	TM Board	WCZLC	2007

CF 4. Encourage new development to occur within existing sewer/sanitary districts.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 4.1	Work closely with the sanitary district to coordinate an efficient and cost effective extension of service.	Work with the Silver Lake Sanitary District	TM Board		ongoing
CF 4.2	Encourage the sanitary district to provide cost-incentives (reduced connection fees, etc.) to new development that does not require sewer service extension.	Promote an incentive for infill development	TM Board	Silver Lake Sanitary District	2009
CF 4.3	Where feasible, give preference to extending sanitary sewers to areas immediately adjacent to existing sewer infrastructure over those areas further removed.	Create a policy that favors parcels closest to the existing infrastructure & review zoning ordinance	Silver Lake Sanitary District	WCZLC	2007
CF 4.4	Before approving any unsewered development proposal within the sanitary district boundary, require the developer to conduct a 20-year benefit/cost analysis that demonstrates the cost-effectiveness of on-site vs. municipal systems.	Review the effectiveness of the County Zoning ordinance	TM Board	WCZLC	2007

CF 5. Reduce the frequency and scale from future flood events.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 5.1 NR 2.1 NR 2.3	Support re-activation of existing drainage districts to ensure that the impacts from development can be accommodated without adversely impacting water quality.	Town Board could adopt a resolution	TM Board	WCZLC	2008
CF 5.2 NR 2.1 NR 2.3	Support the establishment of additional drainage districts, in areas not currently covered, to ensure protection of water quality throughout the county.	Town Board adoption of new drainage districts	TM Board	WCZLC	2008

CF 6. Encourage Waushara County to develop specific ordinance provisions for wind farms.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 6.1 LU 2.1	Proactively take a stance on potential requests by utilities to erect a wind farm within the community.	Decide what the policy should be	TM Board		2007

Agricultural Resources
Town of Marion
Overall Goal and Objectives

AGRICULTURAL RESOURCES GOAL: To protect viable agricultural operations and Town residents by adopting policies which: minimize land use conflicts, preserve the quality of the environment, and provide existing farmers with economic opportunities that protect productive soils.

Objectives:

AGR 1. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.

AGR 2. Provide opportunities for Farmers to profit from the equity in their land.

AGR 1. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
AGR 1.1 NR 2.1 LU 1.3	Encourage best farming practices to maximize land stewardship through education and incentives. Best management practices not only are good for the long term productivity of the farm, they also serve a broader common good by protecting the watershed and other natural features that contribute to a high quality environment.	Refer agricultural operations to the UW Extension and the Waushara County Farm Bureau	UWEX WCFB	WCFFA	Ongoing
AGR 1.2 CF 1.8	Support local farm product processing and marketing initiatives. Local farmers markets, such as that currently existing in Wautoma, can provide an outlet for locally produced products. Area grocers, restaurants, schools, nursing homes, and other food providers can help the local farm economy by making an effort to purchase directly from local farmers.	Encourage organizations that can promote farmer's markets and the purchase of locally grown produce by restaurants and grocery stores	WCEDC, TCREDC, UWEX and local communities	Local municipal and private facilities	Ongoing

AGR 2. Provide opportunities for Farmers to profit from the equity in their land.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
AGR 2.1 LU 3.1	Educate farmers on how to take advantage of their land's development potential in ways that maintain the utility of remaining lands for productive agricultural activities.	Refer to appropriate agricultural educators	UWEX, WC-FFA	WCFB	Ongoing

Natural Resources Town of Marion

Overall Goal and Objectives

NATURAL RESOURCE GOAL: To implement policies, actions and strategies that will protect and enhance the natural resources of the Town, including groundwater and surface waters, natural features, and the visual qualities of the scenic landscape.

Objectives:

- NR 1. Preserve the quality and quantity of our groundwater supplies.
- NR 2. Maintain and improve the water quality of our lakes and streams.
- NR 3. Protect key natural features and resources.
- NR 4. Preserve the intrinsic visual qualities of our landscape that define its rural character.

NR 1. Preserve the quality and quantity of our groundwater supplies.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 1.1	Ensure that adequate amounts of safe drinking water are available throughout the town.	Defer to the WDNR	WDNR	WCZLC	Ongoing
NR 1.2	Monitor the water quality of private and public wells.	Defer to the WDNR	WDNR	WCPHD, UWEX	2006, Ongoing
NR 1.3	Monitor on-site waste disposal systems.	Defer to WCZLC Support the existing regs.	WCZLC	WDNR	2006, Ongoing
NR 1.4 LU 2.1	Restrict residential development near landfills.	Contact WCZLC	WCZLC	WDNR	Ongoing
NR 1.5 LU 2.1 CF 1.4	Protect existing and future municipal wellhead locations from land uses that could potentially contaminate the groundwater.	Work with area pubic utilities to protect future wellhead sites	T. Marion and area municipal -ities	WCZLC WDNR	2008, Ongoing

NR 2. Maintain and improve the water quality of our lakes and streams.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 2.1	Reduce non-point nutrient runoff into lakes and streams.	Use education and monitoring	UWEX, WCZLC	WCFB, WDNR, FFA	2006, Ongoing
NR 2.2 LU 3.1a AGR 1.1	Encourage farmers to use best farm management practices (i.e. fertilizer use/timing, no-till planting, contour plowing, fencing water bodies from livestock, re-establishing windbreaks).	Refer to UWEX	UWEX,	WCFB FFA	Ongoing
NR 2.3 CF 1.2	Control storm water runoff from construction activities and impervious surfaces.	Refer to WCZLC and do permitting if needed	WCZLC	WDNR	Ongoing As permits issued
NR 2.4	Encourage a reasonable buffer of filtering vegetation along shorelines and wetlands.	Refer to UWEX & WCZLC	UWEX, WCZLC	WDNR,	Ongoing
NR 2.5 CF 4.1	Minimize nutrient contributions from private on-site septic systems.	Support County monitoring prog	WCZLC	WDNR	2006, Ongoing

NR 3. Protect key natural features and resources.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 3.1 ED 3.1	Work toward the eradication of invasive species in area lakes, streams, wetlands, and forests.	Increase awareness of the problem, promote solutions	UWEX, WDNR	WCZLC	Ongoing
NR 3.1a	Increase public awareness of their responsibility in introducing/containing invasive species.	Encour. distribu. educ. materials	UWEX, WDNR	WCZLC	Ongoing
NR 3.1b	Encourage property owners and other groups to address their local problems.	Refer to UWEX & WDNR	UWEX	WCZLC, TM	As needed
NR 3.1c	Structure a coordinated approach to deal with specific problem species on a countywide basis.	Contact WDNR, work w/county	WDNR	WCZLC	2006, Ongoing
NR 3.2 NR 2.1	Protect all designated class I and class II trout streams from degradation.	Devel. decisions refer. To WDNR	WDNR	WCEDC, Cons. Clubs	Ongoing
NR 3.2a	Encourage landowners to maintain shoreline buffers in natural vegetation.	Refer to UWEX Materials & WCZLC	UWEX, WCZLC		Ongoing
NR 3.2b LU 1.3	Support existing county setbacks and other protective site criteria for development adjacent to these streams.	Refer to WCZLC	WCZLC	WDNR	Ongoing
NR 3.3	Encourage keeping wetland areas in natural vegetation.				
NR 3.3a NR 2.1	Encourage keeping a buffer of native vegetation adjacent to all designated wetlands.	Suggest to land owners	UWEX		Ongoing
NR 3.3b	Control the spread of invasive species such as purple loosestrife with education.	Refer to educa. materials	UWEX & WDNR	WCZLC	Ongoing
NR 3.4	Maintain a quality forest resource.				
NR 3.4a	Encourage private landowners to manage their forests and woodlots as sustainable resources.	Refer to WCZLC	WDNR	NRCS-USDA	2006, Ongoing
NR 3.4b	Control the spread of diseases and insects which threaten the resource.	Refer to UWEX & WDNR	UWEX & WDNR	NRCS-USDA	Ongoing
NR 3.5	Protect the integrity of existing and future mineral extraction sites by discouraging types of development that would conflict with present or future extraction operations.	T. Marion Board consider when making land use decisions & refer to zoning	T. Marion Board & WCZLC	UWEX	2006 & Ongoing

NR 4. Preserve the intrinsic visual qualities of our landscape that define its rural character.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 4.1 CR 1.3	Protect and promote outstanding natural or cultural heritage features	Identify natural or cultural features	T. Marion volunteer committee.		Ongoing
NR 4.2 CF 2.1	Minimize the adverse visual impact of non-farm development on the rural landscape.	determine type & location	T. Marion Board		As needed
NR 4.3 CF 2.1 CF 6.1	Support County regulation of the placement of cell towers and wind generators.	Refer to County Zoning office	WCZLC	T. Marion Board	Ongoing
NR 4.4	Ban construction of new billboards over 32 sq. ft.	Pass ordinance	T. Marion	WCZLC	2006
NR 4.5 H 3.1	Enforce existing nuisance/litter ordinances and building codes to eliminate eyesores.	Refer to County for enforcement	WCZLC		Ongoing
NR 4.6	Preserve the night sky by strongly encouraging full cutoff fixtures that direct light downward.	Adopt guidelines for installation	T. Marion Board		2007

Cultural Resources
Town of Marion
Overall Goal and Objectives

CULTURAL RESOURCES GOAL: Preserve the community's important cultural resources.

Objectives:

- CR 1. Encourage unpaid volunteers that have an interest in preserving the Town's heritage to compile a list of the Town's significant cultural resources.
- CR 2. Develop and utilize existing local expertise on historic preservation issues.
- CR 3. Consistent with preserving local decision making under the smart growth law, consider opportunities for historic preservation in all future planning, zoning, and development decisions.
- CR 4. Educate local officials and the public at large on the importance of historic preservation.

CR 1. Encourage unpaid volunteers that have an interest in preserving the Town's heritage to compile a list of the Town's significant cultural resources.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CR 1.1 CR 1.3 ED 5.1	The Marion Town Board should invite interested local residents to seek an appointment to a committee which would develop a list of significant cultural resources.	Seek volunteers to work on creating a list	Citizen volunteer cmte.	Waushara Co. Historical Society	2007
CR 1.2 CF 2.1	Encourage private business use of historic or visually significant buildings, thereby making them self-sustaining and economically viable.	When needed find possible bldg. users	Citizen volunteer cmte.	WCEDC	Ongoing

CR 2. Develop and utilize existing local expertise on historic preservation issues.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CR 2.1 IC 1.3	Encourage the Town of Marion residents to work on creating a showcase for local history in the County Historical Museum facility.	Encourage interested volunteers	TM Board		2007
CR 2.2	Obtain input from local residents who have historical knowledge when considering decisions that could adversely affect a historical or cultural resource.	Seek out knowledgeable residents	TM Board	Waushara County Historical Society	Ongoing
CR 2.3 IC 1.3	Promote the Waushara County Museum as an attraction to both local residents and to support the local tourism economy.	Include the County Historical Museum in tourism promotion materials	Citizen volunteer cmte.	WCEDC	Ongoing

CR 3. Consistent with preserving local decision making under the smart growth law, consider opportunities for historic preservation in all future planning, zoning, and development decisions.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CR 3.1	The Town of Marion should include cultural resources and historic preservation in any local land use plans it may undertake in the future.	Awareness of Historic Preserv. in decisions	TM Board	WCHS & WHS	Ongoing

CR 3.2 CR 1.1	The Town of Marion should consistently seek the input of a local historic preservation group and other informed individuals when making decisions that involve existing sites and structures.	TM Board sensitivity to historic sites and structures	TM Board	Citizen volunteer cmte.	Ongoing
CR 3.3 LU 1.5	Review of all subdivision and zoning decisions should be made applying the same consistent standards in all cases.	Maintain consistency in decision making	TM Board		Ongoing

CR 4. Educate local officials and the public at large on the importance of historic preservation.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CR 4.1	Work with the owners of historic properties to seek available grants and other favorable funding sources.	Research favorable hist. preservation funding sources	Citizen volunteer cmte.	TM Board	Ongoing
CR 4.2	Make access to educational materials related to the benefits available to properties enrolled on the National Register readily available.	Find ways to make materials available	Citizen volunteer cmte.	WCZLC	Ongoing

Land Use
Town of Marion
Overall Goal and Objectives

LAND USE GOAL: To develop and implement a land use plan which preserves an attractive visual character, minimizes land use conflicts, and adequately addresses the future needs of the Town for housing, transportation and recreational opportunities.

Objectives:

- LU 1. Promote future development that will meet the future needs of the area while preserving the visual qualities of the area's landscape that defines its rural character.
- LU 2. Ensure that land use patterns protect and promote public health, safety, and welfare.
- LU 3. The town should encourage the preservation of local agricultural operations and traditions
- LU 4. Collaborate with surrounding municipalities and towns to ensure compatible land uses near the common boundaries.
- LU 5. Assess the impact of future changes to the transportation network within the planning area.
- LU 6. Address current and future recreational needs for town residents.

LU 1. Promote future development that will meet the future needs of the area while preserving the visual qualities of the area's landscape that defines its rural character.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 1.1 CF 1.1 ED 4.1	Target desired new development to appropriate locations in surrounding industrial parks where the existing infrastructure can accommodate new industrial and commercial uses.	Follow through With requests	WCZLC	Town Board, Wautoma	Ongoing
LU 1.1a CF 1.4	Where feasible, direct future large scale new industrial / commercial development to existing industrial parks serviced by public sewer and water utilities.	Proactive referral to existing industrial parks	WCZLC	T. Board	Ongoing
LU 1.1b TR 1.7	When practical, direct light intensity new commercial/ mixed-use, and small scale "cottage industry" businesses to areas along highway 21 and Spring Lake when compatible with existing uses.	Town Board decision making sensitivity to existing uses	WCZLC	T. Board	Ongoing
LU 1.1c CF 4.1	Where feasible, encourage large scale new residential development to occur in areas served by the Silver Lake Sanitary District.	Town and County land Use decisions	WCZLC	T. Board	Ongoing
LU 1.2 TR 1.1 ED 7.1	Generally limit the number of new access driveways on through traffic roadways to improve efficiency and public safety and reduce the number where feasible.	Work with the WCZLC & WisDOT	WCZLC, WisDOT, & Town Bd.		Ongoing
LU 1.3 NR 3.3 ED 7.1	Support enforcement of current regulations regarding shoreland development and vegetation removal which protect surface and groundwater from development. These provide for 100 foot setbacks along trout streams and 75 feet along lakes.	Refer to WCZLC & WisDNR	WCZLC WisDNR	T. Board	As needed
LU 1.4 NR 4.1	Encourage the adoption and enforcement of a town ordinance that protects existing scenic vistas by banning off-premise outdoor advertising over 32 sq. ft. in area throughout the town of Marion.	Adopt an ordinance which includes a ban on new billboards	T. Board	WCZLC	2006

LU 1.5 CF 1.1	New residential development should consider conservation subdivision design and other related developments (cluster development, etc.) which exceed current minimum requirements set forth by the state, WDNR, county, and local zoning ordinances.	Consider when reviewing new subdivisions	T. Board	WCZLC	2006 & Ongoing
LU 1.6 NR 4.2	Consider buffering rural land from new residential development by encouraging land owners to establish woodlands and other natural plantings within the required setbacks in new major and minor subdivisions.	Consider when reviewing new subdivisions	T. Board	WCZLC	2006 & Ongoing

See p. 10-11 for abbreviation list.

LU 2. Promote land use patterns that protect and promote public health, safety, and welfare.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 2.1 CF 1.1	Promote development that occurs in a planned and coordinated manner that maintains or improves the quality of life for town residents.	Support the land use plan	T. Board, T. Plan Comm.	WCZLC	Ongoing
LU 2.1a NR 1.1	Educate the public on the locations of abandoned landfill sites. Water sources for residential development should be carefully considered near land fills and other potentially hazardous sites.	Refer to WCZLC	WCZLC	T. Board	Ongoing

See p. 10-11 for abbreviation list.

LU 3. The town should encourage the preservation of local agricultural operations and traditions.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 3.1 NR 4.2 IC 2.2 AGR 2.1	The town should support the "Right to Farm Act". A carefully managed land use pattern can provide an environment in which residential neighborhoods and a diverse mixture of enterprises including agricultural operations can co-exist with minimal conflicts.	Protect existing uses from new incompatible uses in land use decisions made	T. Board	WCZLC	Ongoing
LU 3.1a NR 2.1 AGR 1.1	The town should encourage farming operations to incorporate best management practices which improve the environment and reduce the potential for conflicts with residential uses.	Refer to UWEX and WisDNR	UWEX WisDNR	T. Board	Ongoing
LU 3.1b	Work with Waushara County to revise zoning ordinances which consider the appropriate siting of concentrated animal feeding operations.	Revise zoning ordinances	WCZLC, T. Board	USDA, WCFAA	When situation arises

See p. 10-11 for abbreviation list.

LU 4. Collaborate with surrounding municipalities and towns to ensure compatible land uses near their common boundaries.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 4.1 IC 1.1 IC 8.1 ED 4.1 ED 5.1	Communities within the Group D planning cluster and the County should foster open communications which allow mutually beneficial developments.	Coordinate between towns and the WCZLC	WCZLC, Towns of Marion, Dakota, Wautoma	Mt. Morris, Leon, & Warren	Ongoing
LU 4.2 NR 4.2	Work with the County to ensure the Town is notified of and has the opportunity to provide comments on any new industries which may negatively impact the rural character, aesthetics, natural resource base, or provision of community services within its boundaries.	Work with the County	WCZLC	T. Board	Ongoing

LU 5. Assess the impact of future changes to the transportation network within the planning area.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 5.1 TR 1.7 LU 1.1	Consider land use implications for possible alternatives for a STH 21 bypass. Group D communities should collectively address this issue and propose a supported alternative for the future route and construction techniques which would be utilized in any future construction projects on STH 21.	Work cooperatively with the Group D communities & WisDOT	The Group D cluster commun.'s	WisDOT	At such time as alternative routes are considered
LU 5.2 TR 1.7 LU 1.1	The town of Marion wishes to work with the City of Wautoma, the Town of Dakota, and any other municipalities to suggest potential by-pass routes for STH 21. A joint planning group should propose several alternatives, consider the implications of each alternative, and then collectively agree to support a primary alternative.	Work cooperatively with the Group D communities & WisDOT	The Group D cluster commun.'s	WisDOT	At such time as alternative routes are considered

LU 6. Address current and future recreational needs for town residents.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 6.1 CF 3.1	Consider enhancing and fostering new development which would increase the recreational opportunities for town residents and visitors.	Watch for opportunities to enhance recreation	T. Board & Parks committee	WCPD WCEDC & WCHS	Ongoing
LU 6.2 IC 1.2 CF 3.1 TR 3.2	Consider creating an improved bicycle and pedestrian trail system running the length of the Bannerman Trail with parking facilities at key points along its length such as along the south side of CTH "N" just east of the CTH "E" and "N" intersection, and at the west end of the trail at STH "73".	Watch for opportunities to enhance use of the Bannerman trail	T. Board & Parks committee	WCPD WCEDC WisDNR	Ongoing

INTERGOVERNMENTAL COOPERATION

Town of Marion

Overall Goal and Objectives

INTERGOVERNMENTAL COOPERATION GOAL: Work with neighboring municipalities, Waushara County, state and federal departments and agencies when opportunities and/or issues arise that can be more effectively addressed cooperatively.

Objectives:

- IC 1. Strengthen existing partnerships and build new relationships to promote economic growth in the Town, the area and county.
- IC 2. Participate in a countywide effort to promote the agricultural economy.
- IC 3. Improve communication within the Town and between utilities, Wautoma Area School District, neighboring municipalities, Waushara County and state and federal agencies.
- IC 4. Work with the County to secure state and federal funding.
- IC 5. Encourage joint efforts to protect the natural resources.
- IC 6. Work with Waushara County, WisDOT and adjoining municipalities to insure that the transportation system is safe and fills the diverse needs of area residents.
- IC 7. Explore opportunities for cost efficiencies through shared services.
- IC 8. Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.

IC 1. Strengthen existing partnerships and build new relationships to promote economic growth in the Town, the area and county.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 1.1 CF 1.2 ED 1.2	Monitor monthly meetings of area economic development organizations.	Assign a Town representative to monitor	TM Board	WCEDC, TCREDC, WEDC, WACC	2006 & Ongoing
IC 1.2 CF 3.7 CF 3.8	Work with the Waushara County Economic Development Committee, the Tri-County Regional Economic Development Corporation, the Village of Lohrville and the Village of Redgranite to promote the Bannerman Trail, the quarries and the establishment of a county park in the area.	Coordinate with area communities to promote efforts	TM Board	V. Redgranite V. Lohrville WCPD WACC WCVB TCREDC WEDC	2007 & Ongoing
IC 1.3 CF 3.8	When feasible work with others to promote the historical significance of the quarries in the area.	Encourage efforts	WCHS	Interested volunteers	Ongoing
IC 1.4 ED 6.1 ED 6.2	Encourage the School Districts within the Town of Marion, FVTC, UW-Extension, CAP Services and the business community to work together to provide programs that strengthen the economy of the area and promote life long learning opportunities.	Initiate contact and encourage county wide efforts	TM Board	FVTC, UWEX, CAP, TCREDC, WCEDC, WASD	2007 & Ongoing

IC 2. Participate in a countywide effort to promote the agricultural economy.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 2.1 LU 3.1	Support ongoing efforts of the county to explore opportunities for alternative crop or product development and the corresponding support industries.	Encourage efforts	TM Board WCFB	TCREDC, WCEDC	2007 & Ongoing
IC 2.2 CF1.8 ED 9.1 ED 9.5	Participate in a county agricultural marketing effort.	Work with the County, the regional EDC & others	TM Board WCFB	WACC, WCEDC, TCREDC, UWEX	2007 & Ongoing

IC 3. Improve communication within the Town and between utilities, Wautoma Area School District, neighboring municipalities, Waushara County and state and federal agencies.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 3.1 I 3.1 I 3.2	Establish meetings as needed with the City of Wautoma, Villages of Lohrville and Redgranite and the towns of Warren, Mt. Morris and Dakota and Neshkoro to discuss issues of common interest.	Contact other municipalities as needed to set up the meeting	TM Board	C. Wautoma V. RG & LV, T. Mt. M, Dakota, War & Neshkoro	When needed
IC 3.2 I 3.2 I 3.5	Continue to set up periodic meetings with area community organizations and others to discuss community needs.	Invite area organizations to discuss community needs	TM Board		Annually
IC 3.3 TR 2.6	Continue annual meeting with the County Highway Department and WisDOT to ensure coordination of transportation projects.	Contact WCHD and set up annual meeting	TM Board	WCHD, WisDOT	2007 & Ongoing
IC 3.4 CF 1.3 I 3.1	Set up annual meetings with public and private utilities in the area to discuss current service needs and upcoming projects.	Set up annual mtg to review & coord. upcoming projects	TM Board	SLSD, All utility companies	Annually
IC 3.5 CF 1.2	Work with the Marion Area School Districts to plan new facilities when they are needed.	Contact WASD to set up meeting	TM Board	WCSD W. County	Ongoing as needed

IC 4. Work with the County to secure state and federal funding.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 4.1	Work with neighboring communities to secure grant money for any economically viable project.	When needed work with any community	WCHS WCEDC UWEX	TM Board	Ongoing

IC 5. Encourage joint efforts to protect the natural resources.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 5.1 LU 1.3 NR 2.1-2.5	Work to protect the waterways in the Town of Marion from degradation.	Contact WDNR & encourage local protection efforts	WCZLC	TM PC WDNR	Ongoing

IC 5.2 NR 3.1	Work with the county and other municipalities to control specific problem (invasive) species on a countywide basis.	Contact WDNR & UWEX as needed	TM PC	WCZLC, & WDNR	2007 & Ongoing as needed
IC 5.3 CF 4.1	Discuss the expansion of public sewer and water to surrounding areas when needed	Discuss with SLSD when requested	Party asking for serv.	SLSD TM PC	Future as requested

IC 6. Work with Waushara County, WisDOT and adjoining municipalities to insure that the transportation system is safe and fills the diverse needs of area residents.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 6.1 TR 1.7 ED 2.1 ED 2.4	Participate with WisDOT in future STH 21 corridor planning activities.	Contact ECWRPC & WisDOT	TM Board WCHD	ECWRPC, WisDOT & Communities along 21	Long term
IC 6.2	Partner with area communities to establish strategic locations for park and ride lots for area residents.	Contact ECWRPC / work with WisDOT	WCHP	TM Board, ECWRPC & WisDOT	As needed
IC 6.3 TR 4.1	Collaborate with the County Department of Aging to insure that the needs of the elderly and disabled residents of the Town are being met.	Work with the Waushara Co. Dept. of Aging	TM Board	WCDA & WCDHS	2007 & Ongoing
IC 6.4 TR 2.6 IC 3.4	Collaborate with the Waushara County Highway and park departments, WisDOT, utilities and others to coordinate roadway improvement projects .	Contact & set up annual mtg.	TM PC & Board	Utility Co's. WCHD & PD WisDOT WCHTSC	2007 & Ongoing

IC 7. Explore opportunities for cost efficiencies through shared services.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 7.1 TR 2.6	Work with adjoining municipalities to share road maintenance contracts where cost savings will result.	Contact adjoining municipalities to look for cost sharing efficiencies	TM PC & Board	Budget agents of surrounding communitys	Annual budget time
IC 7.2 CF 1.2	Where appropriate, utilize and share limited resources and offer joint services (i.e. fire district, police, park programs and facilities, etcetera).	Look for cost sharing opportunities	TM Board	TM PC Fire Prot., WCSD WC Parks	Annual Budget review & Ongoing

IC 8. Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.

Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 8.1 LU 4.2	Establish a method of effective communication with nearby municipalities so that all can stay apprised of development within 1,000 feet (or other agreed upon distance) from common borders.	Set up a mtg. with adjacent communities to arrange an agreement	TM Board	Nearby municipalitie s	2007

IC 8.2 LU 4.1 I 3.1 I 3.5	If a situation arises, create a joint committee with surrounding areas to discuss planning issues within the area.	Investigate joint planning w/area communities	TM Board	Area communities	As needed
IC 8.3 LU 4.1	Consider cooperative boundary agreements with all surrounding towns, particularly Redgranite and Lohrville.	Investigate the need for action	TM Board	Area Communities	2007

**Implementation
Town of Marion
Overall Goal and Objectives**

IMPLEMENTATION GOAL: Implement recommendations contained within the Town of Marion Comprehensive Plan to the greatest extent possible

Objectives:

- I 1. Closely monitor the implementation of plan recommendations to ensure that they are being followed.
- I 2. The Town of Marion should update the plan as necessary.
- I 3. Emphasize the need for intergovernmental cooperation throughout the implementation process.

I. 1. Closely monitor the implementation of plan recommendations to ensure that they are being followed.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
I 1.1	The Town Planning Commission should periodically review the implementation schedule to ensure that deadlines are being met.	Semi-annual review schedule for compliance.	M:PC	M:TN. BOARD	2006/ Ongoing
I 1.2	The Town Planning Commission should periodically update the Town Board as to the progress that is being made to implement the plan.	Provide semi-annual updates.	M:PC	M:TN. BOARD	2006/ Ongoing
I 1.3	The Town Planning Commission should annually review the goals, objectives and strategies to address conflicts which may arise between the elements of the plan.	Annually review and address conflicts.	M:PC	M:TN. BOARD	2006/ Ongoing
I 1.4	The Town Planning Commission should prepare a brief annual report.	Prepare a report & submit to M:TN. BOARD.	M:PC	M:TN. BOARD	2006/ Ongoing

I. 2. The Town of Marion should update the plan as necessary.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
I 2.1	If and when needed, the Town Planning Commission should recommend modifications that will better meet the intent of the plan.	Monitor plan & make recomb.	M:PC	M:TN. BOARD	2006/ Ongoing
I 2.2	The Town should update the plan at least every 10 years to meet the standards of the "Smart Growth" legislation.	Review ex. plan & update per state statutes.	M:PC	M:TN. BOARD	2016 or earlier
I 2.3	As available, provide updated information to supplement the plan information.	Update plan as needed.	M:PC	M:TN. BOARD	2007/ Ongoing

I. 3. Emphasize the need for intergovernmental cooperation throughout the implementation process.					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
I 3.1 IC 3.1 IC 3.2 IC 3.4	Solicit input from neighboring communities, Waushara County, governmental agencies and other appropriate organizations regarding how their activities relate to the recommendations in the Town of Marion's comprehensive plan.	Contact others annually to solicit input.	M:PC	M:TN. BOARD	2006/ Ongoing

I 3.2 IC 3.1	Form a Joint Planning Commission for the Wautoma area as described within Wisconsin §.62.23 and §.236.45.	Contact comm. within 1.5 mile radius & form commission.	M:PC	M:TN. BOARD	2007
I 3.3	The Wautoma Area Joint Planning Commission should periodically update the Marion Town Board as to the progress that is being made to implement the individual community plans within the extraterritorial jurisdiction of the City of Wautoma.	Provide quarterly updates, initially, then less frequent.	WAJPC	M:PC	2007/ Ongoing
I 3.4	The Wautoma Area Joint Planning Commission should prepare a brief annual report.	Prepare a report & submit to the M:PC/M:TN. BOARD.	WAJPC	M:PC	2007/ Ongoing
I 3.5	The Town Planning Commission should annually review the goals, objectives, and strategies of the WAJPC, to assure that the vision of the Wautoma Area Joint Planning Commission continues to reflect the goals of a majority of the Group D Communities.	Provide annual review.	M:PC	M:TN. BOARD	2007/ Ongoing