

CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

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CHAPTER 4: UTILITIES AND COMMUNITY FACILITIES

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 8-1, Existing Land Use Map, and Exhibit 4-1 and 4-2, Utilities and Community Facilities, which illustrate the location of the various items discussed below.

INVENTORY AND ANALYSIS

This section describes the existing utilities and community facilities within the Town of Leon.

Wastewater Collection and Treatment

Private on-site wastewater treatment systems (POWTS) serve all of the Town of Leon. Typically, individual systems are designed for each household or business based on the site's soil characteristics and capabilities. However, in some cases, a community, or 'cluster' system, may be used to serve more than one household. In rare cases, some existing development may have only a privy or no system at all. On-site systems, depending on the type and maintenance frequency, can function for 15 to 30 years and can cost-effectively treat wastes in rural areas not served by public sewers.

Beginning in 2000, Waushara County began an inspection program for POWTS. Newer POWTS built since 2000 are inspected every three years. Additional systems are included in the inspection program as they are replaced, or if there has been an improvement of over 25% of existing buildings and/or structures. Waushara County does not allow holding tanks systems for new construction, although they are an option for replacement situations. The Comm 83 rules do allow the use of holding tanks for new construction, however, individual counties and municipalities can continue to enforce such a ban at their discretion. The allowance of private on-site treatment systems will certainly be needed to accommodate new and existing development within the rural portions of the planning area.

As of October of 2008 the State of Wisconsin has created new requirements that will greatly affect POWTS. This change requires that by 2011 all counties in the state have a complete inventory of every POWTS in their area. By 2013 all POWTS will need to be part of the same inspection program that POWTS built since 2000 are a part of.

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 development 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 degraded.¹

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 cropping is prohibited within this corridor. These requirements can be coordinated with soil and water conservation plans required under the Farmland Preservation program².

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

Stormwater Systems

Typically, curb and gutter stormwater systems are located in urbanized areas. ***Due to the rural nature of the town, curb and gutter is limited. A series of open ditches and culverts collects stormwater in the Town of Leon.***

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

¹ *Site Planning for Urban Stream Protection*. 2004. Center for Watershed Protection.

² *Guide to Community Planning in Wisconsin*. 1999. Ohm, B.W.

neighboring watershed.³ 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 prohibited.⁴ 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.⁵ Techniques that can be used to achieve these goals 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 stormwater.² These practices may be used to reduce pollutant loads, maintain groundwater recharge areas, protect stream quality, and limit development within the 100-year floodplain.

Water Supply

The Town of Leon is served by private wells. As such, groundwater is the source of drinking water within the Town. As with many other locations in Wisconsin, a high concentration of minerals in the soil substrate creates “hard” water. Iron, one mineral which contributes to hardness, is found at extremely high levels.⁶ (See the Agricultural, Natural and Cultural Resource Chapter 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

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

³ *The Watershed Approach.* 2004. Wisconsin Department of Natural Resources.

⁴ *Aquatic Buffers.* 2004. Center for Watershed Protection.

⁵ *Better Site Design.* 2004. Center for Watershed Protection.

⁶ Summers, W.K. 1981. *Geology and Groundwater Resources of Waushara County, Wisconsin.* United States Geological Survey Report 1809-B.

sites. 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 Saturdays from 10:00 AM to 4:00 PM year round; and Sundays from 12:00 PM to 3:00 PM during the months of June, July and August.⁷

Residents of the Town of Leon are able to utilize any drop-off site within the county, but they most likely utilize the Saxeville or Poy Sippi site. The Saxeville site, approximately 10 acres in size, is located east of CTH E on Archer side of the village and is manned by one county employee. The Poy Sippi site, one acre in size, is situated west of STH 49 on Bighorn and is manned by one county employee.

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.

Waushara County currently works with Waupaca County to provide a disposal option for household hazardous waste. County residents bring their household hazardous waste to a Waupaca County Processing and Transfer Facility located in Manawa. This program runs from May through October with regular hours of operation. Residents pay a fee for disposing of these hazardous items, but Waushara County helps to reduce costs by contributing grant money towards the program.

Electricity

Adams-Columbia Electric Co-op and Alliant-Wisconsin Power & Light provides electric power to the Town of Leon (Exhibit 4-1).⁸ Adams-Colombia Electric Cooperative is a rural electric distribution cooperative serving approximately 36,156 member/customer in parts of 12 central Wisconsin counties⁹. Alliant Energy is an energy-services provider with subsidiaries serving approximately one million electric and over 400,000 natural gas customers. Wisconsin Power and Light, the company's Wisconsin utility subsidiary, serves 456,000 electric and 182,000 natural gas customers. Alliant Energy is headquartered in Madison, Wisconsin.¹⁰

⁷ Schuman, S. 2005. Personal Communication. Waushara County Parks, Recreation, and Solid Waste Department. Director.

⁸ Waushara County 2005, Utility Data by WPS

⁹ Adams-Colombia Electric Cooperative website: www.acecwi.com. Accessed November 20, 2008.

¹⁰ <http://www.alliantenergy.com>

Natural Gas

Wisconsin Gas Company provides natural gas service to the Town of Leon and is a subsidiary of Wisconsin Energy Corporation (Exhibit 4-1).¹¹ The company serves approximately 583,300 gas customers in Wisconsin.¹² ***WE Energies has a pipeline that runs from east to west through the northern portion of the Town.***

Power Generation Plants and Transmission Lines

ANR Pipeline Company (ANR) operates several gas pipelines within Waushara County. It operates one of the largest interstate natural pipeline systems, delivering natural gas to both Canada and the United States. It maintains about 10,600 miles of pipeline.¹³ ***ANR has a pipeline that runs from north to south in the northwestern portion of the Town.***

American Transmission Company (ATC) owns and maintains a number of transmission lines in the area, however there are no transmission lines in the Town of Leon. ATC began operations on January 1, 2001, as the first multi-state transmission only utility. They own 9,350 circuit miles of transmission lines and wholly and jointly own 500 substations.¹⁴ According to ATC, transmission systems throughout Zone 1 (includes Waushara County) are overloaded and experiencing low voltages.¹⁵

Telecommunications Facilities

According to information obtained from Waushara County, there are no towers located in the Town of Leon.¹⁶

Telephone

Century Kendall and Century Midwest provide service to the Town of Leon.¹⁷ Century Midwest and Century Kendall are both subsidiaries of Century Tel. Century Tel is the nation's seven largest local exchange company whose focus is on geographically clustered markets in rural areas and small cities.¹⁸

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 2010.¹⁹ The federal government recognized this need with the passage of the Telecommunications Act of 1996. Currently, the Waushara County Zoning Ordinance regulates the placement of cell towers within the county.

¹¹ Waushara County 2005, Utility Data by WPS

¹² http://www.business.com/directory/energy_and_environment/natural_gas_utilities/wisconsin_gas_company/profile/

¹³ <http://www.anrpl.com>

¹⁴ www.atcile.com. Accessed November 20, 2008.

¹⁵ ATC. 2008. *10-Year Assessment 2008*.

¹⁶ Waushara County 2008.

¹⁷ East Central Wisconsin Regional Planning Commission, *Milestone Report #1, State of the Region. 2003*.

¹⁸ <http://ir.centurytel.com/>. Accessed December 2, 2008.

¹⁹ Wind Turbines and Birds: Putting the Situation in Perspective in Wisconsin. 2004. Sagrillo, M.

Internet

Due to the proliferation of internet service providers (ISP), area residents can also choose from several national and local ISPs. ***Century Midwest and Century Kendall supply internet service to their customers. Charter Communications provides internet service to parts of Waushara County.*** The availability of high speed access may change as ISPs increase coverage areas or if state and federal regulations or involvement change.

Cemeteries

The ownership and maintenance of the cemeteries within the area varies between public organizations and public entities. According to the 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 cemetery.²⁰ In this manner, some municipalities acquire the management and care of cemeteries; in other instances, the cemetery has always been under public ownership. ***There are three cemeteries located in the Town of Leon*** (Exhibit 4-2):

Pine River Cemetery is located in the unincorporated community of Pine River. This community cemetery is maintained by an association that also works on other historic and preservation projects in the Town of Leon.

Burr Oak (Valley) Cemetery is located on CTH EE; it is maintained by the Town of Leon.

Hall Burial is located in section 11 on CTH H in the Town of Leon. Matthew Hall who died on December 17, 1859 is buried at this location.²¹

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 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 both urban and rural counties. Table 4-1 identifies available information on the number of regulated childcare facilities in the area. These figures are for licensed childcare providers only. A license is required for those who provide care for four or more children under the age of 7 at any one time.²²

²⁰ *Wisconsin State Statutes, Chapter 157.*

²¹ <http://www.rootsweb.ancestry.com/~wiwausha/cemeteries.html>

²² *Wisconsin State Statutes 48.65.*

ChildCare Resource & Referral, Inc. works with counties and the State in monitoring childcare 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 ChildCare Resource & Referral, Inc. and CAPSELL Services works with Waushara County.*

Residents of the Town of Leon most likely use childcare facilities in Wautoma. These facilities have a combined capacity of 122 children.

UMOS is a non-profit, community-based organization which provides housing and other services to underserved populations.²³ Within Waushara County, migrant workers utilize these programs. UMOS operates a housing complex, Head Start program, and childcare facilities in Plainfield and Berlin. The licensed facility provided childcare for 130 children in 2008.²⁴

Table 4-1. Childcare Facilities

Provider	Regulation Type	City	Capacity
Kathy's Clubhouse	Licensed Family	Almond	8
Little Blessings Christian Daycare	Licensed Group	Berlin	22
Tiny Tots Daycare	Licensed Family	Berlin	8
UMOS-Aurora Center	Licensed Group	Berlin	70
Kopach Family Daycare	Licensed Family	Coloma	8
Lor's Kinder Kare	Licensed Family	Coloma	8
Diane's Little Treasures Daycare	Licensed Family	Neshkoro	8
Trina's Little Critters Daycare	Licensed Family	Plainfield	8
UMOS-Plainfield Center	Licensed Group	Plainfield	60
Wendy's Little Ones	Licensed Family	Plainfield	8
Little Lambs' Haven	Licensed Family	Redgranite	8
Little Rascals Daycare	Certified	Redgranite	6
Little Sprouts Discovery Center	Licensed Group	Redgranite	60
UMOS-Spring Lake Center	Licensed Group	Redgranite	96
Country Kids Preschool	Licensed Group	Saukville	24
Beckies Daycare	Licensed Family	Wautoma	8
Dancing Star Daycare	Licensed Family / Certified	Wautoma	8
Deb's Den	Licensed Family	Wautoma	8
Jessica's Daycare	Certified	Wautoma	6
Little Peanuts	Licensed Family	Wautoma	6
Little Tykes Family Daycare	Licensed Family	Wautoma	8
Little World of Wonders Daycare	Licensed Family	Wautoma	8
Peek-a-boo Daycare	Licensed Family / Certified	Wautoma	8
Sweet Peas	Licensed Family	Wautoma	8
Village of Learning Inc	Licensed Group	Wautoma	34
Wautoma Early Learning Center	Licensed Group	Wautoma	20
Day Dreams Family Child Care	Licensed Family	Wild Rose	8
Happy Hearts Family Daycare	Certified	Wild Rose	6

Source: *Mid-Wisconsin Child Care Resource & Referral, 2008*

According to the Mid-Wisconsin ChildCare Resource & Referral agency, a need exists in Waushara County for additional childcare, especially for children of non-traditional workers such

²³ UMOS. 2006. *Welcome to UMOS*. <http://www.umos.org>.

²⁴ Mid-Wisconsin Child Care Resource & Referral, 2008 .

as second 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 2007, these programs provided almost 4,000 individuals with assistance.²⁵ ***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.

Meals along with activities and fellowship are provided to seniors at eight locations throughout Waushara County. The closest site is located at the Redgranite Civic Center at 202 Pine River Street in the Village of Redgranite. All sites are open from Monday through Friday unless indicated otherwise. Participants must be age 60 or older, but a spouse and/or caregiver any age are welcome to participate as well. Besides Redgranite, other locations include the Wautoma-Waushara Senior Center (W8220 Cottonville Avenue in the Town of Dakota), the Wild Rose Community Center (500 Wisconsin Avenue), the Plainfield Senior Center (114 W. Clark Street), the Hancock Community Building (420 Jefferson Street), the Coloma Community Center (155 Front Street; Monday, Wednesday, Thursday and Friday), and The House Next Door in Poy Sippi (W2306 Prospect Street; Tuesday and Thursday). Meals are served at the Saxeville Town Hall (W4022 Archer Avenue; Monday and Wednesday)²⁶. Meals are also delivered to individual residences. Currently, the county provides this service to nearly 1,000 senior citizens²⁷.

The Aging & Disability Resource Center of Green Lake, Marquette and Waushara Counties provides information and assistance on aging, long term care, disabilities, and other related topics. A grant written in 2007, and extended through 2010 has allowed the expansion of services and the development of this tri-county consortium²⁷.

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

²⁵ Waushara County Department of Aging Services. 2007. *Waushara County Department of Aging Services Summary.*

²⁶ Communication with the Aging and Disability Resource Center, November 21, 2008.

²⁷ Waushara County Department of Aging Services 2007 Summary

residences. Since this program is supervised by an attorney, legal help is available to seniors with an appeal process if they are denied claims or assistance.

According to the Aging and Disability Resource Center, transportation remains an issue within the county.

The **Wautoma-Waushara Senior Center** is located at W8220 Cottonville Avenue 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

The Wisconsin Department of Health and Family Services (DHFS) regulates adult care facilities. Several types of residential services exist for the elderly. These include Residential Care Apartment Complexes (RCACs), Adult Family Homes (AFHs), Community Based Residential Facilities (CBRF), and adult day cares.

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.²⁸

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 of advanced age or persons with dementia, Alzheimer's, or physical disabilities.²⁹

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.³⁰

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 is an adult day care facility in Wautoma called Adult Day Services Living Environmental. Cooperative Care, based out of Wautoma and Redgranite, provides in-home personal and home care services to elderly and disabled residents.*** The profits from this member owned cooperative are divided up between

²⁸ DHFS. 2006. *Residential Care Apartment Complexes (RCACs) – Introduction*. http://dhfs.wisconsin.gov/rl_dsl/RCACs/RCACintro.htm

²⁹ DHFS. 2006. *Adult Family Homes – Introduction*. http://dhfs.wisconsin.gov/rl_DSL/AdultFamilyHomes/AFHintro.htm

³⁰ DHFS. 2006. *Community Based Residential Facilities (CBRFs) – Introduction*. http://dhfs.wisconsin.gov/rl_dsl/CBRF/CBRFintro.htm

all the members who worked in that year. Table 4-2 lists the number of adult care facilities that Town of Leon citizens may choose to use and their corresponding capacities. ***Facilities for Waushara County are located in Wautoma and Redgranite.***

Table 4-2 Elderly Care Facilities

Facility	Waushara County	
	Number	Capacity
Residential Care Apartment Complexes (RCAC)	3	93
Adult Family Homes (AFH)	5	19
Community Based Residential Facilities (CBRF)	8	106
Adult Day Care Facilities (ADC)	1	40
Total	17	258

Source: Wisconsin Department of Health and Family Services, 2008.

Although the elderly population is healthier and living longer than in the past, assistance will likely be needed at some point in their lives. The type of assistance preferred should be identified with input from potential users. ***The overall capacity for adult care facilities serving the planning area is 258 persons.*** By 2030, about 30 percent of the population in Waushara County is projected to be age 65 or older.³¹ As the population ages, it can be assumed that 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 assistance to senior citizens who wish to remain in their homes.

Police Service

Waushara County Sheriff Department

The Waushara County Sheriffs Department provides around the clock law enforcement services to the Town of Leon, as needed. The sheriff's department has two vehicles patrolling the entire county from 5:00 AM to 5:00 PM, while three patrol vehicles work in the county the remainder of the day. ***Response time in the Town of Leon is about 10 minutes. New in 2008, the Sheriff's department provides boat patrol for all lakes within Waushara County.***³²

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 availability to county residents who do not live near the sheriff's office.³³ The department employs 25 full-time sworn officers.

³¹ Wisconsin Department of Administration, 2004.

³² K. Moser, Town of Springwater Clerk, December 5, 2008.

³³ *Waushara County Sheriff Department Annual Report*, 2003. Waushara County Sheriff Department.

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 schools in Wautoma, Redgranite, and Wild Rose.

Several specialized units, including drug enforcement and canine units, 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).³⁴ In 2000, the County instituted an enhanced county-wide 911 system. The County is now working with Green Lake County, Centurytel and other county agencies on a wireless 911 project.

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.³⁵ As of October 31, 2006, for a police department serving a community of 25,000 to 49,999 residents, the state average was 1.74 sworn employees per 1,000 residents served. ***For a sheriff's office (includes most jail personnel), the state average was 1.77 sworn employees per 1,000 residents served. The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.***

Plans exist to upgrade several facilities. In 2003, a joint effort to develop an interoperability plan was initiated between 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. Additionally, all equipment upgrades identified in the 2007 Radio Improvement Project were purchased and installed.³⁶ 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.

The Waushara County Sheriff's Department maintains 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 2003, total adult admissions to state jails increased by 30 percent from 2001 to 2003, while Waushara County jails have decreased by 20.1 percent in the same time period.³⁷

³⁴ Waushara County Sheriff's Department. 2000. Personal Communication

³⁵ Office of Justice Assistance Statistical Analysis Center. 2003. *Crimes and Arrests in Wisconsin*.

³⁶ Waushara County Sheriff's Department Annual Report, 2007.

³⁸ Office of Justice Assistance Statistical Analysis Center. 2003. *Crimes and Arrests in Wisconsin*.

³⁷ *Wisconsin Adult Jail Populations*, 2003. Office of Justice Assistance.

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. Waushara County reported an ADP of 87 in 2003 which is a 42 percent decrease from 2001. 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. ***There are three correctional facilities in Waushara County; the Waushara Huber Facility, the Waushara County Jail and the Redgranite Correctional Institution.***

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 1,013 inmates.³⁸ The prison employs 182 security staff and 94 other employees.

Fire Protection

The Town of Leon is served by two different fire departments (Exhibit 4-2). The Area Redgranite Fire District provides fire protection services to the southwest section of the Town, while the Poy Sippi Fire Department covers the remaining Town. In compensation for the fire protection services the Town of Leon pays a yearly fee.

The Poy Sippi fire station is located on Spring Street in the unincorporated village of Poy Sippi. It has six doors, an office, kitchen, bedroom, and meeting rooms. It generally meets the needs of the department but the addition of an exercise/rehabilitation room has been mentioned. The department operates two pumper trucks, two tanker trucks, two grass trucks, one first responder medical truck and one rescue van that carries equipment. The department is continually updating the trucks on an as needed basis. The Poy Sippi department also owns an abandoned schoolhouse that it uses for training. There are currently thirty-eight volunteers on the fire fighter roster along with eight additional persons that serve as first responders.

The Redgranite fire station is located in the Village of Redgranite on Bannerman Avenue and is also home to the Village police. The building has four stalls, two offices, a dispatch room and bathrooms. The department operates three pumper trucks, one tanker truck, one brush truck, one equipment truck and one rescue/equipment truck. A 1978 pumper truck was replaced, and a new pumper truck with a capacity of 2000 gallons per minute was acquired. Recently a ladder truck with an 85' reach and basket was acquired, expanding the department's capabilities. There are currently thirty volunteers on the fire fighting roster plus two radio

³⁸ *Offenders Under Control Report*, 2008. Wisconsin Department of Corrections.

operators. This department supplies first responder service which accounts for about two thirds of its total calls³⁹.

The Insurance Service Office (ISO) of Wisconsin, through the use of the Fire Suppression Rating Schedule, evaluates the adequacy of fire protection within the state for municipal fire protection.⁴⁰ 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 areas typically have ratings of class 8 through 10 (Table 4-3). ***The Area Redgranite F.D. and the Poy Sippi F.D. have an ISO rating of 9 within the Town of Leon.***

Table 4-3. ISO Ratings

Fire Department	Coverage Area	Class
Coloma FD	V. & T. Coloma, T. Richford (partial)	6, 6/9
Hancock FD	V. & T. Hancock, T. Deerfield (partial)	7/9
Plainfield FD	V. & T. Plainfield, T. Oasis	6/9
Area Redgranite FD	V. Redgranite, T. Marion (partial), T. Mt. Morris (partial) T. Leon (partial), T. Warren (partial), V. Lohrville	5, 5/9
Wild Rose FD	V. Wild Rose, T. Rose, T. Springwater (partial) T. Wautoma (partial), T. Mt. Morris (partial)	8, 8/9
Poy Sippi FD	T. Poy Sippi, T. Saxeville (partial), T. Leon (partial), Tustin	8/9
Saxeville/Springwater FD	T. Saxeville (partial), T. Springwater (partial)	8/9
W. Bloomfield	T. Bloomfield	9/9
Wautoma Area FD	T. Dakota, T. Deerfield (partial), T. Marion, T. Mt. Morris, T. Richford (partial), C. Wautoma	5, 5/9
Berlin FD (Green Lake Co.)	C. & T. Berlin, T. Seneca, T. Aurora, T. Rushford, T. Nepeuskun (partial), T. Warren (partial)	4, 4/9
Neshkoro FD (Marquette Co.)	V. Neshkoro, T. Crystal Lake, T. Neshkoro, T. Marion (partial)	9

Source: Milestone Report #1; State of the Region, ECWRPC 2003

³⁹ Community Management Plan, Town of Hancock, 2005. East Central WI Regional Planning Commission.

⁴⁰ ISO. 2006. Fire Suppression Rating Schedule. <http://www.iso.com/products/2400/prod2404.html>.

The standards for fire station location utilized by the National Board of Underwriters are given in Table 4-4. These standards are based on the density of development in the station service area.⁴¹ Since the towns constitute a relatively low-density rural area, a four to six mile service radius is the recommended standard.

Table 4-4. 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: American Planning Association, 1988

Health Care Facilities/Emergency Medical Services

There are no hospitals located within the Town of Leon; however there are eight hospitals located within approximately 50 miles. Table 4-5 indicates which hospitals are used by residents of the various communities as well as the approximate distance between the hospital and the municipality, and general information about the area hospitals.

Emergency medical services for the Town of Leon are provided by the Waushara County EMS. The various fire districts and local fire departments within the county also have First Responders on staff that can assist with the 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 Poy Sippi and Redgranite Area Fire District/Departments employ EMT/First Responders.

⁴¹ American Planning Association. 1988. 1988 Small Town Planning Handbook.

Table 4-5. Area Hospitals

	Adams Co. Memorial, Friendship	Wild Rose Comm. Mem., Wild Rose	Riverview Hosp. Assoc., WI Rapids	Berlin Memorial, Berlin	Divine Savior, Portage	St. Michael's, Stevens Point	Mercy Medical Center, Oshkosh	Aurora Medical Center, Oshkosh
Distance	55	16	54	13	62	52	27	26
Beds Set Up & Staffed	25	25	69	25	52	122	172	71
Level of Service:								
Adult Med-Ser, Acute	1	1	1	1	2	1	1	1
Orthopedic	2	2	2	2	2	2	1	2
Rehab & Phy. Med.	2	2	2	5	2	5	1	5
Hospice	4	2	4	5	5	3	4	2
Acute Long- Term Care	5	5	5	5	5	5	4	5
Other Acute	5	5	5	5	5	5	5	5
Pediatric, Acute	2	2	2	2	2	1	5	1
Obstetrics	5	5	1	1	1	1	1	1
Psychiatric	5	5	2	5	5	1	1	5
Alcoholism/Chem. Dep.	5	3	2	5	2	2	2	5
ICU/CCU:								
Med.-Sur.	5	5	2	2	1	2	2	2
Cardiac	5	5	2	2	5	2	2	2
Pediatric	5	5	2	2	5	2	2	5
Burn Care	5	4	5	5	5	5	2	5
Mixed IC	5	5	1	1	5	1	1	1
Step-Down (Sp. Care)	5	5	2	5	1	1	2	2
Neonatal Interm/IC	5	5	5	5	5	1	4	1
Other	5	2	5	5	5	5	5	5
Subacute	5	2	5	5	5	5	1	5
Other Inpatient	5	5	5	5	5	5	5	5
1 = Provided-Distinct Unit, 2 = Provided-Not Distinct Unit, 3 = Available in Network, 4 = Contracted, 5 = Service Not Provided								

Source: 2006 Wisconsin Hospital Guide, Office of Health Care Information, State of Wisconsin

Libraries

Town of Leon residents have access to a number of libraries within the county, but will most likely use the Pine River Public Library located in the unincorporated Village of Pine River. This library receives much of its funding from the towns of Leon and Saxeville. Other libraries in the County receive their funding through a combination of local and county funding based on who uses them. Any town, city or village resident has access to the

materials in any county-supported library within Waushara County. Other county supported libraries within a reasonable distance from the Town of Leon include the Poy Sippi and Redgranite public libraries. All libraries in Waushara County are members of the Winnefox Library System; an organization that promotes cooperative efforts in interlibrary loans, library programs and resident borrowing privileges. Table 4-6 provides relevant information for all libraries within Waushara County.

Table 4-6 Public Library Statistical Data

	Library Type	Municipal Population 2007	Additional Service Population	Total Service Population 2007	Annual Hours Open	Total Staff	Library Materials Total
Waushara							
Coloma	Municipal Library	471	1,276	1,747	1,716	1.60	\$9,013
Hancock	Municipal Library	441	898	1,339	1,508	1.13	\$7,050
Pine River	Joint Library	2,486	247	2,733	1,560	1.15	\$6,091
Plainfield	Municipal Library	884	1,105	1,989	1,540	1.33	\$9,560
Poy Sippi	Municipal Library	967	862	1,829	1,404	0.73	\$5,123
Redgranite	Municipal Library	2,076	1,150	3,226	1,248	0.90	\$4,231
Wautoma	Municipal Library	2,109	6,608	8,717	2,600	3.20	\$22,285
Wild Rose	Municipal Library	730	2,826	3,556	2,264	2.20	\$11,013
Waushara Total		10,164	14,972	25,136	13,840	12.24	\$74,366
	Book and Serial Volumes Owned	Audio Materials	Video Materials	Other Material	Periodical Subscriptions	E-Books	Electronic Audio Materials (downloadable)
Waushara							
Coloma	10,136	998	1,897	31	51	8,825	2,745
Hancock	7,795	563	2,270	37	45	8,825	2,745
Pine River	12,214	1,099	2,551	21	50	8,825	2,745
Plainfield	15,946	962	1,923	0	45	8,825	2,745
Poy Sippi	11,551	604	2,568	86	15	8,825	2,745
Redgranite	13,360	509	1,873	0	20	8,825	2,745
Wautoma	20,318	2,389	4,598	400	107	8,825	2,475
Wild Rose	11,949	1,155	3,439	1,042	40	13,391	0
Waushara Total	103,269	8,279	21,119	1,617	373	75,166	18,945

Source: Wisconsin Department of Public Instruction, 2007

Service targets for libraries are based on quantitative standards contained in the Wisconsin Library Standards. Reported for each standard is the effort required to achieve basic, moderate, enhanced or excellent levels of service. These standards are based on the population served and vary for a community in regard to municipal population versus service population. For the Pine River, Poy Sippi and Redgranite public libraries (the most likely to be

used by Town of Leon residents), municipal and service population varies greatly (Table 4-6). Other standards that apply, besides what is listed in Table 4-7 are that a certified library director is paid to perform board-designated duties for no fewer than 25 hours per week and that the library supports the library director's continuing education. None of the libraries employ a certified library director. Additionally the operating budget for the Pine River, Poy Sippi and Redgranite public libraries are less than the minimum standards.

Table 4-7. Library Service Levels

Criteria	Pine River		Poy Sippi		Redgranite	
	Municipal	Service Pop	Municipal	Service Pop	Municipal	Service Pop
Staff FTE	<Basic	Basic	<Basic	<Basic	<Basic	<Basic
Volumes Held (print)	<Basic	Basic	Moderate	Basic	<Basic	Basic
Periodical Titles Received	<Basic	Moderate	<Basic	<Basic	<Basic	<Basic
Audio Recording Held	Moderate	Excellent	Enhanced	Enhanced	<Basic	Basic
Video Recordings Held	Moderate	Excellent	Excellent	Excellent	Moderate	Enhanced
Hours Open per Week	Basic	<Basic	Basic	Moderate	<Basic	<Basic
Materials Expenditures	<Basic	<Basic	<Basic	<Basic	<Basic	<Basic
Collection Size (print, audio, video)	<Basic	Moderate	Moderate	Basic	<Basic	Basic

Source: Public Library Service Data, 2007; Wisconsin Public Library Standards, 4th edition, 2005.

The Pine River Public Library provides a less than basic level of service for a number of criteria listed above based on municipal population (Table 4-7). Based on service population, the Poy Sippi and Redgranite public libraries provide a basic or less than basic level of service for a number of criteria. Generally, funding levels for all libraries fall short.

Education

Primary and Secondary Education

The Town of Leon is served by three school districts: the Wild Rose School District, the Wautoma Area School District and the Berlin Area School District (Exhibit 4-2).

Wild Rose School District

The northern section of the Town is served by the Wild Rose School District. The Wild Rose School District operates a total of four schools: Wild Rose High School/Middle School (grades 9-12/6-8, Wild Rose), Wild Rose Elementary (pre-k thru 5, Wild Rose), and Pleasant View Elementary School (k-5, Pine River).⁴² The district is comprised of 88.9 staff members, 734 students, and a pupil to teacher ratio of 13.1.⁴³ ***According to the district, a declining enrollment is being experienced at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the district for the near future.*** However, it may be necessary to provide updates to the schools in the future based on technological advances.⁴⁴

⁴² Wild Rose School District, 2006. Philosophy of Education. <http://www.wildrose.k12.wi.us>.

⁴³ Wisconsin Taxpayers Alliance. 2008. *School Facts 08*.

⁴⁴ Olson, C. 2005. Personal Communication. District Administrator. Wild Rose School District.

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 Wild Cats, sits on the site of the former three story school building, which was built in 1902 and housed all 12 grades. 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 the new grade school in 1996. The Wild Rose Elementary School is located at 825 Mt. Morris Street in Wild Rose.

Berlin Area School District⁴⁵

The southeast quarter of the Town of Leon is served by the Berlin Area School District. The Berlin Area School District's administrative offices are located at 295 E. Marquette Street in Berlin. The district operates a total of four schools: Berlin High School (grades 9-12, Berlin), Berlin Middle School (grades 6-8, Berlin), Clay Lamberton Elementary (k-5, Berlin) and Poy Sippi Elementary (k-4, Poy Sippi). The district is comprised of 212.3 staff members, 1,667 students, and a pupil to teacher ratio of 14.0.⁴⁶

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.*** 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 district schools in the future based on technological advances.⁴⁷

Wautoma Area School District

The Wautoma Area School District serves the southwest portion of the Town of Leon. The district has a total of 197.4 staff members, 1,486 students, and a pupil to teacher

⁴⁵ Town of Aurora Comprehensive Plan, June 2007. East Central Wisconsin Regional Planning Commission.

⁴⁶ Wisconsin Taxpayers Alliance. 2008. *School Facts 08*.

⁴⁷ Runice, J. 2005. Personal Communication. District Administrator. Berlin Area School District.

ratio of 13.0.⁴⁸ It 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 additions or renovations to any of the schools planned at this time⁴⁹. ***Therefore, due to declining enrollment and school capacities, it is anticipated that the schools will be able to continue to serve the district's anticipated 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 1930'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 – 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 in the Village of Redgranite at 513 Bonnell Avenue.

Institutions of Higher Education

The Town of Leon does not have any institutions of higher education. However, UW-Oshkosh (Oshkosh), UW-Stevens Point (Stevens Point), Lawrence University (Appleton), and Ripon College (Ripon) are within an hour's drive of the area. UW – Fox Valley (Menasha) is a two-year university offering freshman and sophomore level classes. Students can earn an associate's degree, or credits are transferable to all four-year UW system schools.

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.⁵⁰ These districts tend to follow school district boundaries rather than county lines. ***The Town of Leon is part of the Fox Valley District.*** 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

There are no community theaters in the Town of Leon. Several smaller theaters are located in City of Wautoma and the towns of Saxeville and Mount Morris. These theaters schedule a diverse calendar of events throughout the year including musical concerts, talent

⁴⁸ Wisconsin Taxpayers Alliance. 2008. *School Facts 08*.

⁴⁹ Personal conversation with the Wautoma Area School District, December 2, 2008.

⁵⁰ Wisconsin Department of Instruction. 2006. *Wisconsin Technical College Districts*.
<http://dpi.wi.gov/lbstat/techcmap.html>.

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.⁵¹

Other Municipal Buildings

Town Halls/Maintenance Garages

The Town of Leon has a Town Hall/Community Center located on CTH E in the unincorporated village of Pine River.⁵² This historic Town hall was originally built as a school and converted to a Town hall in the 1960's. The School district of Wild Rose continues to maintain ownership of the facility with the Town paying a token yearly lease. The Town Hall is maintained by the Pine River Restoration Club and it has received numerous improvements. Improvements include the roof, exterior paint, electrical systems, windows, wall insulation, a wheel chair ramp and porch improvements. The interior is very close to the way it was originally with two rooms and bathrooms, but cooking facilities, that include a stove and refrigerator, have been added. The facility is available to citizens and has been used for such things as weddings and birthdays along with 4H, Homemakers Club and Town business.

The Town Clerk has a home office and will handle Town business upon request or by appointment. More recent Town records are kept at the clerk's home while back records are stored at the Town Hall.

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. ***There are no county parks found within the Town of Leon.*** However the following county facilities are located within the surrounding towns and are described below.^{53,54}

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

⁵¹ McComb-Brush Performing Arts Center. 2006. <http://www.mccombbruchspac.com>.

⁵² Town of Leon Land Management Plan, May 2002. East Central Wisconsin Regional Planning Commission.

⁵³ Waushara County Parks, Recreation, and Solid Waste Department. 2006.

<http://www.co.waushara.wi.us/parks.htm>

⁵⁴ Waushara County Outdoor Recreation Plan, April 2006. East Central Wisconsin Regional Planning Commission.

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.

Otto Brey County Park occupies a six acre site on the southern shore of the Auroraville Millpond in the Town of Aurora. The park serves residents in the southeastern portion of Waushara County. The park features a softball field and a large shelter suitable for local functions, which was a major project undertaken by local service organizations. Other facilities include restrooms, playground equipment, picnic facilities, a boat ramp with a fishing/boarding pier, and a paved parking area along Cottonville Court. Because of the millpond's shallow gradient, additional boat ramp improvements are still needed. Recent activity includes erosion control at the boat landing.

Development of **Pony Creek County Park** was encouraged by the WDNR, which granted a permanent easement to the land in 1991. Since its development, this 16-acre site has become one of the most heavily used parks in the county. Located west of Tustin where Pony Creek drains into Lake Poygan, the park has been designed to provide an extensive shoreline fishing area. Development consists of a paved parking area; parking area fencing; a park sign; benches, picnic tables, and grills; restrooms; a shelter; electrical service; a shoreline path; and a handicapped drinking fountain. Future plans call for the installation of playground equipment and development of a nature trail and boardwalk. Existing parking has been found to be inadequate during peak bank fishing.

Mt. Morris County Park

Located on CTH W in the Town of Mount Morris, Mt. Morris County Park's 383 acres comprise over half the parkland in the county park system. Mt. Morris itself, the granite monadnock on which the park is located, is one of the most prominent features in Waushara County. An overlook area protected by safety fencing provides panoramic views 300 feet above the surrounding countryside. Most of the park's developed areas are located on flatter areas near the top of the hill. Facilities include a shelter house, tables and grills, three restroom buildings, play equipment, drinking water, two tennis courts, basketball goals, volleyball courts, a fenced ball diamond and concession stand. The ball diamond receives light use from Mount Morris area citizens. In 2002, the County purchased an additional 7.4 acres along CTH W and has begun a prairie restoration.

The northern slope of Mt. Morris is leased out as a ski hill complex, with tubing runs planned for 2007. The parking area at Nordic Mountain serves as a trailhead for 9.6 km. of county-maintained cross-country ski trails. About three-fourths of the trail is in Mt. Morris County Park while the remainder is in adjacent Willow Creek County Park and adjacent private lands. In 2005 the County entered into a lease arrangement with Nordic Mountain's new owner.

Willow Creek County Park

This one-acre site provides walk-in access to Willow Creek, a class I trout stream. A small parking area off the entrance road into Nordic Mountain Ski Hill serves the park. A restroom building and picnic facilities are available. The park is on a loop of cross-country ski trail that originates at the Nordic Mountain parking lot. Much of this trail parallels the west bank of the stream, contrasting with the more wooded and hillier terrain of the trails in Mt. Morris County Park.

Lake Alpine County Park

This 17-acre county park lies about a quarter mile north of STH 21 midway between Wautoma and Redgranite in the central portion of the county. Recreational facilities include a shelter, restrooms, boat ramp, picnic facilities, a variety of play apparatus, drinking water and volleyball courts. A portion of the shoreline is used for swimming. Parking is considered generally adequate while the restrooms are considered inadequate. As part of this site, Waushara County also owns and is responsible for maintaining the dam and adjacent dikes. Improvements to the dam and dike riprapping were undertaken several years ago and further improvements were made in 2004. In 2003 a boundary survey was conducted and property lines marked. A natural shoreline restoration project is currently underway.

Kusel Lake County Park

Kusel Lake is one of the county's most fully developed and heavily used parks. Waushara County owns 33 acres of the 92-acre park while the remaining 59 acres are leased from the Town of Springwater. A new lease agreement with the Town was entered into in 2001. Much of the park lies beneath the canopy of a mature pine plantation. Facilities near the water's edge include a boat launch, play equipment, picnic facilities, shelter building with restrooms, and parking. A portion of the shoreline is used for swimming. Parking capacity in this area is considered inadequate while erosion control along the shoreline remains an ongoing problem. Upland development includes an additional shelter/restroom, other picnic facilities, two tennis courts, basketball goals, play equipment, security lights, and a large parking area. Drinking water is available in both areas. The lower parking area serves as the trailhead for 8.8 km. of County-maintained ski trail, consisting of three loops through the park and adjacent Camp Luwisomo land. In 2003, the boat landing and tennis courts were resurfaced, the lower shelter was renovated, and its former hand pump was replaced with a bubbler and jug filler. In 2005, renovation of the park's upper shelter was begun. Another 2005 project was a property survey and boundary markings. The County continues to work with the U.S. Fish and Wildlife Service on an ongoing prairie restoration project.

Big Hills Lake County Park

Located in the Town of Mt. Morris in the north central portion of Waushara County, Big Hills Lake County Park occupies a 5-acre parcel at the southwest end of Big Hills Lake. An undeveloped portion of the site is located away from the lake west of CTH WW. Facilities adjacent to the lake include a boat ramp, a paved parking area, a restroom building, a merry-go-round, and picnic equipment. Dusk-to-dawn lighting is available. Another park feature is a stormwater runoff detention buffer, which was done in cooperation with the Big Hills Lake Association, DNR, and the Land Conservation District (LCD). To ensure the future aesthetics of the park, the County has established an ongoing tree replacement program to replace deteriorated trees as they are removed. A boundary survey was conducted in 2001 and a boarding pier was installed in 2003.

Flynn's Quarry County Recreational Property

Flynn's Quarry is a 40-acre County-owned recreational property that surrounds a former granite quarry on CTH N near the Village of Lohrville. Near vertical rock walls surrounding a deep 3-acre quarry pond make the parcel one of the county's most unique recreational properties. Remnants of two former mine buildings are found on the site along with a number of abandoned artifacts,

which are submerged on the floor of the quarry. While the steep rock walls and deep pond create some safety problems, cliff diving and scuba diving are unique recreational experiences traditionally enjoyed by visitors to the site. However, vandalism and after-hours use have created long-term problems for the County in managing this parcel. At the present time, Flynn's Quarry is leased to a dive shop for site management. Public use for scuba activities is arranged through Precision Sports Shop in Oshkosh.

Town of Leon

There are currently two parks that the Town of Leon has responsibilities for (Exhibit 4-2). The grounds around the Town hall have playground and park facilities which the Town maintains. These facilities include playground equipment left from the former school use of the town hall building, picnic facilities and a parking area. A local 4H chapter helps to maintain the park which includes a ball diamond, across the street from the town hall. There is another modest quarter acre park by the pond in the unincorporated village of Pine River that the Town maintains.

Recreational Needs

According to the National Park and Recreation Association, local communities should provide 10 acres of park and open space for every 1,000 residents.⁵⁵ Generally, smaller communities may require more acreage if all recreational needs are to be met. This is particularly the case when a community 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.

These standards suggest that Leon's present need is 15 acres. This figure is expected to increase to 19 acres by 2030, as the population of the Town increases to 1,812 people. ***The Town of Leon currently has 1.5 acres of park and recreational land, plus WDNR holdings. Based on these standards the Town has an adequate amount of park and recreational to meet these standards through the year 2030.***

Lakes

Many significant lakes, including Pearl and Middle and the Pine River Millpond can be found within the area.⁵⁶ The lakes provide a diversity of recreational opportunities including boating, swimming, and fishing. Many of the lakes within the area have public access. More information is presented below and in the Natural Resources element of this plan.

Peal Lake is located in section 30 and is approximately 92 acres in size with a maximum depth of 50 feet. This lake has a sand, gravel and muck bottom with small amounts of marl. It supports a fishery consisting of northern pike, largemouth bass, black crappies, rainbow trout and bluegills. Public access is available to this lake.

Middle Lake is located in section 29 and is approximately 20 acres in size with a maximum depth of 14 feet. This lake has a sand and muck bottom and supports a fishery of perch,

⁵⁵ Recreation, Park, and Open Space Guidelines, 1990. National Park and Recreation Association.

⁵⁶ Wisconsin DNR. 1970. *Surface Water Resources of Waushara County.*

largemouth bass, northern pike and bluegills. Annual winterkill, fluctuating water levels and excessive weeds cause some management problems. Public access is not available to this lake. **Pine River Millpond** is located in section 4 and is approximately 28 acres in size with a maximum depth of 4 feet. Public access is available to this pond.

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. There are several of these facilities located throughout the county, collectively occupying nearly 2,000 acres of land. **However, there are no camps in Leon.** While the facilities they provide are generally not available to the public, the county benefits from goods and services they obtain from local vendors. In recent years, some of these camps have been sold off.⁵⁷

School and Town Forests

Three school forests and a town forest provide 819 acres of passive open space in Waushara County. These facilities include the Tri-County School Forest (230 acres), the Wild Rose School Forest (128 acres), the Coloma School Forest (40 acres) and the Town of Rose Forest (421 acres). **There are no school or town forests located within the Town of Leon.**

Campgrounds

Sixteen private campgrounds are located throughout Waushara County. These facilities occupy an estimated 250 acres and provide an estimated 1,700 camping sites. Most of the campgrounds offer a diversity of recreational activities including swimming, boating, and fishing. **There is one campground in the Town of Leon: Flanagan's Pearl Lake Campsite.**

Snowmobile Trails

About 285 miles of state-funded snowmobile trails are available in Waushara County. The public trail network and 50 miles of 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. Snow permitting, the public snowmobile trail system has a major impact on county's economy during the winter months. **The private trails within the area are maintained by the Poy Sippi Hillclimbers.**

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 total an estimated 800 acres and accommodate a variety of uses including trap and other shooting ranges; a snowmobile club; hunting and fishing grounds, areas set aside for preservation; and, in the case of private hunting clubs, hunting opportunities on a fee basis. Some of the hunting clubs also provide overnight

⁵⁷ ECWRPC. 2006. *Waushara County Outdoor Recreation Plan*.

accommodations. Depending on the activities each site provides and the user groups it serves, it can make a noticeable contribution to the local economy. Because some of these lands provide public recreational opportunities at times, they also help reduce use pressure on public land holdings.

Golf Courses

There are three golf courses located in Waushara County. ***However, there are no golf courses within the Town of Leon.*** The following golf courses are located within the County: the Waushara Country Club, Two Oaks North Golf Course and Marl Links. Waushara Country Club, located on STH 21 east of Wautoma, has recently been expanded to a 27-hole facility. Although the course is semi-private, guests are always welcome. Two Oaks North Golf Course is located near the City of Wautoma on CTH F in the Town of Marion. This 18-hole public course provides a golfing experience amid a scenic, peaceful, countryside setting. Marl Links, a par 3 course located near Marl Lake in the Town of Deerfield, is also available for public play. The courses offer challenging opportunities for golfers of all skill levels.⁵⁷

Post Office

The Town of Leon has one post office located on Main Street on CTH E in the unincorporated village of Pine River. The office provides post office boxes and rural free delivery in the area. Two rural free delivery routes originate in this office with one being full time and the other being auxiliary or part time. The routes serve a northern section of the Town of Leon along with service into parts of the towns of Poy Sippi, Saxeville, Bloomfield and Waupaca County. ***The Redgranite Post Office provides rural free delivery to the southern part of the Town of Leon and part of the Town of Mt. Morris.*** To better serve customers the Redgranite post office will be relocating to a larger facility. The existing building is constructed of native quarried stone and is located adjacent to the quarry.

Key Findings

Wastewater Collection and Treatment

- Private on-site wastewater treatment systems (POWTS) serve all of the Town of Leon.

Stormwater Management

- Eight drainage districts have been established within Waushara County. The only active district is the Marion-Warren district.
- Due to the rural nature of the town, curb and gutter is limited.
- A series of open ditches and culverts collects stormwater in the Town of Leon.

Water Supply

- The Town of Leon is served by private wells.

Solid Waste and Recycling

- 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.
- Residents of the Town of Leon are able to utilize any drop-off site within the county, but they most likely utilize the Saxeville or Poy Sippi site.
- All waste management sites in Waushara County accept recyclable materials.

Electricity

- Adams-Columbia Electric Co-op and Alliant-Wisconsin Power & Light provides electric power to the Town of Leon.

Natural Gas

- Wisconsin Gas Company provides natural gas service to the Town of Leon and is a subsidiary of Wisconsin Energy Corporation.
- WE Energies has a pipeline that runs from east to west through the northern portion of the Town.

Power Generation Plants and Transmission Lines

- ANR Pipeline Company (ANR) operates several gas pipelines within Waushara County.
- ANR has a pipeline that runs from north to south in the northwestern portion of the Town.
- American Transmission Company (ATC) owns and maintains a number of transmission lines in the area, however there are no transmission lines in the Town of Leon.

Telecommunications Facilities

- According to information obtained from Waushara County, there are no towers located in the Town of Leon.
- Century Kendall and Century Midwest provide service to the Town of Leon.
- Century Midwest and Century Kendall supply internet service to their customers. Charter Communications provides internet service to parts of Waushara County.

Cemeteries

- There are three cemeteries located in the Town of Leon: Pine River, an Burr Oak (Valley) Cemetery, and Hall Burial.

Childcare Facilities

- The Mid-Wisconsin ChildCare Resource & Referral, Inc. and CAPSELL Services works with Waushara County.
- Residents of the Town of Leon most likely use childcare facilities in Wautoma. These facilities have a combined capacity of 122 children.

Elderly Services

- The Waushara County Coordinated Transportation System offers rides to not only senior citizens but also to veterans, and human service clientele on Medical Assistance.
- Meals along with activities and fellowship are provided to seniors at eight locations throughout Waushara County. The closest site is located at the Redgranite Civic Center at 202 Pine River Street in the Village of Redgranite.
- The Aging & Disability Resource Center of Green Lake, Marquette and Waushara Counties provides information and assistance on aging, long term care, disabilities, and other related topics.
- The Wautoma-Waushara Senior Center (in the Town of Dakota) offers a wide range of social and educational activities for seniors including bingo, card tournaments, crafts, and others.
- There is an adult day care facility in Wautoma called Adult Day Services Living Environmental. Cooperative Care, based out of Wautoma and Redgranite, provides in-home personal and home care services to elderly and disabled residents.
- Facilities for Waushara County are located in Wautoma and Redgranite.
- The overall capacity for adult care facilities serving Waushara County is 258 persons.

Police Service

- The Waushara County Sheriffs Department provides around the clock law enforcement services to the Town of Leon as needed.
- Response time in the Town of Leon is about 10 minutes.
- New in 2008, the Sheriff's department provides boat patrol for all lakes within Waushara County.
- 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.
- For a sheriff's office (includes most jail personnel), the state average was 1.77 sworn employees per 1,000 residents served. The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.
- There are three correction facilities in Waushara County: the Waushara Huber Facility, the Waushara County Jail, and the Redgranite Correctional Facility.

Fire Protection

- The Town of Leon is served by two different fire departments.
- The Area Redgranite Fire District provides fire protection services to the southwest section of the Town, while the Poy Sippi Fire Department covers the remaining Town.
- The Area Redgranite F.D. and the Poy Sippi F.D. have an ISO rating of 9 within the Town of Leon.

Health Care Facilities/Emergency Medical Services

- There are no hospitals located within the Town of Leon; however there are eight hospitals located within approximately 50 miles.
- Emergency medical services for the Town of Leon are provided by the Waushara County EMS.

Libraries

- Town of Leon residents have access to a number of libraries within the county, but will most likely use the Pine River Public Library located in the unincorporated Village of Pine River.
- The Pine River Public Library provides a less than basic level of service for a number of criteria listed above based on municipal population.
- While, the Poy Sippi and Redgranite public libraries provide a basic or less than basic level of service for a number of criteria based on service population.

Education

- The Town of Leon is served by three school districts: the Wild Rose School District, the Wautoma Area School District and the Berlin Area School District.
- The northern section of the Town is served by the Wild Rose School District.
- According to the district, a declining enrollment is being experienced at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the district for the near future.
- The southeast quarter of the Town of Leon is served by the Berlin Area School District.
- According to the district, the Middle School is nearing capacity; at this time, however, the district has no plans to expand the facility.
- According to the district, the Clay Lamberton Elementary 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.
- The Poy Sippi Elementary School is experiencing decreasing enrollment and should be adequate to meet the needs of the district for a number of years.
- The Wautoma Area School District serves the southwest portion of the Town of Leon.
- According to the district, enrollment is declining at all schools. Therefore, due to declining enrollment and school capacities, it is anticipated that the schools will be able to continue to serve the district's anticipated enrollment for the foreseeable future.
- The Town of Leon does not have any institutions of higher education.
- The Town of Leon is part of the Fox Valley District.

Community Theaters

- There are no community theaters in the Town of Leon.

Other Municipal Buildings

- The Town of Leon has a Town Hall/Community Center located on CTH E in the unincorporated village of Pine River.

Parks and Recreation

- Waushara County's park system is comprised of 15 sites containing a total of 761 acres.
- There are no county parks found within the Town of Leon.
- There are currently two parks that the Town of Leon maintains; town hall property and a small park in the unincorporated village of Pine River.

- The Town of Leon currently has 1.5 acres of park and recreational land, plus WDNR holdings. Based on these standards the Town has an adequate amount of park and recreational to meet these standards through the year 2030.
- Many significant lakes, including Pearl and Middle and the Pine River Millpond can be found within the area.

Church and Youth Camps

- There are no camps in Leon.

School and Town Forests

- There are no town or school forests located in the Town of Leon.

Campgrounds

- There is one campground in the Town of Leon: Flanagan's Pearl Lake Campsite.

Snowmobile Trails

- About 285 miles of state-funded snowmobile trails are available in Waushara County.
- The private trails within the area are maintained by the Poy Sippi Hillclimbers.

Sportsman's Clubs and Conservation Organizations

- Over a dozen parcels in the county are owned by a variety of sportsmen's and conservation groups.

Golf Courses

- There are no golf courses within the Town of Leon.

Post Office

- The Town of Leon has one post-office located on Main Street or CTH E in the unincorporated village of Pine River.
- The Redgranite Post Office provides rural free delivery to the southern part of the Town of Leon and part of the Town of Mt. Morris.

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 area. 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.

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 (garbage pickup, sewer, water, emergency, electric, gas, and telecommunication, and elderly services, etc.).

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 has adopted a regional smart growth plan. As part of this planning effort, East Central has adopted six 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.

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.⁵⁸

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, regulates private on-site wastewater treatment systems within the unsewered portions of the County. 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 on-site wastewater treatment systems be inspected at 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. 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 a 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 could be placed on communication towers.

Waushara County Outdoor Recreation Plan. The Waushara County Outdoor Recreation Plan discusses longstanding goals and objectives, inventories existing park and recreation needs

⁵⁸ Waushara County Zoning and Land Conservation Department. 2006. *Code of Ordinances: Waushara County, Wisconsin*.

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 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.⁵⁹

Local

The Town of Leon adheres to Waushara County's Zoning Ordinance.

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

⁵⁹ Waushara County Parks, Recreation, and Solid Waste Department. 1999. *Solid Waste Plan Update*.

protection, rescue/ambulance, civil defense/early warning systems, communication systems, training facilities, and several other projects. More information can be found at http://www.rurdev.usda.gov/rhs/cf/Emerg_Responder/rural_emergency_responders_initi.htm.

Water and Waste Grant and Loan Program. The Water and Waste Grant and Loan Program offers 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. More information can be found at <http://www.usda.gov/rus/water/programs.htm>.

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. More information can be found at http://www.rurdev.usda.gov/rhs/cf/brief_cp_grant.htm.

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. FEMA also operates disaster relief programs. For additional information see <http://www.fema.gov>.

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). 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. More information can be found at <http://www.commerce.state.wi.us/CD/CD-bcf-cdbg-pf.html>.

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. More information can be found at <http://www.commerce.state.wi.us/CD/CD-bcf-cdbg-pfed.html>.

Wisconsin Fund. The Wisconsin Fund provides grants to homeowners and small commercial businesses 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. More information can be found at <http://www.commerce.state.wi.us/SB/SB-WisconsinFundProgram.html>.

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 WDNR'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.). More information can be found at <http://dnr.wi.gov/org/caer/cfa/lr/stewardship/stewardship.html>.

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. More information can be found at <http://dnr.wi.gov/org/caer/cfa/BUREAU/CleanWaterFund.pdf>.

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. More information can be found at <http://dnr.wi.gov/org/caer/cfa/EL/Section/drinkingwater.html>.

Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program.

The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPEDS) 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 (\geq 1 acre in size), post construction site stormwater management, and pollution prevention. More information can be found at <http://dnr.wi.gov/org/water/permits/wpdes.htm>.

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. More information can be found at <http://dnr.wi.gov/org/caer/cfa/Grants/wellcomp.html>.

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. More information can be found at http://www.wiscap.org/rcap_what_is_rcap.htm.

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. More information can be found at <http://bcpl.state.wi.us/>.

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. More information can be found at <http://www.wrwa.org>.

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.