

# COMPREHENSIVE PLAN

2030

## Town of Coloma Waushara County, Wisconsin

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Prepared by the  
East Central Wisconsin Regional Planning Commission

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## ABSTRACT

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

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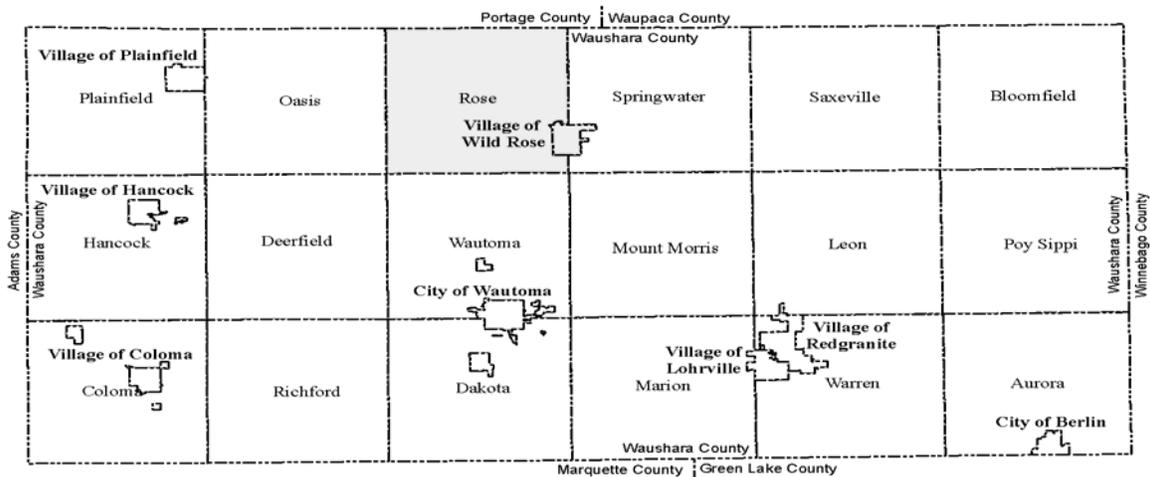
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## INTRODUCTION

### Location

Waushara County communities are preparing comprehensive plans for both their respective individual communities and a county-wide plan. The Group E planning cluster is located in north central Waushara County along the Portage and Waupaca County border (Figure 1-1). The cluster is comprised of the town of Rose and the Village of Wild Rose. The Village of Wild Rose is located on the southeast edge of the Town of Rose and is partially encompassed by the Town of Springwater. In total, the planning area encompasses a little less than 36 square miles and had total population of 2,961 in 2000<sup>1</sup>. The planning cluster includes both the Town of Rose and Village of Wild Rose, and while the committees met jointly to address many issues of common interest this plan reflects the individual goals, objectives and strategies of the community for which it was prepared.

**Figure 1-1. Waushara County, Wisconsin**



The Town of Rose / Village of Wild Rose planning cluster offers residents a small town atmosphere while providing many services and amenities (school, library, post office, hospital, medical clinic, etc.) offered in urban areas. Basic services are typically less than a 10-15 minute drive away. The planning cluster enjoys a variety of landscapes including family farming operations, forests, diverse wetlands, ponds, and rural and suburban residential development. Several major highways (STH 22 and CTH A, P, and O) traverse the area and provide reasonably easy access to the Wautoma, Waupaca, the Fox Cities, Oshkosh, western Wisconsin, and Stevens Point. These transportation corridors provide convenient access to employment opportunities both within the planning area and in nearby communities.

<sup>1</sup> U.S. Census 2000.

## Planning History

This is the first formal planning effort and comprehensive plan for the Town of Rose, and the second for the Village of Wild Rose, as the village had done a previous plan completed in 1987.<sup>2</sup> The communities share common concerns regarding growth and the effects it may have on the area as a whole. These concerns include the possible expansion of the STH 22 corridor which follows Main Street through downtown Wild Rose, and the impact it would have on businesses and their on-street parking in the planning area. A few of the larger issues include the environmental and economical impacts of unsewered residential growth in the Town; providing public services for new growth in the Village; and forming a partnership to advance the economic development interests of both communities in a mutually beneficial way.

The communities initiated a multi-jurisdictional comprehensive planning process and entered into a contract in 2004 to complete a comprehensive plan in compliance with *Wisconsin State Statutes 66.1001*. To be successful, the communities realized that cooperation was imperative. While communities met separately, joint meetings at the beginning and end of the process allowed both Group E communities to openly address common issues and share individual future land use maps. Increased cooperation not only satisfied the intergovernmental cooperation component of the "Smart Growth" Law, but also was more cost-effective and increased the likelihood of receiving grant funding. In addition, a joint planning effort increases communication between communities, and can result in a reduction of duplicate services by adjacent or nearby communities.

## Planning Purpose

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

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

## Enabling Legislation

This comprehensive plan was developed under the authority granted by s. 66.1001 of the *Wisconsin State Statutes* and meets the requirements of 1999 Wisconsin Act 9 which states "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan."<sup>3</sup>

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<sup>2</sup> ECWRPC. *Land Management Plan*.

<sup>3</sup> Wisconsin Legislature. 1999. *Wisconsin Act 9*.

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

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

## **Planning Process**

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

Initially, the general public within the Group E planning cluster was asked to identify issues and concerns relative to land use and development within the area. In 2005, a community-wide questionnaire was mailed to property owners in the Town of Rose and the Village of Wild Rose.<sup>4</sup> The questionnaire gathered opinions from residents and landowners regarding land use and development issues. The questionnaire was followed by a SWOT analysis. Meeting attendees were asked to evaluate the strengths, weaknesses, opportunities, and threats to existing and future development in the individual communities and the overall planning area.

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

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

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

## **Public Participation**

A major element of the comprehensive planning process is public participation. In accordance with s. 66.1001 (4), which defines "Procedures for Adopting Comprehensive Plans," the

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<sup>4</sup> ECWRPC. 2005. *Summary Report: Citizen Questionnaire Results for the Village of Wild Rose and Town of Rose* .

communities actively sought public participation from their citizens.<sup>5</sup> To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process.

Public input was encouraged through several meetings and activities. ECWRPC staff conducted a series of approximately five (5) public meetings with the entire planning cluster as well as over 15 meetings with each individual community. All meetings were open to the general public; notices were posted at predetermined public areas. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and solicit further input. The draft plans were available for review at local libraries, the Town of Rose Clerk and the Wild Rose Village Hall.

### **Visioning Process**

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

### ***Community Questionnaire Results***

In 2005, a citizen questionnaire was conducted for the Town of Rose and the Village of Wild Rose to gather opinions from residents and landowners regarding land use and development issues. A summary report of the questionnaire results tallied up was prepared by the East Central Wisconsin Regional Planning Commission staff in April of 2005. Surveys were sent out to 905 landowners between the two communities. Additional surveys were made available through the UW-Extension office and at the respective municipalities for renters and other residents or landowners who did not receive a survey by mail. Each household was asked to complete one survey. 625 surveys were distributed in the Town of Rose and 228 were returned for processing resulting in a response rate of 37 percent. The Village was similar with 280 surveys distributed and 106 returned yielding a response rate of 38 percent.

The questionnaire contained 15 questions. one open-ended question solicited written input. Questionnaire results were published and distributed to members of the individual planning committees for each municipality.<sup>6</sup> Additional copies were distributed to local libraries, the UW-Extension office (Wautoma), and town elected officials.

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

### ***SWOT Analysis***

A SWOT analysis is a planning exercise in which citizens identify those aspects of their community which are desirable and ones which need improvement. Citizens were asked to

<sup>5</sup> *Wisconsin State Statutes*. 2004. s.66.1001.

<sup>6</sup> ECWRPC. 2005. *Village of Rose and own of Rose Survey Results*.

provide a brief inventory of the strengths, weaknesses, opportunities, and threats to their individual community and the overall area. Strengths are classified as physical assets, a program, or an environmental feature which positively influenced the quality of life within the community. Weaknesses are correctable problems which needed to be addressed or amended. Opportunities are defined as underutilized features which could positively affect the quality of life within the community. A threat is an internal or external feature that could jeopardize the future success of a community.

The individual planning committees and other attendees in the Group E cluster participated in a SWOT exercise in early 2005. The overall purpose of the exercise was to collect information on how residents felt about their community and the overall area. Each participant was asked to write what they considered to be the strengths, weaknesses, opportunities, and threats to the community. These items could include their opinions on physical features such as roads, utilities, natural resources, etc. and quality of life issues.

After making a list of all the ideas, a brief discussion was held about how each of the items could affect the community. The individual committee members rated their top three issues in each of the four groups. The discussions and rankings were not limited to their specific community. The compiled lists were then utilized as a starting point in the remainder of the planning process.<sup>7</sup>

### ***Vision Development***

According to Wisconsin's "Smart Growth" Law, individual communities are required to develop a vision statement that describes what the community will look like in twenty years as well as a description of the policies and procedures that will achieve this vision. The visioning process identified core values, emphasized regional and local assets, and provided a guiding purpose for the comprehensive planning effort.

To ease concerns and establish a focus for the planning program, the visioning process was held at the beginning of the planning process. The Town of Rose and the Village of Wild Rose drafted individual vision statements at the onset of each element and revisited the vision statements at the end of the planning process to ensure consistency between elements. The committees crafted their overall vision statement as well as visions for each of the nine elements based on their perceptions of what they would like to see preserved, changed, or created in their communities.

Although the two municipalities within the planning cluster developed individual visions for their respective communities, the visions shared several common characteristics such as creating employment opportunities and agricultural and natural resource preservation. The differences between their visions also illustrated how the Town and the Village complement each other.

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

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<sup>7</sup> ECWRPC. 2005. *Summary of Group E Planning Cluster S.W.O.T. Exercise.*

## Plan Contents

The 20-year comprehensive plan contains four major components:

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

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

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

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

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

Each element discusses specific information pertinent to the overall land use plan. The Issues and Opportunities Element summarizes demographic information. The Economic Development Element inventories the labor force, analyzes the community's economic base, and provides a development strategy regarding existing and future economic conditions within the community. The Housing Element presents an inventory of the existing housing stock as well as an analysis of future housing needs based on population and household projections. The Transportation Element provides an inventory of the existing transportation system and an overview of transportation needs. The Utilities and Community Facilities Element inventories existing utilities and community facilities including schools, recreational opportunities, cemeteries, communications, gas, electric, public safety and emergency response services. It also

addresses how population projections will affect the efficiency and adequacy of these services. The Agricultural, Natural, and Cultural Resources Element describes the physical setting and cultural resources of the planning area and evaluates how they will affect future growth. Specific natural areas and cultural landmarks are identified for protection and preservation. The Land Use Element inventories and describes existing land use patterns and includes a projection of future land use demands and a Future Land Use map for the community. The Intergovernmental Cooperation Element addresses programs and policies for joint planning and decision-making efforts with other jurisdictions including school districts, adjacent local governmental units, and state and federal agencies. The Implementation Element contains a strategy and action plan to assist implementation efforts of the comprehensive plan.

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

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

## Element Summaries

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

## ISSUES AND OPPORTUNITIES

### Issues and Opportunities Vision for 2030

*In 2030 the quality of life for residents of the Town of Rose is quite good. This reflects the concern and care that their elected officials have put into managing new growth and change in a way that has been beneficial for the community. The Town Board has succeeded in keeping the cost of government to a minimum by offering residents what they desire, minimal public services in exchange for affordable taxes. Thanks to the implementation of recommendations of the Town's Comprehensive Plan 2030, the residents of the Town of Rose now enjoy the benefits of having preserved the most environmentally sensitive areas and the Town's rural character. This includes clean rivers and streams, protected ground water, beautiful woodlands and other natural and cultural amenities that can be enjoyed by future generations. A concerted effort to identify new markets, products and processes for farm and wood products has kept small farms and the forest products industry in the Town economically healthy.*

*The Town of Rose and the Village of Wild Rose, recognizing that their economies are interdependent, have coordinated with each other to offer cost effective efficient public services for their public safety and fire protection needs. Residents of both the Town and the Village are employed by industries and businesses located in the Village of Wild Rose industrial park where public sewer and water services are available. Basic medical care and 24/7 emergency services are provided by an expanded Wild Rose Medical Facility. Extended care facilities and other senior housing serve the area's growing senior population. The Village continues to grow with new home construction in subdivisions that are served efficiently by public sewer and water and nearby public services. The Town of Rose offers larger lots in a rural setting. Together they offer residents a broad range of housing choices. A joint Village/Town effort which constructed new walking trails and fishing facilities have provided residents with great family recreational opportunities and has contributed to the tourism economy as well.*

*Citizens have taken steps to protect existing resources so that they can be enjoyed by future generations of local residents as well as visitors to the area. The Town's farm and forest economies are prospering, bolstered by the substantial efforts of the county's educational and business leaders to identify new markets, products, and processes. Competitive wages offered by new businesses who have located in nearby communities are helping the area retain younger members of the workforce and enabling more local residents to work closer to home. Increased access to reliable transportation routes such as US 10 and STH 21 make employment and shopping opportunities in the Fox Cities and Oshkosh more feasible. These roadways have also attracted an influx of new residents, who are drawn to the Town for the rural lifestyle they seek.*

## Key Findings

### Demographic Trends

- The population of the Village of Wild Rose and the Town of Rose has fluctuated over the past fifty years. The Town experienced the largest variation in population, while the Village saw the largest population increase.
- Overall the population increased by 358 people between 1950 and 2000, an increase of 35.7%.
- Historically, migration has played a greater role in Waushara County's population growth than natural increase.
- Since natural increase rates were negative, the entire increase in population growth between 1990 and 2000 in Waushara County can be attributed to in-migration.
- The average population density in the Town of Rose (17 persons per square mile) was considerable less than the county (37 persons per square mile) and the state (82 persons per square mile). While the average population density for the Village of Wild Rose outpaced all at 580 persons per square mile.

### Household Structure

- The majority of households in the Village of Wild Rose and the Town of Rose are family households. In 2000, 40 percent of Village residents and 29.7 percent of Town residents lived in non-family households.
- Average household size is decreasing.
- Historically, the Town of Rose has retained the largest average household size (1970, 1980, 1990 and 2000). However, the household size is declining faster in the Town than in the Village.
- Although in 2000, approximately two-thirds of all households in the Village of Wild Rose and the Town of Rose were one or two person households. The distribution between one and two family households varied between the two communities; about one third (36.9%) of all households in the Village were one person households, while in the Town about half (47.1%) of all households were two person households.

### Race and Ethnic Origin

- Although the number of persons of color is growing, whites still comprised over 97% of the population in the Village of Wild Rose and the Town of Rose in 2000.
- The most common ancestry identified in Village of Wild Rose and the Town of Rose was German (over 32 percent of residents claimed some German ancestry).

- Hispanics, which can be of any race, comprise a small (under three percent), but growing segment of the population in both the Village of Wild Rose and the Town of Rose.

### **Income Levels**

- Although early retirees are moving into the county, the majority of income in the Village of Wild Rose and the Town of Rose comes from earnings, so access to earning opportunities is a strong determinant in meeting the income needs of local residents.
- Growth in median family and median household and per capita income between 1989 and 1999 resulted in a smaller income gap between the Village of Wild Rose and the Town of Rose for both median household and family income and an increased disparity in per capita income between the two municipalities.
- In 1999, over 80% of Village of Wild Rose and the Town of Rose households had household incomes below \$75,000.
- Between 1989 and 1999, the number and share of persons living in poverty declined in the Village of Wild Rose. Even though the share of persons living in poverty declined in the Town of Rose, the number of people living in poverty actually increased.
- In 1999, the Village of Wild Rose (6.6%) had a lower percentage of persons living in poverty than the Town of Rose (10.3%), Waushara County (9.1%) or the state (8.7%).
- Elderly were more likely to live in poverty in the Village of Wild Rose between 1989 and 1999 and in the Town of Rose in 1999, while children were more likely to live in poverty in the Town of Rose in 1989 and in Waushara County and the state during both time periods.

### **Population Forecasts**

- It is anticipated that the population in the Village of Wild Rose will decrease in every decade during the planning period. At the same time, it is expected that the population in the Town of Rose will increase during this time period. The population in the Village is expected to decrease by 71 people or 9.3 percent, while the population in the Town is expected to increase by 80 people or by 13.4 percent.
- In-migration of retirees coupled with an aging baby boom population could result in a doubling of the elderly population within Waushara County during the planning period. This could have a significant impact on housing and service sector needs.

### **Household Forecasts**

- The average household size is expected to decrease in both the Village of Wild Rose and the Town of Rose. This should result in an increase in the households in the Village of Wild Rose, even though the population is expected to decrease.

- The number of households in the Village of Wild Rose is expected to increase until 2015 (due to a decrease in the household size), and then drop off until 2030; an overall decrease of 2.9 percent.
- The number of households in the Town of Rose is expected to increase from 244 in 2000 to 312 in 2030 or 27.9 percent.

## **ECONOMIC DEVELOPMENT**

### **Economic Development Vision for 2030**

*The Town of Rose and the Village of Wild Rose has been successful in attracting several small businesses to the industrial park. The employment opportunities these businesses provide and the competitive wages they offer have helped retain members of the work force and are serving to keep more dollars in the local economy of the village and town. This in turn has enabled the area's retail base to expand and become more diverse. The downtown area is thriving, and few vacant storefronts exist. Eco-tourism opportunities within both the town and village have expanded due to the renovations of the Wild Rose Fish Hatchery and the creation of several local nature trails. Area residents, however, still need to travel to larger urban centers for many of their shopping needs. With an overall population base still too small to generate adequate sales volume to attract most "big box" retailers, several local merchants have successfully expanded their operations and product lines.*

### **Key Findings**

#### **Educational Attainment**

- A higher percentage of residents in both the Village of Wild Rose (38.4%) and Town of Rose (43.5%) have received high school diplomas than the State of Wisconsin (34.6%) in 2000.
- At the County level, high educational attainment appears to correlate with areas that have attracted a sizable number of retirees.
- Over the course of a career, a person with a bachelor degree can expect to earn nearly double the expected earnings of a high school graduate.

#### **Labor Force**

- Labor force growth rates for Waushara County (29.4%) and the Village of Wild Rose (19.9%) and the Town of Rose (15.5%) exceeded the state's 14 percent growth rate between 1990 and 2000.

#### **Economic Base Information**

- The manufacturing, retail trade, and education, health, and social services sectors employ a large share of workers in both the Village of Wild Rose and the Town of Rose.

### **Travel Time to Work**

- On average, residents from the Village of Wild Rose, Town of Rose, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990 and 2000.
- Between 1990 and 2000, average commute times rose for all jurisdictions.

### **Location of Workplace**

- According to the U.S. Census Bureau, Waushara County was the most common workplace destination for Village of Wild Rose residents in 1990 (73.1%) and in 2000 (72.5%). Within Waushara County, in 2000, 44.1 percent of the people worked in the Village of Wild Rose. The second most important workplace destination for both years was Waupaca County.
- According to the U.S. Census Bureau, Waushara County was the most common workplace destination for Town of Rose residents in 1990 (73.4%) and 2000 (63.4%). Within Waushara County, in 2000, 21.8 percent of the people worked in the Village of Wild Rose. The second most important workplace destination for both years was Waupaca County.

### **Employment Forecast**

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

### **Industrial Park Information**

- There are two industrial parks located in the Village of Wild Rose; Roberts Industrial Park and South Industrial Park.
- Currently there are about 20 acres available for development within these industrial parks.

### **Business Retention and Attraction**

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

## Economic Development Opportunities

- Future economic development in the Group E planning cluster will most likely occur primarily in the Village of Wild Rose. This will consist of infill conversions in the downtown area as well as within the two existing industrial parks.
- Both the Village and Town have emphasized the future importance of eco-tourism in the area. This could include an expansion of the walking and hiking trails in the Village as well as a pedestrian connection between the Wild Rose Millpond and hatchery area, stocking the millpond with fish and construction of fishing piers.

## HOUSING

### Housing Vision for 2030

*In rural areas, quality single family housing opportunities remain the primary residential choice. The trend of converting and upgrading seasonal housing to year-round single family residences continues. Several historic farmsteads have been preserved while new rural residences have been designed to blend in with natural features and existing agricultural activities in ways that minimize land use conflicts and preserve the natural rural character.*

### Key Findings

#### Age of Occupied Dwelling Units

- The age of occupied dwelling units indicates that both communities were well established by 1960.
- The highest level of growth between 1960 and 2000 occurred between 1990 and 2000.

#### Change in Structural Type

- Single family housing is the dominant structural type in the Village of Wild Rose and the Town of Rose.
- Between 1990 and 2000, housing choice by structural type decreased in the Village of Wild Rose and the Town of Rose. During this time frame, the share of single family housing increased in the Village and remained stable in the Town, while the number and share of mobile homes increased in both communities. In contrast, the number and share of duplex and multi-unit buildings decreased in both communities.

#### Occupancy Status

- The Village of Wild Rose, the Town of Rose, Waushara County and the state, experienced a decrease in the number and share of seasonal other vacant units between 1990 and 2000 and an increase in the number of and share of occupied units. All but the Village of Wild Rose experienced an increase in total units.

- The majority of occupied units within both communities were owner-occupied. The Town of Rose had a higher owner-occupancy rate than the Village, Waushara County and the state.

### **Vacancy Status**

- In 2000, The Village of Wild Rose had an adequate share of owner-occupied units for sale, while the Town of Rose had a homeowner vacancy rates below one percent, which indicates a shortage in homes for sale.
- In 2000 the rental unit vacancy rates were adequate in Village of Wild Rose (11.7%), and just below the standard in the Town of Rose (4.2%). However, the decline in the number of renter-occupied units in both communities is an indication that housing choice is declining.
- Between 1990 and 2000, the number of seasonal units remained stable in the Village, while the share of seasonal units increased. At the same time, the share of other vacant units as a percent of all vacant units in the village rose, while the actual number of other vacant units decreased.
- Since it appears that the Census classified vacant units at the Camp Moshava as other vacant in 1990 and seasonal in 2000, these two categories were combined for the Town only. Therefore, when seasonal and other vacant units are combined into one category, the total number of seasonal and other vacant units decreased in the Town of Rose between 1990 and 2000.

### **Owner-Occupied Housing Stock Value**

- Between 1970 and 2000, median housing values for Waushara County rose from \$10,600 to \$85,100.
- In 2000, the median housing values ranged from \$60,100 in the Village of Wild Rose to \$82,400 in the Town of Rose.
- Over 95 percent of the owner-occupied housing stock in the Town of Rose and the Village of Wild Rose was valued at less than \$150,000 in 2000.

### **Housing Costs**

- Between 1989 and 1999, the median household income rose faster than the median price of housing in the Village of Wild Rose.
- Housing values and prices rose faster in the Town of Rose than median household income between 1989 and 1999. As a result, housing affordability became a larger issue for homeowners in the Town of Rose than the Village of Wild Rose.

- In 1999, the percentage of homeowners paying a disproportionate share of their income for housing was 16 percent in the Town of Rose and 13.4 percent in the Village of Wild Rose.
- In 1999, renters had a harder time finding affordable housing than homeowners in the Town of Rose and the Village of Wild Rose. 17.7 percent of renter in the Village of Wild Rose and 23.8 percent of renters in the Town of Rose were more likely to pay a disproportionate share of their income for housing.

### **Housing Conditions**

- According to the Census Bureau in 2000, occupied units without complete plumbing facilities are rare in the Village of Wild Rose (0) and the Town of Rose (7).
- In 2000, overcrowding was also limited to a small percentage of households. The Town of Rose had the greatest percentage of overcrowded units (2.5% or 6 units), while the Village of Wild Rose had the least (1.0% or 3 units).

### **Subsidized and Special Needs Housing**

- The closest access to subsidized housing for qualified elderly in the Village of Wild Rose and Town of Rose residents is within the Village of Wild Rose. While the closest access to subsidized housing for families and persons with disabilities is within the City of Wautoma.

## **TRANSPORTATION**

### **Transportation Vision for 2030**

*Area residents have access to a network of well-maintained local streets and roads, and county and state highways that address their needs for mobility for their automobiles, trucks, and farm equipment. Safety and congestion aspects of heavy pass-through traffic in downtown Wild Rose have been relieved with the re-designed Highway 22 corridor, which was carefully selected to minimize adverse effects on the area's natural and cultural features and existing land uses and associated activities and address other concerns expressed by local residents. The full scope of upgrade to this highway corridor between has provided area residents with better access to employment, shopping, and entertainment opportunities elsewhere and has made the area more competitive in attracting new industrial and other business development. Local trails, including snowmobile trails and a link to the Ice Age Trail, are an integral part of the transportation network, providing connections to schools, recreational areas, and other important destinations. In rural areas where concentrated development exists, wide striped shoulders along key county and town roads provide safe accommodations for growing numbers of bicyclists and pedestrians. While the private automobile is still the vehicle of choice for trips both long and short, the availability of the mini-bus public transportation on demand provides a valuable service that is particularly appreciated by the area's growing elderly population.*

## Key Findings

### Streets and Highways

- The transportation network within the Village of Wild Rose is comprised of 8.75 miles of local roads, county highways, and state highways; the transportation network within the Town of Rose contains 37.1 miles of roadway.
- Local town roads compromise over eighty percent (81.0%) of the network in the Village of Wild Rose and over half (59.5%) in the Town of Rose; county highways account for another five percent (5.5%) in Wild Rose and approximately a third (32.9%) in Rose.
- STH 22 and STH 73 are the only minor arterials in the planning area which accommodates interregional trips between local communities such as Montello, Wautoma and Waupaca (STH 22) and Princeton, Wautoma and Wisconsin Rapids (STH 73); over 3,300 vehicles (AADT) traveled through Wild Rose on STH 21 in 2003, while 2,100 AADT traveled through the Town of Rose on STH 73.
- Approximately 93 percent of the roads in Village of Wild Rose and about 92 percent of the roads in the Town of Rose are paved.
- Around a quarter of the paved roads in both communities are rated excellent to very good; 22.3 percent in the Village and 28.2 percent in the Town.
- The majority of the paved roads in both communities are in good to fair condition. (Wild Rose – 76.7%, Rose – 62.1%)

### Other Transportation Modes

- Rail service to Waushara County was discontinued several decades ago.
- The nearest commercial rail service is located in Stevens Point; the nearest passenger services are located in Portage.
- The nearest commercial port/waterway in Waushara County is located in Green Bay.
- Recreational boat facilities are located on the Wild Rose Millpond.
- A system of hiking trails is located throughout Roberts Park in the Village of Wild Rose. The Village is negotiating the purchase of a parcel of land along its northern border that could be used to connect the Roberts Park trail system to the Wild Rose Fish Hatchery.
- An extension of the Ice Age Trail is being planned within the Town of Rose and will provide residents with access to this trail system.
- Waushara County Parks Department has established several bicycle routes through the planning cluster; there are 1,000 miles of roadways within the county which provide excellent bicycling opportunities.

- The Waushara County Department of Aging offers bus transportation to elderly and disabled residents for their medical appointments and shopping trips.
- The Wild Rose Idlewind Airport is a BU-A facility, accommodating aircrafts with gross weights less than 6,000 pounds and wingspans less than 49 feet.
- Airports in Appleton, Green Bay, Madison, Mosinee, and Oshkosh offer the closest commercial transportation options.

### **Future Transportation Projects**

- There are no major reconstruction projects scheduled for the Village of Wild Rose and Town of Rose in the Wisconsin Department of Transportation (WisDOT) *2006 – 2011 Six Year Highway Improvement Program*.
- Local towns receive general transportation aids (GTAs) for local roadway construction projects; the allocation is determined on a per mile basis.
- Additional transportation funding is available from several grant and loan programs through WisDOT.
- Roadways must be evaluated biannually using the PASER system developed by WisDOT.
- Future local construction projects should use the PASER system as a guideline for prioritization of individual projects.
- The Village of Wild Rose, the Town of Rose and others should be involved in any future planning efforts of the STH 22 and 73 corridors.
- Where feasible, the Village of Wild Rose and the Town of Rose should implement the strategies from the WisDOT long-range transportation plan in its comprehensive plan.

## **UTILITIES AND COMMUNITY FACILITIES**

### **Utilities and Community Facilities Vision for 2030**

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

## Key Findings

### Wastewater Collection and Treatment

- The Village of Wild Rose owns and operates its own wastewater treatment facility. The current plant serves land within the Village only; effluent is discharged into the Lower Pine River.
- The treatment facility is operating at approximately 72 percent of its design capacity; about 375 connections are currently hooked up.
- Current wastewater treatment facilities should be adequate to handle the additional wastewater flows resulting from the projected population increases through 2025; no upgrades to the plant are anticipated at this time. If two developments currently proposed are fully built, the plant will approach design capacity.
- Private on-site wastewater treatment systems serve all development in the Town of Rose.

### Stormwater Management Systems

- Curb and gutter systems are limited to Main Street (STH 22) and near the school in the Village of Wild Rose.
- The Town of Rose utilizes a system of open ditches and culverts for stormwater drainage.
- The Waushara County Drainage Board administers and oversees the drainage of agricultural lands; it regulates various land practices used to remove excess water from farmlands and raises issues regarding the impacts of scattered rural development and the cumulative impacts on water quality flowing to and through their legal drains.
- Currently, only the Marion-Warren Drainage District is active.
- Limited flooding occurs in the area. Localized flooding occurs within the floodplains adjacent to the Pine River and Willow Creek in the Town and Village. It also occurs adjacent to the Wild Rose Millpond, undeveloped areas immediately sought of the corporate limits and the southern part of the Village.

### Water Supply

- Both the Village of Wild Rose and the Town of Rose are served by private wells and rely on groundwater as their source of water supply.
- The Village of Wild Rose is planning to construct a public well and distribution system in the future.

- Elevated nitrate levels have been detected in a few of the private wells within the Town of Rose; appropriate precautions should be taken by the individual owners.

### **Solid Waste and Recycling**

- Waushara County operates nine waste collection sites for solid waste and recyclables. County residents can drop off their waste at any site within the county, during specified hours and with proper identification.
- The county operates a waste collection drop off site in the Town of Springwater. Residents from the Town of Rose and the Village of Wild Rose most likely use this site.

### **Utilities**

- Adams-Columbia Electric Cooperative and Alliant Energy (in the NE section of the Town) provide electric power to the area. No major upgrades to their facilities are planned for this area.
- American Transmission Company (ATC) owns and maintains a number of transmission lines in the county.
- Natural gas service is not available in the Town, but is available to Village residents.

### **Telecommunications**

- Century Midwest WI, a subsidiary of CenturyTel, Inc. provides telephone service to the Village of Wild Rose and most of the Town of Rose. CenturyTel Central serves a small area in the southwest portion of the Town of Rose, while Union Telephone Company serves the west-northwest portion.
- Two cell towers are located in the Town of Rose. U.S. Cellular and Wisconsin RSA Number 7 each own and operate a tower in the Town of Rose.
- Due to the proliferation of internet service providers (ISP), area residents can also choose from several national and local ISPs. High speed DSL internet and dial up is available to customers in the area.

### **Cemeteries**

- A total of five (5) cemeteries and family burial plots are located in the Village of Wild Rose and the Town of Rose. They are owned and maintained by a variety of different entities: municipalities, local churches, and private cemetery boards.
- Most have available room for expansion to accommodate burials for the next 20 years.

### **Childcare Facilities**

- A total of 3 licensed, certified or regulated facilities are located within the Village of Wild Rose; these facilities have a combined capacity of about 38 children.
- UMOS, a non-profit, community based organization, provides seasonal housing and childcare facilities for migrant workers in the Town of Aurora.
- There is a need for additional childcare because there are so few local facilities.

### **Elderly Services**

- The Waushara County Coordinated Transportation System provides rides to almost 2,500 individuals for medical appointments, grocery shopping and personal errands in 2004.
- Meals are provided by Waushara County Department of Aging to seniors at six locations throughout Waushara County every weekday; the nearest location is in the Village of Wild Rose.
- The Information and Assistance Resource Center (Waushara County Department of Aging) provides information and assistance on aging, long-term care, disabilities, and other related topics.
- Within Wild Rose, Redgranite, Wautoma and Waupaca, there are currently 5 residential care facilities with an overall capacity of 165 persons; 7 adult family homes with a capacity of 27; 10 community based residential facilities with a capacity of 147; and no adult day care facilities. Since there is a rapidly growing population of elderly persons (65+) there may be a need for additional facilities or visiting nurses to allow more seniors to remain in their homes.

### **Safety Services**

- The Village of Wild Rose employs two law enforcement officers.
- The Waushara County Sheriff's Office provides law enforcement services to the Town of Rose. Four officers patrol Waushara County during the day, while only two patrol at night.
- A interoperability plan, that was jointly developed between county and local jurisdictions, identifies a variety goals that include improving radio coverage; ensuring communication with other agencies; decreasing reliance on telephone cable; upgrading to digital equipment by 2008; installing video cameras in patrol cars; purchasing new cameras for crime scene investigations; and acquiring specialized equipment for latent prints examination.

- There are three correction facilities in the Waushara County: the Waushara Huber Facility, the Waushara County Jail, and the Redgranite Correctional Facility. The facilities can accommodate 36, 153, and 990 inmates, respectively.
- According to national standards, both the county jail and state correctional facility are over-capacity (>80% occupied). Although there are no plans for future expansions, it may become necessary if inmate populations continue to rise.
- The Wild Rose Fire District provides protection for the communities of Rose and Wild Rose. It also serves parts of the towns of Springwater, Wautoma and Mt. Morris.
- In the future, the Wild Rose Fire District will be relocating its headquarters to a new building in the Wild Rose Industrial Park.

### **Medical Services**

- The Wild Rose Community Hospital is the nearest hospital and is located in the Village of Wild Rose. A number of clinics are available in the surrounding communities and nearby urban centers.
- Emergency medical services for the Village of Wild Rose and the Town of Rose are provided by the Waushara County EMS.
- Response times vary from 3 to 10 minutes in the Village of Wild Rose and the Town of Rose.

### **Educational Facilities**

- Residents within the area utilize the Patterson Memorial Library in the Village of Wild Rose. Other libraries within the area include the Redgranite, Wautoma, Pine River, Plainfield public libraries.
- The libraries provided varying levels of service for most standards (per the *Wisconsin Public Library Standards*) for both municipal and service populations. The Wild Rose library provides between basic to enhanced service levels to its municipal population and less than basic in most areas to its service population.
- Children within the area attend one of several school districts including the Wild Rose School District, Tri-County School District and the Almond-Bancroft School District. The Bulk of the area is served by the Wild Rose School District.
- Overall enrollments are declining in all three school districts. Current facilities should be adequate over the next 20 years. However, it may be necessary to provide updates to the technological infrastructure when feasible.
- The area does not contain any institutions of higher education. However, UW–Oshkosh, UW–Stevens Point, and Ripon College are within a one-hour commute of the area.

- Two technical colleges have districts within the planning cluster: Fox Valley Technical College (FVTC) and the Mid-State Technical College.

### **Miscellaneous Facilities**

- Several small community theaters are located throughout Waushara County offering a diverse schedule of events throughout the year.
- The Wild Rose Village Hall is used by the Village as well as the Town. The Town also has used the American Legion Hall for public meetings.
- The Wild Rose Community Center and an addition to the Patterson Memorial Library were completed in 2006. Among other uses, the building is hosts area elderly services.

### **Parks and Recreation**

- The Waushara County Park System consists of 15 sites encompassing a total of 761 acres. The individual sites provide primarily active recreational opportunities.
- A number of recreational opportunities exist within the Group E cluster. The Town Forest (owned by the Town) is located near the school forest (owned by the Wild Rose School District).
- Roberts Park is located in the Village of Wild Rose adjacent to the Wild Rose Mill Pond.
- The WDNR owns and maintains a number of land holdings within the area. These include Karner Blue Meadow (State Natural Area - SNA), Wild Rose Fish Hatchery, Willow Creek Fishery, and the Pine River Fishery.
- Linear recreation in the area includes snowmobile trails, bike routes, and the expansion of the Ice Age Trail.
- The Wild Rose Mill Pond (Village), Pine River (Town and Village), Willow Creek (Town and Village), Chain Lake (Town), Fish Lake (Town), Wautoma Lake (Town), Upper and Lower Twin Lakes (Town), unnamed lakes (Town) offer a variety of fishing, wildlife viewing, swimming, and other opportunities.
- Waushara County is a popular area for church/youth camps and campgrounds. Camp Moshava, a religious Zionist camp is located in the Town of Rose.
- The Prairie Pheasant Hunting Club owns land for club use within the Town of Rose.
- While there are no golf courses within the Group E cluster, three golf courses in Waushara County challenging opportunities to golfers of all skill levels. All three courses are open to the public.

## AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

### Agricultural, Natural, and Cultural Resources Vision for 2030

*By 2030, the Town of Rose and Village of Wild Rose have instituted a land management and conservation plan that has benefited both working farms and well-established natural areas. Working agricultural land and natural ecosystems both exist in large, continuous parcels. Family farms and small corporate farms comprised of extended families and/or neighbors have become profitable by working closely with the educational and business community to identify new markets, products, and processes such as specialty bio-mass fuel crops. The land management plan has allowed farmers to sell small parcels for new residential development in locations where they minimize the potential for conflict with agricultural operations and preventing further land fragmentation.*

*Local residents have identified and protected the area's most highly valued environmental, cultural and visual features, including the Wild Rose Millpond, the Pine River, Willow Creek, extensive wetlands, and woodlands, from rampant development. Best management practices have been utilized to protect surface water quality and local trout streams. The local parks, streams, woodlands, fish hatchery, Ice Age Trail, and millpond interpretive trails serve as a vital source of recreation and provide environmental/cultural resource education. While new development continues to occur in proximity to these features, it has generally occurred in ways that do not jeopardize the integrity or use of the resource*

### Key Findings

#### Agricultural Resources

- Approximately 14 percent of the land within the Town of Rose is considered prime farmland, while nearly 4 percent of the land in the Village of Wild Rose is prime farmland. Prime farmland is characterized by soils that are best suited for food, feed, forage, fiber and oilseed crops.
- Approximately 34 percent of the area in the Town of Rose and 23 percent of the area in the Village of Wild Rose has soils that are classified as unique farmland. Unique farmlands are areas other than prime that are used to produce specific high value food and fiber crops.
- Agricultural land cover, which includes row crops, forages, and grassland, made up approximately 57 percent of the total acreage within the Town of Rose between 1991 and 1993.
- The Town of Rose experienced a net decrease in the total number of farms between 1990 and 1997; the Town lost 19 farms during this time frame, one of which was a dairy farm.
- Minor losses of farmland occurred between 1990 and 1997 in Town of Rose. During this time frame, 791 acres of farmland were lost in the Town.

## Natural Resources

### *Soils*

- Approximately 96 percent of the soils in the Town of Rose are rated suitable for conventional systems; while another 1.5 percent are suitable for at-grade in-ground pressure or mound systems.
- Approximately 48 percent of the soils in the Village of Wild Rose are rated suitable for conventional systems, while 32 percent are suitable for at-grade in-ground pressure or mound systems. However, current development is served by public sewer and therefore suitability for on-site systems is not important in the Village.
- About 32 percent of the soils in either Rose (31.3%) or Wild Rose (39.6%) have a very high potential for building site development.
- Overall about 28 percent of the land in the Town of Rose (27.7%) and the Village of Wild Rose (38.8%) are rated very low or no rating for building site development.
- About 28 percent of the land in the Town of Rose has severe soil limitation for septage spreading; the Village of Wild Rose (38.4%) has a larger percentage of land in this category.

### *Geology and Topography*

- Land relief within Rose is approximately 350 feet, from a low of 950 feet above sea near the Pine River to a high of approximately 1,304 feet above sea level on the moraine in the western portion of the Town.
- Land relief within Wild Rose is approximately 20 feet, from a low of 930 feet above sea level at the northeast edge of the Wild Rose Mill Pond to a high of approximately 950 feet above sea level in the southern part of the Village.
- About 25 percent of the land in the Town of Rose has slopes greater than 12 percent; within the Village of Wild Rose on 4 percent fall into this category.

### *Water Resources*

- There is one impoundment (Wild Rose Mill Pond) in the Village of Wild Rose and five named lakes and 20 unnamed lakes in the Town of Rose.
- All lakes within the Town of Rose are seepage, landlocked lakes. Named lakes include Chain Lake (21 acre), Fish Lake (5 acre), Upper Twin Lake (10 acres), Lower Twin Lake (5 acres) and Wautoma Lake (11 acres).
- Two major waterways flow through the planning area. The Pine River originates in the Town of Rose and flows in a predominately easterly direction. Willow Creek originates from springs in the southeast corner of the Town of Rose and flows in a predominately

easterly direction. Both streams terminate at Lake Poygan and are classified as class I trout streams through the planning area.

- Approximately 1.5 percent (328 acres) of the Town of Rose is classified as floodplain. These areas are found along the Upper Pine River and Willow Creek.
- Floodplains in the Village are found adjacent to the Pine River, the Wild Rose Mill Pond, Willow Creek, areas south of the incorporated limits and south of Cleveland Avenue. The Village has adopted a floodplain ordinance and accompanying map.
- Approximately 1.8 percent (405 acres) of the Town of Rose is classified as wetlands, while 13.2 percent (125 acres) of the Village of Wild Rose falls under this categorization.
- Groundwater flow in the Town of Rose is toward the southeast and varies from a high of 1088 feet above sea level near the northwest corner of the Town to a low of 935 feet above sea level near the southeastern corner.
- Groundwater in the Village is basically easterly. Elevations range from 955 feet above sea level in the northwest corner of the Village to approximately 920 feet above sea level at the Pine River along the northern border.
- Past testing have shown that three (3) private wells within the Town of Rose contained nitrate levels above the EPA's Safe Drinking Water Standard of 10 mg/L. One of these exceeded 20 mg/L.
- An atrazine prohibition area has been established in the Town of Rose in sections 36 (all), 25 (part), 26 (part) and 35 (part). No person shall apply, mix or load any atrazine product in these areas except under special conditions.
- Homes within the Town of Rose and the Village of Wild Rose are on private septic systems and wells. A municipal sewer system has been proposed for the Village of Wild Rose.
- Groundwater is the primary source of drinking water within both communities.
- A county-wide water management plan is needed to protect the quality and quantity of both surface and groundwater supplies while meeting the varied needs of agricultural, recreational, and municipal users.

### ***Wildlife Resources***

- Numerous habitat types enable the Town of Rose and the Village of Wild Rose to support a varied and abundant wildlife and fish community.
- Over 14,000 acres within the area within both Rose (14,042 acres) and Wild Rose (287 acres) can be classified as woodlands; this represents about two-thirds (62.9%) of the Town of Rose and about one-third (30.4%) of the Village of Wild Rose.

- Approximately 3,494 acres of the land in the Town of Rose are currently enrolled in the Managed Forest Law program.

### ***Parks, Open Space and Recreational Resources***

- Pine River State Fisheries Area encompasses more than 1,600 acres along the stream corridor. This includes land west of the Wild Rose Mill Pond and at the state fish hatchery.
- Willow Creek State Fisheries Area encompasses more than 1,400 acres; with a goal to acquire additional acreage along the stream corridor. This includes a parcel of land in the southeastern corner of the Town of Rose.
- Wild Rose Fish Hatchery is located on STH 22 approximately 0.5 miles north of the Village. The facility is used for hatching, rearing and bloodstock.
- Ice Age National Scenic Trail is a cooperative venture between the WDNR and the National Park Service. Several portions of the trail have been established in western Waushara County. Several routes have been proposed within the Town of Rose, a spur trail would allow access from the Village of Wild Rose.

### ***Mineral Resources***

- There are no active non-metallic mining operations located in the planning area.

### ***Solid and Hazardous Waste***

- There are three (3) sites in the area included on the WDNR's registry of active, inactive and abandoned sites where solid waste or hazardous wastes were known or likely to have been disposed. (Inclusion of a site on this list does not mean that environmental contamination has occurred, is occurring, or will occur in the future)

### ***Cultural Resources***

- The first settlers to establish homes in the Town of Rose were Elisha Steward in 1850, Josiah "Jesse" Etheridge in 1851 and Ben Evans in 1853.
- The Village of Wild Rose was established in 1873 by H.H. Jones when he built a store on the John Davis farm and ran a post office there.
- While there are no properties currently listed on the National Register, eligible properties could include Mercantile Company building, grist mill, feed mill and Bird Song Bed and Breakfast in the Village of Wild Rose.
- Forty-five properties in the Village are included on the Architecture & History Inventory (AHI) found on the Wisconsin Historical Society's Division of Historic Preservation website; eight of these properties are part of the Pioneer Museum.

- Fifteen properties within the Town of Rose are included in AHI database; all properties are part of the historic Wild Rose Hatchery.
- The Pioneer Museum is located in downtown Wild Rose and was established in 1963. Exhibits document the early history of the settlement.
- The Wild Rose Historical Society is a very active group that frequently publishes historical articles in the Argus newspaper.

## LAND USE

### Land Use Vision for 2030

*New growth in the Town of Rose has been accommodated in a manner which has not adversely compromised the beautiful woodlands, farmlands, wetlands, rivers and streams that give the Town its' attractive rural character. The town's choice to pursue a low density development strategy to preserve its rural character has succeeded because the town board has adopted policies which have protected the town's most sensitive natural resources, and stressed to new land owners the value of preserving the community's natural resources found on those large lots so that they remain intact. This vigilance by town officials has protected the integrity of the rural landscape and the area's most highly valued environmental and scenic features, so prized by town residents. Land use conflicts such as those between the remaining long time farming operations and new residential development have been kept to a minimum.*

*The Town of Rose has a good working relationship with the Village of Wild Rose recognizing that the village's investment in public sewer and water protects their own groundwater resources, and offers employment opportunities and retail services for town residents. The town has allowed annexations by the village because both communities have a common interest in the employment and growth that results from the provision of needed services. This mutually beneficial partnership sharing a fire district, a school district and a community medical facility, has allowed the Town of Rose to maintain its commitment to a low service, low tax, and efficient governing philosophy. The majority of new residential subdivisions and commercial and industrial development has been successfully redirected to the Village of Wild Rose which can serve these higher density uses more cost effectively with public services. Keeping major truck traffic generators along state highway 22 has insured businesses and industries good access, and helped to keep unnecessary traffic off of the local road network insuring a longer lifespan for this costly infrastructure.*

## Key Findings

### Existing Land Use

- A detailed field inventory of land uses within the Group E Planning Cluster was conducted in 2004; subsequent updates were completed during the comprehensive planning process.

- Developed land has been altered from its natural state to accommodate human activities. These land uses include residential areas (single family, farmsteads, multi-family, mobile homes); commercial districts; industrial operations (including mining operations and quarries); recreational facilities; institutional facilities; utilities and communication facilities; transportation networks; and airports.
- Undeveloped land includes agricultural cropland, woodlands, surface water features, and other open areas.
- Incorporated communities have more developed area than the unincorporated towns; developed land accounted for 39.1 percent of the land in the Village of Wild Rose and 5.2 percent in the Town of Rose.
- The most common developed land use in both community included residential and transportation. Institutional facilities were more common in the Village while recreational facilities were more common in the Town.
- The most prevalent undeveloped land uses in both communities were woodlands (planted woodlands, and general woodlands); and open other land.
- Woodlands are the predominant land use in both communities. Sixty-three percent (62.9%) of the land within the Town of Rose is made up of woodlands, while 30.4 percent of the Village falls within this category.

### **Development Trends**

- The abundance of beautiful woodlands, rivers and streams; the proximity to the southern half of the state, Fox Cities, Oshkosh and other areas; and the rural charm have attracted and continue to attract people to the area.
- Over the last 26 years, gains were seen in residential land use in the Village of Wild Rose while subsequent losses in agricultural land occurred. According to the DOA, 32 net residential buildings were added between 1990 and 2000.
- The Town of Rose experienced gains in residential and residual land uses over the last 26 years, while significant amounts of agricultural land were lost. Per information received from the DOA, 66 net residential buildings were added in the Town between 1990 and 2000. Residential growth has continued to occur, between 2000 and 2004, an additional 27 residential buildings were added in the Town.
- Residential densities are defined as the number of housing units in a given area. Between 1990 and 2000, residential densities increased in the Town of Rose from 9 to 10.12 units per square mile. Residential densities in the Village of Wild Rose decreased from 259.9 units per square mile to 256.8 during this same time frame.
- Intensity is the degree of activity associated with a particular land use. Smaller lot size and the presence of multi-family housing in the Village of Wild Rose (3.26 units per acre) resulted in more intense land use in the Village than in the Town of Rose (0.93 units per acre).

## Land Use Projections

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

### Village of Wild Rose

- Even though past information from the U.S. Census and the Department of Administration suggests that the Village will experience stagnant growth over the life of the plan, a planned municipal water system and sizeable new residential development along with an expansion of the Village industrial park could lead to new growth.
- Utilizing existing zoning requirements and residential intensities, it is anticipated that an additional 19 acres will be developed for all residential uses (single-family, duplex and multi-family) within the Village over the life of the plan.
- Areas in the southwest and northeast sections of the Village of Wild Rose and areas surrounding CTH A, immediately north of the Pine River are targeted for residential growth. Infill development is also encouraged.
- Utilizing a ratio of residential acreage to commercial land use an additional 5 acres of commercial development is planned. Areas along STH 22 in the downtown area and in the southwest portion of the Village are targeted for commercial development.
- Utilizing a ratio of residential acreage to industrial land, it is anticipated that an additional one acre of industrial use will occur over the planning period. Industrial development is expected to occur in area near STH 22 in the southwest portion of the Village.
- Growth within the Village is expected to occur in areas currently designated as woodlands and open other land, therefore agricultural land use is expected to remain stable over the life of the plan at 0.3 acres.

## Town of Rose

- Based on ECWRPC population and household projections, it is anticipated that 469 additional acres will be needed for residential growth over the life of the plan.
- Residential development should occur on a minimum lot size of 5 acres to retain rural character and allow for individual on-site sewage disposal systems.
- While scattered residential development will continue to occur in the Town of Rose, infill development is encouraged within existing platted subdivisions.
- Utilizing a ratio of residential to commercial land use, it is anticipated that 3 acres of commercial development will occur in the Town over the planning period.
- Based on land use projections for the life of the plan, it is anticipated that 39 additional acres of Town land could be annexed by the Village of Wild Rose for industrial purposes.
- Commercial and industrial development is designated along STH 22, adjacent to the southwest portion of the Village of Wild Rose.
- Agricultural lands are scattered throughout the Town of Rose and it is the Town's intention to preserve the right to farm.
- Agricultural projections were made assuming that all new residential development would convert a combination of agricultural land, woodlands and open land into residential use. The ratio is based on each category's share of existing non-developed, but still developable land.
- It is anticipated that 101 acres of farmland will be lost over the life of the plan.

## **Land Use Issues and Conflicts**

- Future land use conflicts between the Town of Rose and the Village of Wild Rose may be minimal, as the two communities have a good working relationship and agree on annexation issues.
- Incompatibilities may arise between adjacent land uses as development continues. Proper planning and use of regulatory controls will minimize the severity and overall number of conflicts. Land use controls such as setbacks, screening, and buffering should also be utilized to limit potential conflicts.

## **INTERGOVERNMENTAL COOPERATION**

### **Intergovernmental Cooperation Vision for 2030**

*In the year 2030 the Town of Rose and the Village of Wild Rose are working closely with each other, and neighboring communities on areas of mutual interest. They also collaborate on a*

*whole range of issues and public services. This spirit of cooperation has led to a more cost-effective delivery of government services by eliminating duplication of costs, facilities and equipment, and achieving larger economies of scale. In addition, the interchange of ideas, and information gained from ongoing dialogue among the participants has helped each community plan better for its future needs. Local officials have recognized that their economies and quality of life are inextricably interlinked and interdependent on each other so intergovernmental cooperation has provided mutual benefits for the entire area.*

## **Key Findings**

### **Intergovernmental Agreements**

- The Village of Wild Rose has not established a border agreement with either the Town of Rose or the Town of Springwater.
- The Village of Wild Rose and the Town of Rose have mutual interests and their economies are interlinked by industry/service and employment relationships.
- Towns cannot annex land from one another. Therefore, borders between the Town of Rose and adjacent towns are fixed and boundary disputes are non-existent. The towns in the area share a common rural character and enjoy a good working relationship with all neighboring municipalities.

### **School Districts**

- While school districts are working with area communities, additional communication and cooperation is needed to further benefit the local communities. This may include sharing recreational facilities; utilizing existing school facilities for after school meeting space; and working together to coordinate the siting and utilization of new school facilities and the implementation of the comprehensive plan.
- The three economic development committees representing the Village of Wild Rose and the Town of Rose should work with the technical colleges and local industries to develop training programs to expand local skills needed by area industries.

### **Community Facilities**

- The Wild Rose Fire District has mutual aid agreements with other fire districts in the area, including the fire districts of Almond, Springwater-Saxeville, Plainfield, Wautoma, and many other firehouses in Waushara County.
- EMS and ambulance protection is provided through a cooperative arrangement managed by the Waushara County EMS in Wautoma.
- The Patterson Memorial Library, the Wautoma Public Library and libraries in many neighboring communities are part of the Winnefox Library System that cooperatively share partner library collection materials.

- Communities should periodically meet with providers of utility infrastructure (gas, electric, telephone, etc.) to discuss upcoming road construction and utility upgrades.
- Communities should work with the various county departments to coordinate road construction and maintenance, solid waste and recycling efforts, senior citizen and other social services, and park and recreation programs.
- Local governments should also meet with the Wisconsin Department of Transportation and the Waushara Highway Department to discuss and coordinated upcoming road construction projects.
- All communities within the area have various intergovernmental agreements with respect to public services and facilities provisions. For example, mutual aid agreements exist between the fire districts and snow plowing on commonly shared roads.

### **Regional, State, and Federal Agencies**

- By statute, the Town of Rose has adopted County zoning. Where feasible, all units of governments should collaborate to ensure that zoning ordinances are similar in nature. The Town should strive to enhance and strengthen county zoning ordinances by adopting its own zoning ordinances which may be more stringent.
- Individual communities within the Group E cluster should continue to work with the various Waushara County Departments to foster good working relations, promote mutual respect, and coordinate necessary community services.
- Waushara County is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to local communities, counties, and other entities within its jurisdiction. All Group E communities should continue to maintain a positive working relationship with ECWRPC on future projects.
- The Wisconsin Department of Natural Resources (WDNR) is responsible for the regulation, protection, and sustained management of natural resources in the state. WDNR operates various programs to help local governments and private landowners successfully manage their properties to benefit overall environmental quality. Local governments should promote positive working relations between themselves, their citizens, and the agency.
- The overall mission of the Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) is multi-fold. DATCP oversees programs which ensure the safety/quality of food, promote fair business practices, and encourage the vitality of agricultural industries which preserve environmental quality. Since agriculture will continue to be an important economic industry in Group E communities, many DATCP programs will benefit local citizens.
- The Wisconsin Department of Transportation (WisDOT) oversees all issues related to transportation uses in the planning area. WisDOT oversees highway planning,

construction, and maintenance; airport travel, safety, and zoning; bicycle and pedestrian transportation; and multimodal transportation issues. Although there are no major expansions planned within the Group E area, local communities should take a proactive role in transportation planning issues on an ongoing basis. A paving project is planned by the Wisconsin DOT for STH 22 from the Wautoma City limits north to the Waupaca Co. line.

- The possible interactions Group E communities can have with all county, state, and federal agencies are too lengthy to include in this report. Local communities must continually network and cooperatively plan with the appropriate agencies as needs arise.

### **Extra-territorial Jurisdiction**

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

## **IMPLEMENTATION**

### **Implementation Vision for 2030**

*In 2030, The Town of Rose residents have seen how the careful implementation of their comprehensive plan has provided well managed growth, responsible government, and allowed the residents of the Town to continue to enjoy their community's unspoiled rural character and natural resources. Town leaders have continued to rely on the goals set forth in their comprehensive plan to guide new development to appropriate locations which has prevented land use conflicts. They have found their original plan, revised over time to reflect new community visions, has proven to be a successful working document which has allowed the Town to accommodate new growth without compromising community values regarding protecting scenic rural character and the agricultural base of the Town. The Plan Commission and the Town Board have been diligent in establishing new ordinances and policies which will implement the plan. The Town values the opinions of its residents and business owners and has implemented a plan which has improved the quality of life for its residents.*

## **Key Findings**

### **Role of the Plan**

- All land use decisions will be kept consistent with the community's adopted plan.
- The planning commission is responsible for ensuring that current ordinances are in compliance with the plan.

### **Responsibility**

- Elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical information from planning staff, citizen input from advisory boards and their own judgment on the specific development.
- The planning commission is the primary entity responsible for implementing and updating the comprehensive plan.
- The planning commission must review all new and existing ordinances to verify compliance with the goals and objectives of the plan.

### **Internal Consistencies**

- Any amendment to the plan will be accompanied by an overall review of all nine elements and their associated goals, objectives and strategies.

### **External Consistencies**

- Communities should be aware of state and other planning documents and their relevance to their individual comprehensive plan.

### **Monitoring Progress**

- Communities will annually monitor the progress of implementation, utilizing the schedules that are found in the Implementation Chapter to ensure each strategy is implemented in a timely fashion.
- Communities will annually review the goals, objectives and strategies and address any conflicts which may arise between the elements of the plan, and report implementation progress to residents at the Annual Meeting.

### **Updating the Comprehensive Plan**

- The comprehensive plan must be updated at least once every 10 years.
- Where appropriate, minor modifications should be made to the individual community plans as the need arises. These modifications may include, but are not limited to, the incorporation of new statistical data, changes to individual strategies, and changes to land use maps.

### **Adoption of the Plan and Future Updates**

- The plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, and adopt a resolution by a majority vote of the entire plan commission or governmental unit.
- One copy of the recommended plan will be sent to adjacent local governmental units, the DOA, ECWRPC, public libraries and others as specified in the state statutes.
- The plan shall be adopted by ordinance.
- A class I public notice should be published 30 days prior to the hearing on the proposed ordinance to adopt the final recommended plan.
- A public hearing must be held on the ordinance.
- An opportunity for written comments by the public must be provided and the local governing body must respond to those comments.
- The local governing body must approve the ordinance.
- The adopted plan on ordinance must be distributed to the list above as specified by state statutes.

### **Land Use Controls**

- Local communities and counties can choose a variety of implementation tools. These can include sign regulations, erosion and stormwater control ordinances, historic preservation ordinances, design review ordinances, building/housing codes, floodplain ordinances, subdivision ordinances and lighting control ordinances.
- The Town of Rose is under Waushara County zoning. It may wish to adopt its own zoning ordinances, however town ordinances must be as strict as or stricter than the county ordinance.
- The Village of Wild Rose is under village zoning.
- Cities, villages and towns which have adopted village powers have the authority to develop an official map. Official maps ensure that future land use decisions will remain compliant with the comprehensive plan.

## CHAPTER 2: ISSUES AND OPPORTUNITIES

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## ISSUES AND OPPORTUNITIES

### INTRODUCTION

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

#### ***Issues and Opportunities Vision for 2030***

*In 2030 the quality of life for residents of the Town of Rose is quite good. The Town Board has succeeded in keeping the cost of government to a minimum by offering residents what they desire, minimal public services in exchange for affordable taxes. Thanks to the implementation of recommendations of the Town's Comprehensive Plan 2030, the residents of the Town of Rose now enjoy the benefits of having preserved the most environmentally sensitive areas and the Town's rural character. This includes clean rivers and streams, protected ground water, beautiful woodlands and other natural and cultural amenities that can be enjoyed by future generations. A concerted effort to identify new markets, products and processes for farm and wood products has kept small farms and the forest products industry in the Town economically healthy.*

*The Town of Rose and the Village of Wild Rose recognizing that their economies are interdependent, have coordinated with each other to offer cost effective efficient public services for their public safety and fire protection needs. Residents of both the Town and the Village are employed by industries and businesses in the Village of Wild Rose where public sewer and water services are available. Basic medical care and 24/7 emergency services are provided by an expanded Wild Rose Medical Facility. Extended care facilities and other senior housing serve the area's growing senior population. The Village continues to grow with new home construction in subdivisions that are served efficiently by public sewer and water and nearby public services. The Town of Rose offers larger lots in a rural setting. Together they offer residents a broad range of housing choices. A joint Village/Town effort which constructed new walking trails and fishing facilities have provided residents with great family recreational opportunities and has contributed to the tourism economy as well.*

### INVENTORY AND ANALYSIS

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

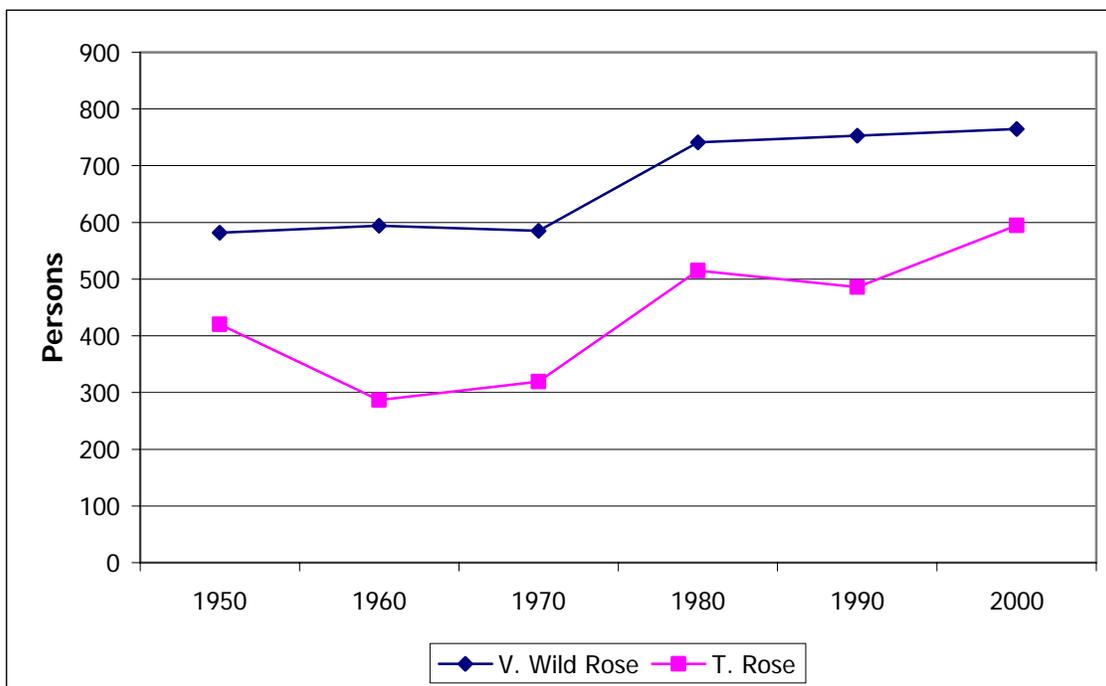
will briefly describe the policy context, discuss the need for intergovernmental cooperation, assess current and future trends and identify issues that need to be addressed.

## Demographic Trends

### *Historic Population*

The population of the Village of Wild Rose and Town of Rose has fluctuated during the past fifty years<sup>1</sup>. During this time period, the Town of Rose experienced the largest variation in population (Figure 2.1), while the Village of Wild Rose experienced the largest population increase, gaining 183 residents between 1950 and 2000. The Town of Rose gained 175 residents, over this time frame (Appendix B, Table B-1).

**Figure 2.1. Historic Population Change**



Source: U.S. Census: 1950, 1960, 1970, 1980, 1990, 2000; WI DOA 2001 – 2005.  
(2000 Census numbers have been adjusted through the Count Question Resolution Program (CQR) 8/30/02.

Between 1950 and 2000, population growth in the Village of Wild Rose and the Town of Rose was slower than growth in Waushara County, the East Central Region<sup>2</sup>, and Wisconsin. The Town of Rose's population increased by 41.7 percent during this time period, while Wild Rose's population increased by 31.4 percent. Population increases at the county, region and state level exceeded 55 percent, with the East Central Region experiencing the largest increase, 66.1 percent. 2005 population estimates from the Wisconsin Department of Administration (DOA) indicate that recent local growth trends continue to be slower than regional and state growth patterns. Since 2000, the Village of Wild Rose's population has declined by -2.5 percent and

<sup>1</sup> U.S. Census: 1950, 1960, 1970, 1980, 1990, 2000; WI DOA 2001 – 2005.

<sup>2</sup> Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago Counties.

the Town of Rose's population has increased by 3.4 percent, compared to 4.0 percent at the state level, 4.8 percent at the regional level and 8.0 percent at the county level.

### ***Components of Population Change***

The two components of population change are natural increase and net migration. Natural increase is calculated by subtracting deaths from births during a specific time period. Net migration is, in theory, the number of people leaving an area (out-migrants) subtracted from the number of people coming into an area (in-migrants). However, since no convenient way of determining the movement of people on a regular basis exists, net migration must be estimated. Net migration can be estimated based on survey data, information from census questions, IRS data or calculated by subtracting natural increase from total population change. Net migration estimates may vary depending on which methodology is used. Data from the University of Wisconsin-Extension Applied Population Laboratory and the Wisconsin Department of Administration (DOA), for example, show similar trends, but their net migration estimates vary.

An examination of the data provided by the University of Wisconsin-Extension Applied Population Laboratory and the Wisconsin Department of Administration (DOA) indicate that since 1950, migration has played a greater role in population change in Waushara County than natural increase. With the exception of the 1950s, Waushara County has experienced a positive net migration rate (Tables 2.1 and 2.2). Furthermore, the rate of net migration in Waushara County has exceeded the overall Wisconsin net migration rates each decade since 1980, which indicates that Waushara County is attracting residents from other parts of Wisconsin.

**Table 2.1. Net Migration Estimates, 1950 to 1990**

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

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

The role of migration in the county's population growth became more important in the 1990s and early 2000s, when the rate of natural increase fell below zero. Since natural increase rates were negative, the entire increase in population in Waushara County since 1990 can be attributed to in-migration (Table 2.2).

Waushara County migration patterns also varied by age<sup>3</sup> (Appendix B, Table B-2). Between 1990 and 2000, young families (age 30 to 44 yrs) and baby boomers (age 45 to 64), many who converted their seasonal residences to year round homes, moved to Waushara County. During

<sup>3</sup> WDOA, 2005.

this time period, Waushara County lost population in two other age groups, as many individuals ages 20 to 29 and individuals age 75 and older migrated out of the county. The net loss of young adults is likely attributable to two factors. First, many students left the county to attend college. Others may have relocated in search of affordable housing and better employment opportunities. The out-migration of elderly individuals likely resulted from a need or desire for additional services. As people age, many eventually need or desire a wider variety of housing, health care, support services and transportation options than is available in rural communities.

**Table 2.2. Components of Population Change, Waushara County**

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

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

### ***Population Density<sup>4</sup>***

Population density reflects the degree of urbanization and impacts the demand and cost effectiveness of urban service provision. Over time, urban growth and suburbanization within Waushara County has expanded and town settlement patterns have increased in density. In 2000, population densities for Waushara County towns ranged from 12 to 62 persons per square mile. At 17 persons per square mile, the population density in the Town of Rose was well below the county average of 37 persons per square mile. Villages in Waushara County ranged in density from 334 to 692 persons per square mile in 2000. The Village of Wild Rose averaged 580 persons per square mile (Appendix B, Table B-3). The average population density for the state was 82 persons per square mile.

### ***Age Distribution***

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

A comparison of 1990 and 2000 age cohort data indicates that the Village of Wild Rose experienced an increase in the number of school age children, baby-boomers and elderly residents during this time period (Appendix B, Tables B-4 and B-5)<sup>5</sup>. Individuals age 65 and older comprised the largest age cohort for both years, while the largest increase in population

<sup>4</sup> U.S. Census, 2000.

<sup>5</sup> U.S. Census; 1990, 2000.

by age cohort occurred in the 45 to 64 year old age cohort, which increased by 24.4 percent. An increase in elderly and school age residents means that the village needs to balance service needs between elderly residents and school age children.

Between 1990 and 2000, the Town of Rose experienced a slight decrease in the number of school age children and population increases in pre-school, working age and elderly age cohorts. The largest increase occurred in the 45 to 64 age cohort, which increased by 74.8 percent (Appendix B, Tables B-4 and B-5). The large increase in residents between the age of 45 and 64 likely resulted from the aging of the baby-boom population and the in-migration of individuals in this age cohort.

Median age divides the age distribution of the population in half. One half of the population is younger than the median age, while the other half of the population is older. As a result, the median age of the population provides some insight to the overall population structure within a community. Median age can and does vary over space and time. Changes in population compositions resulted in most Waushara County communities experiencing an increase in median age between 1990 and 2000 (Appendix B, Tables B-4 and B-5). Both Group E communities were among those experiencing an increase in median age during this time period. The increase in median age in the Village of Wild Rose was relatively slight, only 1.2 years, which reflects the increase in school age and elderly cohorts. The Town of Rose experienced a larger increase in median age, 4.4 years, which reflects the large increase in the 45 to 64 year age cohort. In comparison, Waushara County's median age increased by 3.5 years, while the state's median age increased by 3.1 years.

## **Household Structure**

### ***Household Size***

Household size and changes in household structure help define the demand for different types and sizes of housing units. The composition of a household coupled with the level of education, training, and age also impact the income potential for that household, plus help define the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accompanying infrastructure, even if no increase in population occurs.

Household size for Waushara County and the state has been decreasing since 1970<sup>6</sup> (Appendix B, Table B-23). In the Village of Wild Rose household size decreased between 1970 and 1990, then rose in 2000, while in the Town of Rose household size fell for each decade. The largest reduction in household size occurred at the state level, where household size declined from 3.22 persons per household in 1970 to 2.50 persons per household in 2000. The Village of Wild Rose had the smallest household size in each year between 1970 and 2000, while the state had the largest in all but 1990. In 1990, the Town of Rose had the largest household size, 2.88 persons per household.

Between 1990 and 2000, the Village of Wild Rose was the only jurisdiction (of the four) to experience an increase in the average household size. This was the result of a decrease in one

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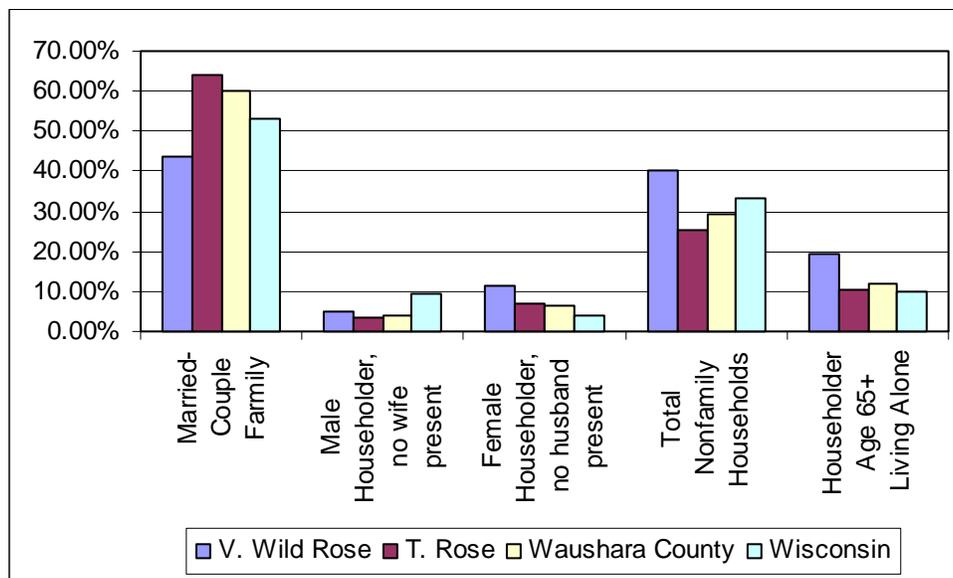
<sup>6</sup> U.S. Census; 1970, 1980, 1990, 2000.

person households and an increase in two, three, five and six and more person households. Generally, unlike state and county trends, both the Town of Rose and the Village of Wild Rose experienced decreases in one person households and increases in larger household sizes during this time frame. Interestingly, the county also saw increases in six or more person households in 2000 (Appendix B, Tables B-6 and B-7).

**Household Composition**

In 1990 and 2000, the majority of households for all four jurisdictions were family households, and the majority of family households were married couple families<sup>7</sup> (Appendix B, Tables B-8 and B-9). Between 1990 and 2000, the Village of Wild Rose and Town of Rose experienced an increase in the share of family households, while Waushara County and Wisconsin saw an increase in the share of non-family households. In 1990, the share of family households ranged from 57.6 percent in the Village of Wild Rose to 73.1 percent in Waushara County. By 2000, the share of family households ranged from 59.9 percent in the Village of Wild Rose to 74.6 percent in the Town of Rose. The Village of Wild Rose had the largest share of non-family and elderly households and the smallest share of family households in both years.

**Figure 2.2. Percent of Households by Type, 2000**



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

In 1990, householders age 65 or older and living alone ranged from 10.5 percent in Wisconsin to 28.5 percent in the Village of Wild Rose. Between 1990 and 2000, the share of elderly householders living alone decreased in all four jurisdictions. By 2000, the share of elderly householders living alone ranged from 9.9 percent of all households in the state to 19.6 percent of the households in the Village of Wild Rose.

Even though the share of householders age 65 or older and living alone is decreasing, the number of elderly householders are actually increasing in both the state and county. In addition, despite the fact that the number of elderly householders living alone is decreasing in

<sup>7</sup> U.S. Census; 1990, 2000.

the Village of Wild Rose and the Town of Rose, they still garner a significant percentage of the total households. In 2000, 86 or 15.5 percent of the total households were elderly and living alone in the Village of Wild Rose and the Town of Rose combined. As costs rise and health declines, elderly singles may have difficulty maintaining their housing unit, especially if they own a larger home. Homes may need special modifications or additional equipment if the elderly or disabled are to live independently. Assistance may also be needed with housekeeping, transportation or meal preparation, etc. Social isolation may also become an issue if these individuals have limited mobility options. The Village of Wild Rose, Town of Rose and Waushara County may want to consider what options and services will help meet the needs of these individuals.

### **Race and Ethnic Origin**

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

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

### ***Racial Distribution***

While the Town of Rose and Waushara County experienced an increase in persons of color between 1990 and 2000, the number of persons of color remained small<sup>8</sup> (Appendix B, Tables B-10 and B-11). Whites continue to comprise an overwhelming majority of the population. Other races comprised the largest nonwhite group in the Village of Wild Rose, while other races and two or more races tied for the largest group in the Town of Rose in 2000. The 2000 Census was the first Census which allowed persons of mixed race to identify themselves as belonging to two or more races. Less than two percent of state and Town of Rose residents and less than one percent of the Village of Wild Rose and Waushara County residents declared they were of two or more races.

The population of both the Village of Wild Rose and the Town of Rose is less diverse than that of the county and state. In 2000, whites comprised 97.3 percent of the Village of Wild Rose

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<sup>8</sup> U.S. Census; 1990, 2000, STF 1A.

population and 97.6 percent of the Town of Roses population, compared to 88.9 percent of the state's population and 96.8 percent of Waushara County's population.

### ***Ethnic Origin***

In 2000, the most common ancestry identified by Village of Wild Rose, Town of Rose and Waushara County residents was German<sup>9</sup> (Appendix B, Table B-12 and B-13). Thirty-four percent (33.8%) of Village and 32.5 percent of Town residents claimed German ancestry, compared to 38.0 percent of County residents. Several residents (24.3 percent of the Village of Wild Rose and 14.5 percent of the Town of Rose residents) could not identify or chose not to report their ancestry. The second most common ancestry identified by Village residents was Norwegian (7.3%), Town residents was English (12.2%) and County residents was Polish (7.3%).

Although Hispanics are the fastest growing ethnic group in the United States, they currently comprise less than four percent of the county's and state's population (Appendix B, Table B-14). However like the nation, this segment of the population is one of the fastest growing in the area. Between 1990 and 2000, the Hispanic population within Waushara County and Wisconsin more than doubled. At the county level, the Hispanic population increased from 2.0 percent of the county's population to 3.7 percent. At the state level, the Hispanic population increased from 1.9 percent of the state's population in 1990 to 3.6 percent of the state's population in 2000.

Even though the number and share of Hispanics increased in the Village of Wild Rose and the Town of Rose between 1990 and 2000, they remain a very small part of the population. In 2000, Hispanics comprised 2.2 percent of the Village's population and 2.9 percent of the Town's population. Therefore if these communities are going to continue to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase as Hispanics are becoming a larger share of the national, state and county population.

### **Income Levels**

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, social security, retirement income, disability income and welfare payments (U.S. Census Bureau). Traditionally, earned income is geographically dependent, as the quality of local jobs determines the earning potential and quality of life for local residents dependent on earned income. Unearned income is not geographically dependent. Retirement pensions, for example, may come from a company which is located several states away. As a result, a retiree's quality of life is not as dependent on the health of the local economy and quality of jobs in the area as someone who derives the majority of their income from earnings. As telecommuting increases and becomes more mainstream, earned income may become more geographically independent. However, at this point in time, little telecommuting occurs in Waushara County.

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<sup>9</sup> U.S. Census; 2000.

### ***Impact of Earnings on Household Income***

An examination of 1999 income data indicates that the majority of household income within the Village of Wild Rose, the Town of Rose, Waushara County and the state is derived from earnings<sup>10</sup>. As a result, access to earning opportunities is a strong determinant in meeting the income needs of residents in all four jurisdictions (Appendix B, Table B-15). Eighty percent (79.9%) of income in the Village of Wild Rose was derived from earnings, compared to 74.6 percent in the Town of Rose and 80.6 percent of the income in Wisconsin. At the county level, only 71.4 percent of income was derived from earnings, which indicates that at the county as a whole is less dependent on employment and job creation than the Village of Wild Rose or the Town of Rose.

In the Town of Rose, Waushara County and the state, the average income per household was higher than the average earnings per household, which indicates that these jurisdictions also benefit from unearned income (Appendix B, Table B-15). In all four jurisdictions, the percent of households with earnings ranged from 75.6 percent for the Village of Wild Rose to 81.8 percent for the state.

### ***Income Comparisons***

Three commonly used income measures are median household income, median family income and per capita income. Median income is derived by examining the entire income distribution and calculating the point where one-half of incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the distribution of the total number of households or families, including those with no income. Per capita income measures income per person, and is calculated by dividing the total income of a particular group by the total population of that particular group, including all men, women and children, regardless of age and earning potential.

A comparison of median family, median household and per capita income values between 1989 and 1999 indicate that all four jurisdictions experienced an increase in all income measures during this time period (Appendix B, Table B-16). The Village of Wild Rose experienced the largest increase in median household and per capita income, while the Town of Rose saw the smallest increase in all income measures.

These variations in income growth resulted in a decreased disparity between the Village of Wild Rose and the Town of Rose for both median household and family income and an increased disparity in per capita income. However, even though the growth rate for the Village of Wild Rose exceeded Wisconsin's for median household and family income, it was not enough to narrow the gap in incomes between the two jurisdictions. Although historically the income gap between the Town of Rose and the state has been smaller than the Villages', because the state experienced a higher increase in income for all measures than the Town, this disparity increased between 1989 and 1999.

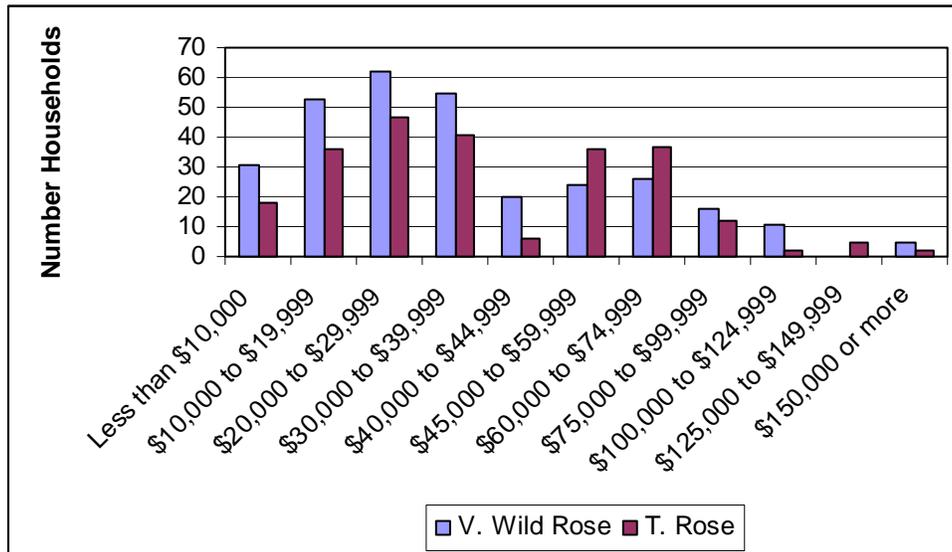
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<sup>10</sup> U.S. Census; 2000 STF 3A.

**Household Income By Range**

While median and per capita income figures are often used to compare incomes across communities, household income by range provides a clearer picture of the distribution of income within a community, which allows communities to better target policies, programs, housing and economic development opportunities to meet the needs of their residents. Table B-17 in Appendix B identifies the number of households in income categories ranging from those with incomes of less than \$10,000 through those with incomes of \$150,000 or more. Figure 2.3 shows the distribution of those households. 2000 Census information indicates that in 1999, the Village of Wild Rose had a larger number and share of households with incomes below \$10,000 (31, 10.2%), than the Town of Rose (18, 7.4%). The Village of Wild Rose also had a larger number and share of households with incomes of \$150,000 or more (5, 1.7%), than the Town of Rose (2, 0.8%). In both communities the income range with the largest number of households was \$20,000 to \$29,999. Income categories with the smallest number of households include those with incomes of \$100,000 or more.

**Figure 2.3. Distribution of Households by Income Range, 1999**

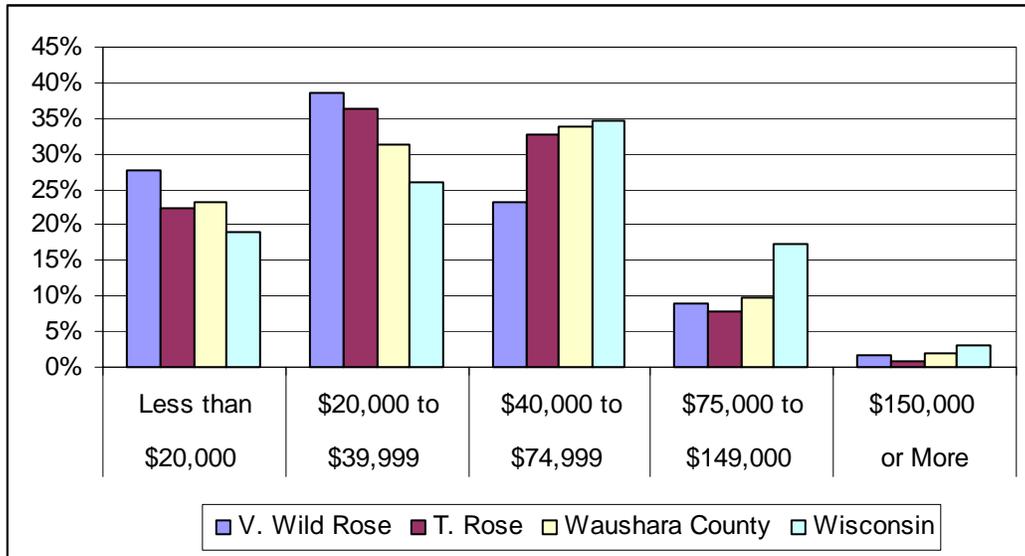


Source: U.S. Census, 2000, STF 3A

For additional comparison and analysis, the eleven income categories in Appendix B, Table B-17 have been consolidated into five broader income categories and presented in Figure 2.4 as a share of total households with income. As indicated in Figure 2.3 and 2.4, both the Village and the Town had a slightly different distribution of households by income range in 1999. However, over 80 percent of households in both communities reported incomes below \$75,000. The Village of Wild Rose had a larger share of households with incomes between less than \$20,000 and \$39,999, while the Town of Rose had a greater share of households with incomes between \$20,000 and \$74,999. Approximately 66.3 percent of Village of Wild Rose and 58.7 percent of Town of Rose households reported income at or below the county median income (\$37,000), which means that many households in the area are likely eligible for programs such as housing rehabilitation grants and loans, guaranteed loans for first time home buyers and job training programs designed to help increase skills which should result in increased earnings potential.

The percentage of households with incomes below \$20,000 ranged from 27.7 percent in the Village of Wild Rose to 22.3 percent in the Town of Rose. In comparison, 23.1 percent of county households and 19.1 percent of Wisconsin households had incomes less than \$20,000. At the other end of the spectrum, 11.7 percent of county households and 20.3 percent of Wisconsin households had incomes of \$75,000 or more, while the percentage of households with incomes of \$75,000 or more ranged from 8.7 percent in the Town of Rose to 10.6 percent in the Village of Wild Rose.

**Figure 2.4. Household Income by Range, 1999**



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

**Poverty Status**

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

Between 1989 and 1999, both the number and percentage of persons living below the poverty threshold declined in the Village of Wild Rose, Waushara County and Wisconsin (Appendix B, Tables B-18 and B-20). While the share of persons living in poverty declined in the Town of Rose, the number of persons living in poverty increased from 53 in 1989 to 60 in 1999. In 1999, seven percent (6.6%) of Village of Wild Rose, ten percent (10.3%) of Town of Rose, nine percent (9.1%) of Waushara County and eight percent (8.7%) of Wisconsin residents continued to live in poverty (Appendix B, Table B-20).

Poverty by age trends varied. Elderly were more likely to live in poverty in the Village of Wild Rose between 1989 and 1999 and in the Town of Rose in 1999, while children were more likely to live in poverty in the Town of Rose in 1989 and in Waushara County and the state during both time periods.

Of the four jurisdictions, the Village of Wild Rose had the lowest share of children living in poverty in 1989, 14.3 percent while Waushara County had the highest, 20.1 percent. Between 1989 and 1999, the Village of Wild Rose, Town of Rose and Waushara County experienced a sharper decline in the share of children in poverty than Wisconsin. As a result, in 1999 the state had the largest share of children in poverty of all four jurisdictions, 11.2 percent. In Waushara County, 10.9 percent of children still lived in poverty in 1999.

The Village of Wild Rose had the largest share of elderly residents living in poverty for all four jurisdictions in 1989, 19.8 percent while the state had the smallest, 9.1 percent. In 1999, the Village of Wild Rose continued to have the largest share of elderly residents living in poverty (12.8%) while the state continued to have the smallest (7.4%). Eleven percent (10.8%) of Waushara County residents lived in poverty in 1999.

Within the Village of Wild Rose, the number of children in poverty decreased from 19 in 1989 to 8 in 1999, while the share of children in poverty declined from 14.3 percent to 4.1 percent. During this same time period, even though elderly were more likely to live in poverty than children, both the total number and the number and share of elderly residents living in poverty shrank. In 1989, 32 (19.8%) out of 162 elderly residents lived in poverty; by 1999 the elderly component of the population in the Village had fallen to 133 and 17 or 12.8 percent lived in poverty (Appendix B, Tables B-19 and B-12).

In the Town of Rose, the number and share of children living in poverty decreased between 1989 and 1999, while the number and share of elderly residents living in poverty increased. Although the number of children in the Town remained stable during this time period, the number of children in poverty declined from 20 (17.1%) in 1989 to 9 (8.0%) in 1999. At the same time, the total number of elderly residents increased from 86 to 106 and the number of elderly residents living in poverty increased from 10 (11.6%) in 1989 to 13 (12.3%) in 1999.

Between 1989 and 1999, the number of families in poverty declined in all four jurisdictions. Since the total number of families also declined during this time period, the share of families living in poverty declined. In 1989, the share of families living in poverty ranged from 10.1 percent in Waushara County to 6.2 percent in the Town of Rose. In 1999, the share of families living in poverty ranged from 3.4 percent in the Town of Rose to 5.6 percent in Wisconsin (Appendix B, Tables B-18 to B-20).

Most discussions regarding poverty tend to focus on children and elderly, as those are considered dependent populations which have little to no ability to change their circumstances. As a result, they are the populations most in need of assistance. However, as the U.S. economy moves from a manufacturing based economy to a service based economy, many individuals find themselves falling into a category called the working poor. These are individuals who are working, but their wages are too low to move them out of poverty. Economic development policies which encourage skill development training and living wage jobs could help the Village of Wild Rose and the Town of Rose communities continue to reduce the number of persons living in poverty. The living wage is defined as the hourly wage which will cover the cost of a two bedroom apartment and other basic expenses in a community within a 40 hour work week.

## Population Forecasts

Population projections can provide extremely valuable information for community planning; but by nature, projections have limitations which must be recognized. First, population projections are not predictions. Population projections are typically based on historical growth patterns and the composition of the current population base. Their reliability depends to a large extent on the continuation of those past growth trends. Second, population projections for small communities are especially difficult and subject to more error, as even minor changes in birth, death or migration rates can significantly impact community growth rates. Third, population growth is also difficult to predict in areas which are heavily depended on migration, as migration rates may vary considerably based on various “push” and “pull” factors both within and outside of the area.

Since migration has played such an important role in Waushara County population growth, migration rates are expected to significantly impact future population growth. An examination of past growth trends in the Village of Wild Rose indicates that significant gains in population occurred in the 1970's when migration rates at the county level were higher, while smaller gains took place in the 1980's when migration rates were lower. However, even though migration rates were higher in the county in 1990, significant population gains were not experienced in the Village during this time period. Therefore, while migration may have impacted population growth in the Village of Wild Rose in the past, in the future it may not have as great of an impact on the Village as in other portions of the county.

Within the Town of Rose, it appears that decades of growth occurred during periods of high net in-migration and periods of population decline occurred during periods of low net in-migration. Therefore migration may play a stronger role in population growth in the Town than in the Village.

Population growth results in an increase in demand for services and land consumption. The density of settlement, coupled with the amount and location of land consumed for housing, commercial and industrial uses will impact service costs. Additional development will decrease the amount of open space. Development choices will also impact the economic vitality of the agricultural and forestry sectors.

Table B-22, Appendix B presents population estimates for Waushara County through 2030. These population projections are based on a combination of average growth trends over the last four decades, anticipated growth patterns developed by DOA, and anticipated impacts from the new Redgranite Correctional Facility. It is assumed that the population in the Village of Wild Rose will decrease in every decade during the planning period. Between 2000 and 2030, the population of the Village is expected to decline by approximately 71 people or 9.3 percent. At the same time, the Town of Rose is expected to see an increase in population. The largest population gains will occur during the first decade and will taper off during the second decade. Between 2000 and 2030, the Town is expected to gain 80 people or grow in size by approximately 13.4 percent. However as noted earlier, growth rates can shift quickly in smaller communities and migration can vary substantially based on factors within and outside of communities. As a result, it is recommended that communities examine their population growth every five years to determine if population change is following anticipated trends or if growth trends are shifting.

### ***Population Projections by Age Cohort***

Reliable age cohort projections at the community level are not available for the Village of Wild Rose or the Town of Rose. Past trends and anticipated national, state and county trends indicate that population growth has not occurred uniformly in all age groups due to fluctuations in fertility rates and differences in migration patterns by age. These variations in growth rates, coupled with the aging of the baby boom population, will impact the population and age distribution within both communities.

Wisconsin migration patterns by age indicate that as individuals approach retirement age, many relocate to rural communities. As elderly persons in rural areas age and their health begins to deteriorate, many relocate to urban communities for access to better services and healthcare. However, increases in technology and healthcare have contributed to longer life spans and allowed the elderly to remain more independent. It is unclear at this point how these changes will impact future migration patterns by age. Waushara County population projections by age cohort (WI DOA, 2004) indicate that the number of county residents age 65 and older may almost double between 2000 and 2030, while the number of children may decline by 21 percent. In the future, the Village of Wild Rose and the Town of Rose may find themselves balancing the needs of school age children with the needs of their elderly residents.

### **Household Forecasts**

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

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

The actual growth rate and amount of future growth communities experience will be determined by local policies which can slow the rate of growth or increase the rate of growth within the context of county, state and national population growth trends. Since migration plays such a large role in Waushara County growth patterns, growth rates and trends outside of the county will influence the pool of potential residents the county can attract. If communities prefer a slower growth option which puts less pressure on their natural resources and lessens the impact on their community character, communities are welcome to use the lower estimates. Regardless of whether communities prefer a no growth, low growth or high growth option, it is

recommended they adequately prepare for future growth/changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of public infrastructure and services by encouraging denser, efficient growth patterns which maximize the use of land resources while minimizing the impact on the natural resource base.

Based on projected growth patterns and smallest average household size assumptions, the number of households in Waushara County is expected to increase by 28.8 percent between 2000 and 2030 (Appendix B, Table B-24). Within the Village of Wild Rose, even though the population is expected to decrease, the number of households will probably increase until 2015 before dropping off, since the average household size will be decreasing. The number of households is expected to increase from 312 in 2000 to 321 in 2015, then decrease to 303 in 2030; an overall decrease of 2.9 percent. At the same time, the household size is predicted to decrease from 2.26 in 2000 to 2.11 in 2030.

The number of households in the Town of Rose is anticipated to increase from 244 in 2000 to 312 in 2030 or 27.9 percent. While the household size, in the Town, is expected to decrease from 2.44 in 2000 to 2.16 in 2030 (Appendix B, Table B-24). The increase in the number of household is expected to result from in-migration of new households and a continued decrease in household size, as new households are formed within the existing population when those households split into two or more households. One major factor nationwide will be the aging of the echo-boom generation. As these children of the baby-boomers move out of their parent's home and form their own household, the increase in the number of new households is expected to be large, compared to actual population growth.

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Economic Development**

An aging population brings opportunities and challenges to the area. If current migration trends hold true, the Town of Rose and to some extent the Village of Wild Rose will likely continue to attract baby-boomers. Many of these individuals may have personal wealth and/or good retirement incomes. At the same time, both communities have a small number of persons age 65 and older living in poverty.

A larger population will likely drive the need for additional goods and services. Local companies and communities may need to find creative ways to attract younger working individuals (25 to 45 years old) to live and work in the planning area to meet workforce needs. At the same time, recruiters should allow elderly who seek employment to continue to remain in the work force.

As people are living longer, many are choosing to work into their traditional retirement years. These individuals often desire more flexibility or part-time employment. Other older individuals may need to earn extra income to afford the basic necessities and/or cover health care costs. Some retirees may not be interested in continuing in the workforce, but have the skills, knowledge and desire to serve as mentors and teachers. These individuals may, upon request, desire to volunteer to help communities address housing, literacy, financial education or other local needs. Some may wish to provide expertise to emerging businesses through a SCORE chapter. Since growing local businesses can be as important as attracting outside firms to

locate in the area, new entrepreneurs should be encouraged to develop new industries so that job opportunities are available to all residents. Data indicates that earnings are an important component of household income in both communities. As a result, communities in the area should work together to build and attract living wage employment opportunities.

## **Housing**

Additional housing will be needed to meet the anticipated increases in households, the needs of seasonal residents and changing demographics within communities. The type, tenure and quantity of housing needed will vary based on the age structure, physical needs, income levels and preferred housing choices of the overall population. In all likelihood, communities will need a mixture of housing types, styles and price ranges. If current income structures remain in place, quality housing for low income workers and elderly will be important. New single family as well as multi-family homes will be needed. Some conversion of seasonal to year round residences is anticipated. Existing homes may need remodeling or rehabilitation to meet changing needs. Communities can anticipate a need for housing for singles, young families and workforce housing. Additionally, a variety of elderly housing and housing for disabled needs must be met. Remodeling or rehabilitation may help elderly or disabled individuals who wish to stay in their existing home to remain in their homes for a longer period. Other individuals may desire other alternatives or need assisted living or skilled nursing facilities. Condominiums, efficiency apartments or community based residential facilities may be best suited for this segment of the population. Both communities need to determine if they wish to provide these alternatives or encourage individuals to relocate. Furthermore, housing costs appear to be rising faster than incomes in the Town of Rose. As a result, more attention must be paid to meeting affordable housing needs. Housing can be made more affordable by increasing incomes, subsidizing the cost of existing housing or building housing which is more in line with local incomes.

## **Transportation**

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

## **Utilities and Community Facilities**

As population demographics change, the overall needs of the community also change. A growing elderly population, for example, may increase the need for additional health care or adult day care facilities. School facilities may need to be upgraded or modified to meet

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

### **Agricultural Resources**

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

### **Natural Resources**

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

### **Cultural Resources**

Waushara County is rich in historical, archeological, and cultural sites, which provide information about previous Native American and European settlements. Many buildings or areas also have significant religious or cultural meaning. Efforts should be made to inventory and map historical, archeological, and cultural sites so that their significance is not destroyed or altered. These sites provide a link with the county's cultural and ethnic heritage. Preserving them would help document the changing demographics and socio-economic characteristics of the area. Historical sites, heritage corridors and museums may also provide economic

development opportunities. Moreover, a concerted effort should be made to incorporate the historical architectural styles into modern construction to enhance the local cultural features and preserve community character.

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

### **Land Use**

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

### **Intergovernmental Cooperation**

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

## **POLICIES AND PROGRAMS**

Growth and development patterns do not occur in a vacuum. Over time, federal, state and local policies have directed the amount and location of development. Federal immigration policies determine the flow of immigrants into the United States, both in terms of numbers and countries of origin. Concepts such as Manifest Destiny combined with expansive federal

housing, land and transportation legislation, policies and subsidies such as the Homestead and Railroad Acts, the interstate highway system and IRS codes, etc. have heavily influenced settlement patterns. Additional federal legislation such as the Civil Rights Act, Americans with Disabilities Act (ADA) and Affirmative Action legislation have increased access and opportunities for persons of color and persons with disabilities. Wisconsin has broadened federal Civil Rights and Affirmative Action laws to include additional protected classes. State transportation policies and state land use legislation such as NR121, farmland preservation, natural resource protection and real estate tax codes have influenced growth and settlement. Local attitudes towards growth and accompanying zoning legislation, transportation and utility investments and tax and land subsidies also influence the type and amount of growth and development which occurs in each community.

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

## **Regional, County and Local Policies**

### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central is currently developing a regional smart growth plan. As part of this planning process, several key issues have been identified:

- How do we plan for continued population growth, which will result in an increase in demand for services and land consumption in the region?
- How do we promote the recognition of the relationship between the density of settlement and amount and location of land consumed for housing, commercial, and industrial uses and the costs of services?
- How do we ensure the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space?
- How do we address the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region's more productive farmland is located? More specifically, how will we address the impact on the farm economy?

- How do we ensure that an increase in urbanization has a positive impact on rural communities?
- Urban counties in the region currently have greater social and economic capital, more government support due to a larger tax base, and greater access to nonprofit services than rural counties. Current trends show the educational and income gap between urban counties and rural counties widening. How do we plan to decrease this gap and promote a healthy, vibrant economy and quality of life for all residents throughout the region?

The core goal for the Issues and Opportunities Section is:

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

The intent of this goal is to minimize the negative effects of sprawl development and provide a cost-effective variety of services and infrastructure that will meet the changing demographics of the overall population.

### **Federal, State and Regional Programs**

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

### **Federal Agencies**

#### ***United States Department of Commerce***

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

## State Agencies

### *Wisconsin Department of Administration (DOA)*

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

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

### University of Wisconsin-Madison

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

### *Regional Programs*

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

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

## CHAPTER 3: ECONOMIC DEVELOPMENT

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## ECONOMIC DEVELOPMENT

### INTRODUCTION

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

#### ***Economic Development Vision for 2030***

*The Town of Rose and the Village of Wild Rose has been successful in attracting several small businesses to the industrial park. The employment opportunities these businesses provide and the competitive wages they offer have helped retain members of the work force and are serving to keep more dollars in the local economy of the village and town. This in turn has enabled the area's retail base to expand and become more diverse. The downtown area is thriving, and few vacant storefronts exist. Eco-tourism opportunities within both the town and village have expanded due to the renovations of the Wild Rose Fish Hatchery and the creation of several local nature trails. Area residents, however, still need to travel to larger urban centers for many of their shopping needs. With an overall population base still too small to generate adequate sales volume to attract most "big box" retailers, several local merchants have successfully expanded their operations and product lines.*

### INVENTORY AND ANALYSIS

Some components of the area's economy are presented in this chapter to better understand the state of the economy in the Village of Wild Rose and Town of Rose. Characteristics reviewed in this element include educational attainment, employment and unemployment levels, location of workplace, travel times, and a look at the area's economic base.

#### **Educational Attainment**

Table C-1 (Appendix C) presents educational achievement information from the 2000 Census for residents 25 years of age or older. A higher percentage of residents in both the Village of Wild Rose (38.4%) and the Town of Rose (43.5%) have received high school diplomas than the State of Wisconsin (34.6%). It is in the area of post-high school achievement where the state generally has a higher level of educational attainment. For example, 70 residents (12.8%) from the Village of Wild Rose and 45 residents (10.6%) from the Town of Rose completed four years of college or more. Comparatively, at the state level, 22.4 percent of residents have achieved this goal.

The U.S. Census Bureau reports that a person with a bachelor degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate.<sup>1</sup> The results of this study demonstrate there is a definite link between earning potential and education. Greater educational attainment is a goal that all of Wisconsin should

<sup>1</sup> U.S. Census Bureau. 2002. *The Big Payoff: Educational Attainment and Synthetic Estimates of Work-Life Earnings.*

be striving toward. Since the data suggests that many of the county's best educated residents are retirees, it points to the apparent lack of job opportunities in the area to retain or attract better educated members of the workforce.

## Labor Force

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

Census information indicates that labor force growth rates for Waushara County (29.4%), the Village of Wild Rose (18.9%), and the Town of Rose (15.5%) exceeded the state's 14 percent growth rate between 1990 and 2000 (Table C-2, Appendix C). Even though the labor market experienced overall growth in Waushara County, the unemployment rates in the county were higher than the state in both 1990 and 2000 (Table C-3 and Table C-4, Appendix C). According to census data, in 2000, Waushara County and Wisconsin had unemployment rates of 6.6% and 4.7%, respectively. The Town of Rose (6.0%) was also high relative to the state, but had lower unemployment rates than Waushara County. In contrast, the Village of Wild Rose (4.6%) had a lower unemployment rate than both the state and Waushara County. Table 3.1 includes more recent information and shows that the consequences of the recession were present at the county and state level between 2001 and 2004.<sup>2</sup>

**Table 3.1. Annual Average Unemployment Rates**

	2001	2002	2003	2004
Waushara County	5.8%	6.6%	6.7%	5.7%
Wisconsin	4.5%	5.5%	5.6%	4.9%

*Source: Wisconsin Department of Workforce Development, 2001 to 2004*

## Economic Base Information

The composition and types of employment in the county and the towns provides a snapshot description of the economic base in the area. Table 3.2 illustrates employment information by occupation and by industry.<sup>3</sup> The manufacturing, retail trade, and education, health, and social services sectors employ a large share of workers in both the Village of Wild Rose, and the Town of Rose. This is also true for the county and the state. Other important sectors in the Town of Rose include construction and agriculture, forestry, fishing and hunting, and mining. The finance, insurance, real estate, rental and leasing sector employ the fewest workers in the Village of Wild Rose, while the public administration sector employs the fewest workers in the Town of Rose.

The positive aspect of this distribution is that the manufacturing sector, in general, pays higher wages than most service industries. The negative aspect, however, is that the manufacturing

<sup>2</sup> Wisconsin Department of Workforce Development, 2001 through 2004. *Local Area Unemployment Statistics Estimates Report*.

<sup>3</sup> U.S. Census Bureau, 2000. *Community Profiles*. <http://www.doa.state.wi.us/dir/wisconsin/index.html>.

sector tends to be severely impacted by recessions, which is particularly painful for most Wisconsin communities.

**Table 3.2. Employment by Occupation and Industry**

	V. Wild Rose	T. Rose	Waushara County	Wisconsin
<b>OCCUPATION</b>				
Management, professional, and related occupations	24.8%	18.0%	23.5%	31.3%
Service occupations	21.5%	19.9%	16.1%	14.0%
Sales and office occupations	22.4%	24.0%	21.4%	25.2%
Farming, fishing, and forestry occupations	1.5%	7.5%	2.9%	0.9%
Construction, extraction, and maintenance occupations	8.1%	13.1%	11.1%	8.7%
Production, transportation and material moving occupations	21.8%	17.6%	25.0%	19.8%
<b>INDUSTRY</b>				
Agriculture, forestry, fishing and hunting, and mining	4.5%	12.4%	7.1%	2.8%
Construction	6.0%	7.9%	8.1%	5.9%
Manufacturing	10.8%	13.9%	22.1%	22.2%
Wholesale trade	3.3%	2.6%	3.1%	3.2%
Retail trade	16.4%	12.0%	10.4%	11.6%
Transportation, warehousing and utilities	5.4%	3.4%	5.9%	4.5%
Information	3.6%	2.6%	1.3%	2.2%
Finance, insurance, real estate, rental and leasing	3.0%	6.7%	3.8%	6.1%
Professional, scientific, management, administrative, and waste management services	5.1%	5.6%	3.7%	6.6%
Educational, health and social services	31.9%	22.1%	17.9%	20.0%
Arts, entertainment, recreation, accommodation and food services	5.0%	6.0%	7.5%	7.3%
Other services (except public administration)	1.2%	2.6%	4.4%	4.1%
Public administration	3.9%	2.3%	4.6%	3.5%

Source; U.S. Census, 2000.

Table 3.3 lists the largest employers in Waushara County.<sup>4</sup> Two of the top nine employers are manufacturing facilities. This list also indicates that Waushara County, the Department of Corrections and three school districts provide a large share of public sector employment. The Wild Rose Fish Hatchery located in the Town of Rose accounts for a higher than normal employment percentage (7.5%) in the farming, fishing, and forestry occupation category. Care for the elderly is provided by three of the top 20 employers.

<sup>4</sup> Wisconsin Department of Workforce Development, 2005. *OEA – Top 100 Employers*.  
[http://dwd.wisconsin.gov/oea/xls/top\\_100\\_all.xls](http://dwd.wisconsin.gov/oea/xls/top_100_all.xls).

**Table 3.3. Top 20 Public and Private Employers in Waushara County**

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

Source: Wisconsin Department of Workforce Development, 2004.

### Travel Time to Work

Travel time to work provides information about the time residents spend commuting to work. On an average, residents from the Village of Wild Rose and the Town of Rose, Waushara County and the state spent less than 25 minutes traveling to and from work in 1990 (Table 3.4). In 1990, average commute times for town residents ranged from 15.6 minutes in the Village of Wild Rose to 24.7 minutes for the Town of Rose residents. Country residents traveled an average of 21.8 minutes to work, while state residents traveled an average of 18.3 minutes to work.

**Table 3.4. Mean Travel Time to Work, 1990 and 2000**

Jurisdiction	1990	2000
V. Wild Rose	15.6	20.8
T. Rose	24.7	26.7
Waushara County	21.8	27.1
Wisconsin	18.3	20.8

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

Between 1990 and 2000, average commute times rose for all jurisdictions (Tables C-5 and C-6, Appendix C). Average commute time increased considerably for the Village of Wild Rose (5.2 minutes, 33.0%) and to a lesser extent for the Town of Rose (2.0 minutes, 8.2%). Waushara County (5.3 minutes, 24.3%) and the state (2.5 minutes, 13.7%) experienced noticeable

increases as well. In 2000, average commute times ranged from 20.8 minutes for the Village of Wild Rose to 26.7 minutes for the Town of Rose. County residents traveled an average of 27.1 minutes, while state residents traveled an average of 20.8 minutes to work.

Average commuting times increased due to a general increase in the share of residents embarking on longer commutes. Specifically, there was a slight increase in the share of commuter trips lasting 30 minutes or longer. For example, the share of town residents commuting 30 minutes or more for the Town of Rose increased from 22 percent to 26 percent. This indicates that the residents had to travel further away from home to obtain adequate employment and/or wages.

### **Location of Workplace<sup>5</sup>**

Location of workplace data provides information on the direction and distance residents have to travel to find employment. Table C-7 (Appendix C) includes the Top 20 workplace destinations for Waushara County and the Town of Rose and Village of Wild Rose residents. According to the U.S. Bureau of Census, over fifty percent (58.7%) of county residents worked in Waushara County in 1990. Residents from the Town of Rose and the Village of Wild Rose were more concentrated in their choice of workplace. In 1990, over two thirds of the residents from the Town of Rose (73.4%) and the Village of Wild Rose (73.1%) remained in Waushara County for work.

Waupaca County and the Appleton-Oshkosh MSA were the second and third most popular workplace destination for the Town of Rose (9.2%; 5.24%), and the Village of Wild Rose (13.5%; 4.6%). In contrast, Waushara County's second most popular workplace destination was the Appleton-Oshkosh MSA (10.0%), and third most popular was Waupaca County (7%).

In 2000, the location of workplace somewhat mirrored the information from 1990 but showed an increasing dependence on employment locations outside Waushara County. Waushara County continued to have the largest share of workers residing in the county (52.5%), the Town of Rose (63.6%), and the Village of Wild Rose (72.5%).

Waupaca County and the Appleton-Oshkosh MSA continued to be the second and third most popular workplace destination for the Town of Rose (13.8%; 3.5%), the Village of Wild Rose (10.9%; 4.7%). Waushara County continued to show a different trend, where the second most popular workplace destination was the Appleton-Oshkosh MSA (14.5%), and third most popular was Waupaca County (6.4%).

A recent special tabulation by the U.S. Census Bureau provides journey to work data to the Minor Civil Division (MCD) level for all workplace destinations.<sup>6</sup> That information indicates that in 2000, the top workplace destinations for residents from Waushara County tend to mirror county data (Table 3-5). As an exception, residents from the Village of Wild Rose and the Town of Rose tend to rely on jobs within Waushara and Waupaca County, while Waushara County as a whole sees a significant share of residents working in Green Lake and Winnebago Counties.

<sup>5</sup> U.S. Census, 1990 and 2000.

<sup>6</sup> U.S. Census Bureau, Population Division. 2004. *Journey-To-Work and Migration Statistics Branch Special Tabulation: Worker Flow Files.*

**Table 3.5. Top Five Destination Workplaces, 2000**

Place of Residence	Place of Work	Number of Employees	Percent of Workers in Sample
V. Wild Rose	V. Wild Rose	141	44.1%
	C. Wautoma	45	14.1%
	C. Waupaca, Waupaca Co.	23	7.2%
	T. Wautoma	11	3.4%
	V. Redgranite	10	3.1%
	T. Farmington, Waupaca Co.	10	3.1%
	Top 5 Totals	240	75.0%
T. Rose	V. Wild Rose	57	21.8%
	T. Rose	35	13.4%
	C. Wautoma	29	11.1%
	C. Waupaca, Waupaca Co.	15	5.7%
	T. Farmington, Waupaca Co.	13	5.0%
	Top 5 Totals	149	57.1%
Waushara Co.	C. Wautoma	1,661	16.3%
	C Berlin, Green Lake Co.	696	6.8%
	C. Oshkosh, Winnebago Co.	686	6.7%
	V. Wild Rose	612	6.0%
	T. Wautoma	525	5.2%
	Top 5 Totals	4,604	41.0%

Source: U.S. Census, 2000

### Employment Forecast

The Wisconsin Department of Workforce Development calculates employment projections for the various industries and occupations for the State of Wisconsin.<sup>7</sup> These projections are completed on a statewide basis and growth is expected in all industries. It is anticipated that the largest increases will be seen in the education and health services supersector. Educational services, which makes up part of this supersector includes all public and private elementary, secondary and post-secondary schools. This supersector also includes ambulatory health care. The ambulatory health care industry is made up of offices of physicians, dentists, and other health practitioners as well as home health care. While the state is expected to see the highest increases in this area, employment opportunities in Waushara County may differ. According to the various school districts serving the county, enrollment is declining. These declines in enrollment may be the result of limited work opportunities for county residents, an aging population, and the subsequent loss of residents with children in the school district. Education sector employment is unlikely to increase if enrollments continue to drop. It should be noted that it is difficult to forecast employment for small communities, since the addition or loss of one industry or employer greatly impacts the community's economic base. The location of a community medical facility in Wild Rose bodes well for future employment opportunities for Village and Town residents since the numbers of seniors is increasing and this is a retirement area, health care related employment can be expected to increase. The Wild Rose Community Memorial health care facility is planning an expansion project in the near future.

<sup>7</sup> Wisconsin Department of Workforce Development, 2002. *Wisconsin Detailed Industry Employment Projections, 2002 - 2012.*

## Industrial Park Information

There are two industrial parks in the Village of Wild Rose and none in the Town of Rose. These two industrial parks encompass a combined 32 acres, with 20 acres still available for development. Table 3-6 contains more information regarding these industrial sites. When these parks become full, it is important that community leaders plan for the expansion of existing parks and for the development of land for future industrial and business sites. An area where infrastructure is already in place is the most cost efficient choice for the community.

## Business Retention and Attraction

Waushara County in partnership with Marquette and Green Lake Counties recently formed the Tri-County Regional Development Corporation (TCREDC). The TCREDC has a 6-member volunteer board of directors, and a fulltime director. The mission of the TCREDC is to work in cooperation with public and private entities; to promote the region and businesses in order to attract, stimulate and revitalize commerce, industry and manufacturing that results in the retention and creation of viable living wage jobs. Within the county, the Waushara County Economic Development Corporation, run by a board of volunteers, is working to foster new business development, and support and sustain existing businesses throughout the county.

The Wild Rose Economic Development Committee facilitates community growth by working to recruit new businesses to the industrial parks. Table C-8, appendix C contains a listing of economic development organizations and groups present in the county. Although, the Town of Rose and the Village of Wild Rose have little or no paid staff to engage in the activities listed below, they have a very dedicated group of committed volunteers. In addition, the Tri-County regional Development Corporation and the Waushara County Economic Development Corporation will be able in certain instances to offer valuable assistance in some of these areas.

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

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

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

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

**Table 3-6. Industrial Parks Group E**

<b>Community Name</b>	V. Wild Rose	V. Wild Rose
Name of Business/Industrial Park	Roberts Industrial Park	South Industrial Park
Location of Park	CTH A/Roberts Rd.	STH 22/ Roberts Rd
Contact Person	Vickie Sage	Vickie Sage
Phone Number	(920) 622-4183	(920) 622-4183
Type of Park	Industrial	Industrial
Total Acreage	23	9
Acreage Available	18	2
<b>Parcel Size Available</b>		
Minimum Acreage	1	1
Maximum Acreage	23	9
Purchase Cost (per acre)	Unknown	Unknown
Ownership	Municipal	Municipal
Zoning	Industrial	Industrial
<b>Adjacent Land Uses</b>		
North	Residential	Residential
South	Residential	Agriculture
East	Commercial	Commercial
West	Agriculture	Agriculture
<b>Park Features</b>		
Acres Available for Expansion	Unknown	Unknown
Fire Insurance Classification	Unknown	Unknown
Protective Covenants	No	No
Soil Borings	No	No
Floodplain	No	No
Topography	Level	Level
Foreign Trade Zone	No	No
Development Zone	No	No
Paved Street to Park	Yes	Yes
Curb/Gutter to Park	No	No
<b>Utilities</b>		
Electricity	Alliant Utilities	Alliant Utilities
Water	Well	Well
Gas	WI Natural Gas	WI Natural Gas
Sanitary Sewer	Within 50 Feet	Within 50 Feet
Storm Sewer	Not Available	Not Available
Fiber Optics Service	Available	Available
Digital Switching	Available	Available
<b>Transportation</b>		
Nearest Commercial Airport	Outagamie County	Outagamie County
Distance to Airport	45 miles	45 miles
Nearest Local Airport	Wild Rose	Wild Rose
Distance to Airport	5 miles	5 miles
Longest Local Runway	2,965	2,965
Nearest Major Highway	STH 22	STH 22
Distance to Highway	0.5 miles	0.5 miles
Number of Lanes of Highway	2	2
Rail Service	Not Available	Not Available
Rail Spur	No	No
Port Service	Not Available	Not Available
Location of Port Service	Not Available	Not Available

Source: ECWRPC

## Economic Development Opportunities

Future economic development in the Group E planning cluster will most likely occur primarily in the Village of Wild Rose. The village currently has the existing infrastructure to accommodate increased development without needing to construct additional facilities. Future commercial development will be best suited to infill conversions in the existing downtown area. Some vacant buildings are located along STH 22 that would be well suited for retail or service ventures. Industrial development expansion will continue to be directed towards either the industrial parks in the Southeast corner of the Village or the vacant building on the south side of the village; a few other vacant buildings are also located in the Town of Rose.

Several unique construction projects in the planning area may spur further economic development. The Wisconsin Department of Natural Resources has announced renovation plans for the Wild Rose Fish Hatchery. Renovations will include construction of new state-of-the-art fish rearing facilities and restoration of a trout stream and wetlands. Construction will occur in three phases and last approximately 5 to 7 years. Local construction firms should take advantage of the open bid process. If successful, this would ensure that local residents are directly benefiting from the project through employment. Indirect benefits will occur from increased sales at local stores during the construction process.

Both the village and town have emphasized the future importance of eco-tourism in the area. The third phase of the reconstruction project at the hatchery will include interpretative displays on the history and science of commercial aquaculture. If a walking and hiking nature trail were constructed between the Wild Rose millpond and the hatchery area as proposed in the plan goals, this would increase eco-tourism potential for the area. To meet these goals, the Village of Wild Rose could consider attempting to purchase a 6 acre parcel immediately north of the village. Future plans exist to construct a looped series of trails. The plan also proposes to stock the Mill Pond with fish and construct fishing piers around the pond so that visitors to the fish hatchery could fish with their family after touring the Fish Hatchery. If the piers and trails are designed to be handicapped accessible, they could qualify for designation as a Great Wisconsin Nature and Bird Watching Trail. A Great Wisconsin Birding and Nature Trail is an interconnected series of wildlife viewing sites located throughout the state. These sites highlight some of the most unique natural habitats and geological features in Wisconsin which are accessible to residents of all ability levels. Planning will begin for Waushara County sites in 2007. To date, interest in the Great Wisconsin Birding and Nature Trail has been high. The Wisconsin Department of Tourism printed 60,000 copies of the Lake Superior North Woods Region of the trail.<sup>8</sup> Distribution of the brochures has been widespread.

Although new development is highly encouraged, it should exist in harmony with the local environment. Therefore, new enterprises which produce a significant amount of waste which could pose a threat to nearby trout streams, wetlands, groundwater, or scenic open areas should be avoided. Likewise, new development should blend into the village and rural landscape. In order to attract the appropriate business, new development should aim to:

- Be environmentally friendly
- Have limited outdoor storage to control unsightliness
- Generate minimal noise and traffic
- Require only minimal lighting

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<sup>8</sup> Schwartz, C. 2005. State Hoping to Capitalize on Visitors Seeking Birding Trails. *Milwaukee Journal Sentinel*. <http://www.jsonline.com/dd/destwis/apr05/320578.asp>.

## **Commercial and Industrial Design**

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

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

## **Infill and Brownfield Redevelopment**

For commercial and industrial uses, Waushara County should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated (Brownfield) with industrial or petroleum-based pollutants. This information can be used to encourage infill development and redevelopment opportunities such as filling vacant lots or the conversion of residential homes on the Village's Main Street to commercial uses. It could also be used to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels. Once identified, Brownfield's should be cleaned up through the use of state and federal Brownfield funding and promoted for redevelopment. A listing of Brownfield and contaminated sites is available from the Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment. A tracking feature is available at their website.<sup>9</sup>

This WDNR website lists approximately 25 entries for the Group E Planning Cluster. About one-third of the entries are spills and/or leaking underground storage tanks located in the Village of Wild Rose. Overall, The Village of Wild Rose has 23 entries, while the Town of Rose has two.

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

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Housing**

Economic growth will generate more jobs and, consequently, a need for greater housing availability and choices. These choices should reflect the needs of an area. For example if

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<sup>9</sup> Wisconsin Department of Natural Resources. 2005. Remediation and Redevelopment Tracking System. <http://botw.dnr.state.wi.us/botw/Welcome.do>

economic growth results in lower wage service sector jobs (retail, leisure, hospitality, and food services) and pay remains at the minimum wage level, housing affordability may become a concern. Therefore it is essential that a balanced mix of well designed housing types of various sizes and prices be available for all income levels. Affordable housing is also an important component of an economic development strategy, as it helps ensure an adequate labor force supply.

## **Transportation**

Facilitating commerce in the area and state is the function of the transportation system. Adequate access to the transportation system is essential to the economic success of the area. Businesses must have the ability to ship and receive goods quickly and economically. Access to and visibility of the business facility may be crucial for both customers and employees. Businesses in different locations may need different transportation accommodations. For example businesses in the downtown area of Wild Rose may value on-street parking and pedestrian accommodations along STH 22, more than a business with off-street parking available.

## **Utilities and Community Facilities**

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

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

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

## **Agriculture Resources**

Agriculture and agricultural related industries have been and are still important to the economy of Waushara County. One of the many challenges facing Waushara County and the state is the preservation of prime agricultural soils and the farming industry as more farms are converted out of farming and into other uses. Additionally, the future of family farms is a concern as fewer children are choosing to take over farming operations. Reasons given for this include time commitments, cost of entry and the inability to make a living solely from farming. To remain competitive, farmers working with others in the county may want to explore opportunities for industry cluster development. A cluster, which is a geographical group of interconnected companies or associations in a particular field, can include product producers, service providers, suppliers, educational institutions and trade associations. As part of this effort, specialty and organic crops and livestock, along with support industries could be

expanded in the area. Communities could also explore programs that match outgoing farmers with individuals who want to farm.

### **Natural Resources**

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

### **Cultural Resources**

Buildings dating back to the early 1900's can be found throughout the Town of Rose and the Village of Wild Rose. These buildings along with artifacts tell the story of the area. This rich history includes the early Native American habitation, the quarrying of native stone, and the development of the communities that make up the county. While the promotion of economic development is important, special care must be taken to preserve not only the character but the historical and cultural elements that remain today. Positive economic benefits can be realized by preserving these elements to provide a charming setting for businesses and communities that evokes a feeling in people's minds of a time or era when things were simpler, peaceful and more welcoming. It may also draw people to an area to explore their culture and/or identity.

### **Land Use**

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

### **Intergovernmental Cooperation**

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

## POLICIES AND PROGRAMS

### Regional, County and Local Policies

#### *Regional*

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

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

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

**NorthEast Wisconsin (NEW) Economic Opportunity Study.** Waushara County participated in the NEW Economic Opportunity Study.<sup>10</sup> The NEW Study is a multi-jurisdictional partnership intending to further connect workforce development issues with economic development goals. Even before the economic downturn, the northeast region of Wisconsin experienced declines in its strong manufacturing sector employment levels and these negative changes in many cases have continued. The Fox Valley Workforce Development Board initiated a study to address these negative trends and to present recommendations to change the direction of the northeast Wisconsin economy. In addition to Waushara County, the study area is composed of the following 16 counties: Brown, Calumet, Door, Fond du Lac, Green Lake,

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<sup>10</sup> NorthStar Economic, Inc. 2004. *Northeast Wisconsin Economic Opportunity Study*.  
<http://www.neweconomyproject.org/Pages/NEWEconStudy.htm>.

Kewaunee, Manitowoc, Marinette, Marquette, Menominee, Oconto, Outagamie, Shawano, Sheboygan, Waupaca, and Winnebago Counties.

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

- *Strategy I – Move to a New Economy Construct*  
 The New Economy building blocks are brain power, risk capital, technological innovation, and entrepreneurship. These New Economy building blocks must be incorporated within the mindset of abundance theory. Business, labor, government, education, and the communities across NEW must all work actively together under a common vision to harness the resources available within the region (and some outside the region) to drive future economic growth.
- *Strategy II – Move to a Collaborative Economic Development Construct*  
 NEW must abandon the economic strategy of a cost race to the bottom and embrace the concept of abundance theory – that by collaborating, the pie will increase with everyone getting a larger piece. This is best and most efficiently accomplished through proactive collaboration across all sectors in the region – business, labor, government, education, and the general populace.
- *Strategy III – Change Social and Cultural Mindset to Risk and Collaboration*  
 Proactive collaboration will require an opening up of the region’s mindset both socially and culturally. Cultural diversity is a key to the melding of fresh ideas, best practices, and collaboration. It is what has worked in the country and the region in the past and it will be what works in the future.
- *Strategy IV – Change Regional Image*  
 NEW and much of the greater Midwest has an image of being a wholesome but dull place. It is perpetuated by the national press and exists in the mindsets of Hollywood and Wall Street. That image is somewhat internalized, but also generally accepted by businesses and worker talent outside the region, making it difficult to retain and attract talent to the region. NEW must also develop both an internal and external image that promotes the resource and lifestyle benefits in the region. Inventorying and promoting the richness of the region’s assets will help to retain and attract businesses and workers to NEW.
- *Strategy V – Promote Industry Cluster Development*  
 This strategy addresses clusters, or a concentration of industries, that have potential for the area based on current industries and their expansion. Waushara County is a part of the Fox Valley Rural Sub-Region and for this sub-region the study recommended the possibility of building a biomass refinery that would use wood and other agricultural products to supply power to local foundries and other users be considered. The study suggests collaboration on food production and processing, safety, and packaging cluster. Specialty and organic crops and livestock should be expanded for farmers in this area.

## Federal, State and Regional Program

### *Federal Agencies*

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

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

### **Rural Economic Development Loans and Grants**

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

**Susan Harwood Training Grants Program.** These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <http://www.osha.gov/dcsp/ote/sharwood.html>.

**Community-Based Job Training Grants.** Community-Based Job Training grants (CBJTG) seek to strengthen the role of community colleges in promoting the US workforce potential. The grants are employer-focused and build on the President's High Growth Job Training Initiative. The primary purpose of the CBJTG grants is to build the capacity of community

colleges to train workers to develop the skills required to succeed in high growth/high demand industries. Information regarding the Community Based Job Training Grants can be found at <http://www.doleta.gov/business/Community-BasedJobTrainingGrants.cfm>.

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

### ***State of Wisconsin***

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

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

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

**Community Development Block Grant for Economic Development (CDBG-ED).** The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce would award the funds to the community, which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. Communities may also utilize the existing Waushara County Economic Revolving Loan Fund to provide loans to community businesses. Additional information regarding the CDBG-ED program can be found at the following website: <http://www.commerce.state.wi.us/MT/Mt-FAX-0806.html>.

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

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

**Dairy 2020 Early Planning Grant Program.** The Dairy 2020 Early Planning Grant Program is specifically designed for small Wisconsin dairy farms. Professional assistance can help keep smaller operations profitable and competitive in the agricultural industry. Information regarding the Dairy 2020 Early Planning Grant Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0820.html>.

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

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

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

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

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

### **Wisconsin Department of Commerce**

Listed below are additional Wisconsin Department of Commerce (Commerce) programs. This quick reference guide identified these programs and selected programs from other agencies. COMMERCE maintains a network of Area Development Managers to offer customized services to each region of Wisconsin.

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

**CDBG-Blight Elimination and Brownfield Redevelopment Program.** This program can help small communities obtain money for environmental assessments and remediate Brownfield's. Contact Joe Leo, 608/267-0751.

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

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

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

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

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

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

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

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

**Wisconsin Transportation Facilities Economic Assistance and Development Program.**

This program funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

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

**Recycling Demonstration Grant Program.** This program helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact JoAnn Farnsworth, 608/267-7154, DNR.

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

***Regional***

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

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

**CAP Services, Inc.** CAP Services Inc. (CAP) is a private non-profit corporation offering programs in Waushara, Marquette, Outagamie, Portage, Waupaca and parts of Marathon and Wood counties. The primary mission of CAP is to help low-income households attain economic and emotional self-sufficiency. Programs include Skills Training to help low-income individuals acquire skills to compete for higher paying jobs by assisting them with tuition, books, transportation and child care costs related to training; Business Development to provide

entrepreneurs with the technical assistance, coaching advice and loan packaging they need to successfully start and grow their businesses; and Home Buyers Assistance to provide matching dollars to eligible low-and moderate-income, first-time homebuyers for down payment and closing costs. Funds are also available for repair and rehabilitation on newly purchased units; Weatherization measures including caulking, insulation, window repair and other conservation measures; Special Needs Housing; Asset Development to provide financial wellness training and incentives to low-income households; Preschool Services including head start for ages 3-5 and their families; and Crisis Intervention. Additional information can be found at [www.capserv.org](http://www.capserv.org).

### ***Private***

The Wisconsin Public Service Corporation (WPS) also contributes a number of economic development services that communities should be aware of for their businesses. WPS maintains an online database of available industrial buildings with information provided by the communities. The WPS economic development page can be a useful resource for communities, and can be accessed at <http://www.wisconsinpublicservice.com/business/bcd.asp>.

## **ECONOMIC DEVELOPMENT – Town of Rose**

**Goal ED 1.** Our goal is for the Town Board to work in a collaborative manner with local economic development organizations, the Village of Wild Rose, the state, county and neighboring towns and cities to create positive economic development compatible with the needs and desires of the Town of Rose residents.

### **Objectives:**

- **ED 1.1. To create a healthy economic environment which benefits Town of Rose residents.**

#### **Strategies:**

- (1) **Explore ways the town can work with the Tri-County Regional Economic Development Corporation.**
  - (2) **Identify any vacant and/or underutilized structures zoned for industrial and commercial activities. Share this information with the TCREDC.**
  - (3) **Collaborate with economic development organizations to use other websites such as LOIS and others to list the properties in multiple sources.**
  - (4) **Update and post this list on the discussed websites when additional properties buildings and lots become available.**
  - (5) **Work with Chamber of Commerce and County Parks Department staff to market tourism opportunities.**
  - (6) **Collaborate with the Village of Wild Rose and other tourism focused entities in Waushara County to create partnerships to further discuss tourism opportunities which would be beneficial to the entire planning cluster.**
  - (7) **To further support the Town's planning process; the administrators of the Waushara County Revolving Loan Fund (RLF) should refer to local comprehensive plans while evaluating revolving loan fund applications.**
- **ED 1.2. To have a good road system which facilitates economic development.**

#### **Strategies:**

- (1) **The Town should take a proactive role with the Wisconsin Department of Transportation by providing their recommendations to the WISDOT on future highway improvement plans, and official mapping decisions.**
- (2) **Work with the County and State to manage new driveway locations so that the number and location address safety concerns, and do not restrict the flow and speed of traffic on major arterial roadways.**

- **ED 1.3. Where applicable, promote the clean-up and reuse of underutilized, vacant, blighted, or brownfield commercial/industrial sites and buildings.**

**Strategies:**

- (1) **Recognizing the difficulty and the extensive costs involved with environmental clean-up, the Town will rely on private clean-up action where possible.**
  - (2) **To protect the predominantly residential nature of the Town, encourage only environmentally sound business development that is properly permitted and regulated to protect the town's environment.**
- **ED 1.4. To protect existing residential homes and environmentally sensitive areas when approving locations for new commercial and industrial growth.**

**Strategies:**

- (1) **When identifying future or expanding business/industrial sites, consider the surrounding residential homes and environmental conditions of the area, such as proximity to existing homes, wetland protection, groundwater depth, and floodplain status.**
  - (2) **Properties along Hwy 22 south of the Village limits are the preferred locations for limited new commercial uses. ( see Exhibit 8-3 )**
- **ED 1.5. To identify the best location for future commercial/industrial growth in the Town of Rose.**

**Strategy:**

- (1) **Coordinate with the Village of Wild Rose to plan for and identify property adjacent to State Highway 22 that is best suited for accommodating the future commercial and industrial expansion needs of the Town in a coordinated manner with the Village of Wild Rose ( see Exhibit 8-3, future Land Use Plan, section 36 of the Town of Rose.) New development sites must detail how they satisfy the Town's standards for roadways, sewer, water, utilities, structure (building) design, stormwater management, landscaping, and signage.**
- **ED 1.6. Recognize and protect the quality of life in the town which plays an important role in attracting business and an educated and productive workforce.**

**Strategy:**

- (1) **Promote the natural resources and related recreational opportunities, quality education, convenient services, public safety and other positive factors of the Town, as amenities in attracting new business to the Wild Rose area.**

- **ED 1.7. Encourage educational institutions to promote life long learning for the area's youth and adults. Recognize that education and vocational training are essential in both preparing the local workforce for successful careers, and in fostering an active business community.**

**Strategies:**

- (1) **Communicate with the Northeast Wisconsin Educational Resource Alliance (NEW ERA).**
  - (2) **Utilize existing Technical School programs and partner with private businesses to train and assist new small business owners through employee training and grant/loan programs, such as are offered by CAP Services and the Fox Valley Technical College. Encourage private/public partnerships to train people in skills needed by area businesses. (welding, machinists, etc.)**
- **ED 1.8. Support the agricultural community by meeting with farmers when necessary to discuss pertinent issues and by promoting the economic vitality of agricultural industries.**

**Strategies:**

- (1) **Encourage an area-wide organized effort to promote farmers markets.**
- (2) **Promote and encourage an annual "farm breakfast" event, and a farmer's market exhibit at the Waushara County Fairgrounds to attract vendors from throughout the tri-county area.**
- (3) **Where feasible, encourage local businesses such as restaurants and supermarkets to buy and sell produce and other agricultural products from local farmers.**
- (4) **Encourage sustainable and specialty farming ventures as desired in the town.**

## CHAPTER 4: HOUSING

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## HOUSING

### INTRODUCTION

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

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

#### ***Housing Vision for 2030***

*In rural areas, quality single family housing opportunities remain the primary residential choice. The trend of converting and upgrading seasonal housing to year-round single family residences continues. Several historic farmsteads have been preserved while new rural residences have been designed to blend in with natural features and existing agricultural activities in ways that minimize land use conflicts and preserve the natural rural character.*

### INVENTORY AND ANALYSIS

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

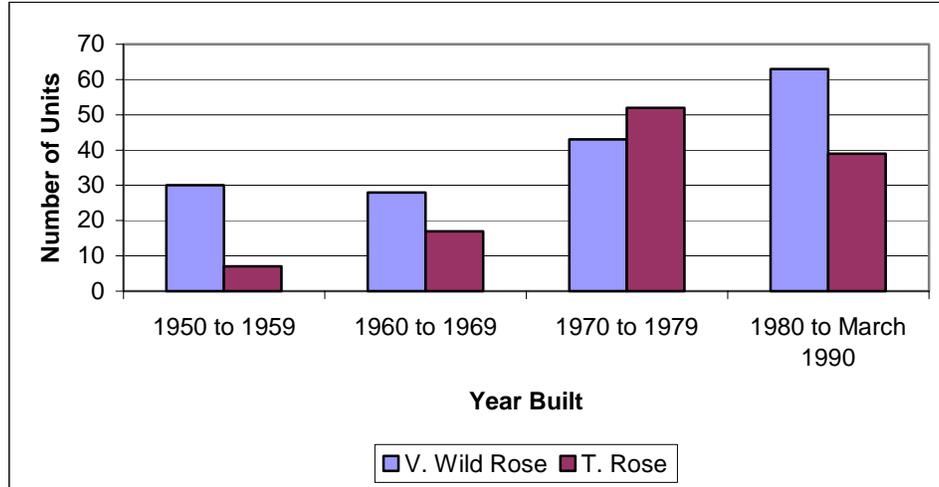
#### **Age of Occupied Dwelling Units**

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

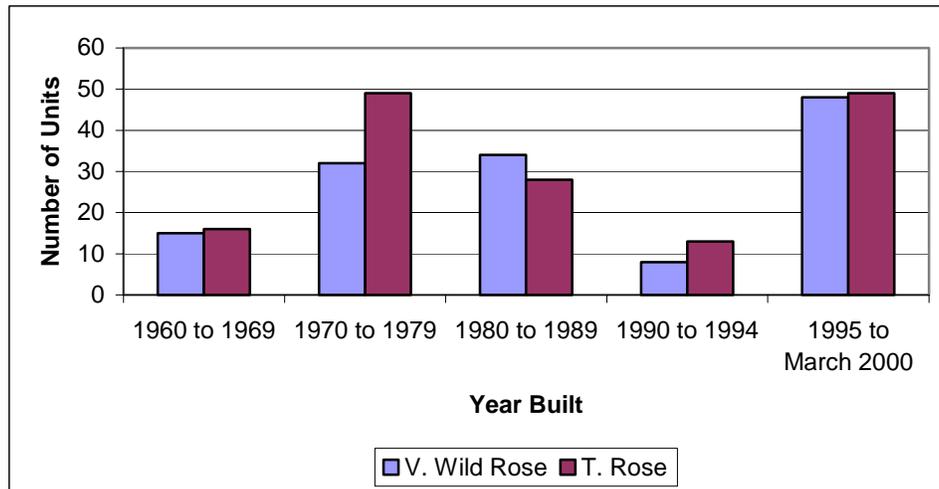
Census information regarding the age of owner-occupied units indicates that both communities were well established by 1960 (Appendix D, Tables D-1 and D-2). The number of new owner-occupied units rose each decade from 1950 through the 1970's. In the 1980's, the number of new units continued to rise in the Village, but fell in the Town (Figure 4.1). The number of

owner-occupied units began rising again in the 1990's, particularly in the latter half of that decade (Figure 4.2)<sup>1</sup>. Between 1990 and 2000, both communities experienced their highest level of growth in owner-occupied units since 1950.

**Figure 4.1 Occupied Dwelling Units by Year Built, 1990**



**Figure 4.2 Occupied Dwelling Units by Year Built, 2000**



In 2000, the Village of Wild Rose had a higher percentage of owner-occupied units built prior to 1960 than the Town of Rose, Waushara County or the state, which indicates that the demand for new housing stock has been less in the Village than the other three jurisdictions. Fifty-six percent (56.2%) of the Village's housing stock was built prior to 1960, compared to 35.2 percent of the Town of Rose's. At the state and county level, 38.7 percent of Waushara County's housing stock and 44.0 percent of Wisconsin's housing stock was built prior to 1960.

<sup>1</sup> Figures 4.1 and 4.2 are derived from 1990 and 2000 U.S. Census data. Discrepancies between the 1990 and 2000 Census data may reflect a change in occupancy, demolition, units lost to fire or natural disaster or replacement of existing units.

## Change in Structural Type

Residential units by structural type are one indication of the degree of choice in the housing market. Housing choice by structural type includes the ability to choose to live in a single family home, duplex, multi-unit building or mobile home. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services.

Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity. A single person, for example, will have different housing needs than a couple with children. Housing needs also change as we age, lifestyles change, or in the event that one or more members of the household become disabled. Providing a range of housing choices which meets individual household needs and preferences is one way of encouraging individuals to stay in the community and to draw others to locate there.

As with most rural communities, the dominant housing type in the Village of Wild Rose and the Town of Rose is single family housing. In 1990, single family housing comprised 66.8 percent of the village's housing stock and 78.3 percent of the town's housing stock. One quarter (24.8%) of the village's housing stock was comprised of duplex and multi-family units, while less than one percent of the town's housing stock was comprised of duplex and multi-family units. One fifth (20.7%) of the Town of Rose's housing stock was comprised of mobile home, trailer & other units (20.7%), while mobile home, trailer & other units comprised 8.5 percent of the villages' housing stock (Appendix D, Table D-3).

During the 1990s, conversions, deletions and additions to communities' housing stock resulted in a slightly different composition of housing in 2000. Housing choice by structural type decreased in both communities. By 2000, the share of single family units had increased to 73.6 percent in the Village of Wild Rose, but remained stable at 78.3 percent in the Town of Rose. The number and share of mobile home units increased in both communities. During this same time period, the number and share of duplex and multi-family units decreased in both communities. By 2000, mobile home, trailer and other units had become the second largest category by structural type for both communities, comprising 10.2 percent of the Village of Wild Rose's housing stock and 21.7 percent of the Town of Rose's housing stock (Appendix D, Tables D-3 and D-4).

At the state and county level, the number and share of single family homes and larger multi-family buildings (those with 5+ units per building) increased, while the number and share of two to four unit buildings and mobile home, trailer and other units decreased. In 2000, single family homes comprised 82.6 percent of Waushara County's housing stock and 69.3 percent of the state's housing stock. Mobile home, trailer and other units comprised the second largest housing category for Waushara County (13.0%), while the second largest housing category at the state level was multi-family housing, which comprised 26.2 percent of Wisconsin's housing stock. Multi-family units comprised less than five percent (4.4%) of the county's housing stock. Mobile home, trailer and other units comprised 4.5 percent of the state's housing stock.

## Occupancy Status

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units.

Vacant units include those which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

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

### *Tenure*

Occupancy rates vary by community and over time. Total occupancy rates increased for Waushara County, the state and both communities between 1990 and 2000. In both time periods, jurisdictions with the lowest occupancy rates had the highest percentage of seasonal and other vacant units (Table 4-1). All four jurisdictions experienced a decrease in the number and share of seasonal and other vacant units between 1990 and 2000 and an increase in the number and share of occupied units. All but the Village of Wild Rose experienced an increase in total units. The combination indicates that additional year round units were built and seasonal and other units were likely converted to year round residences at the county and state level. Little evidence exists for conversion at the village and town level during this time period (Appendix D, Tables D-5 and D-6).

**Table 4.1 . Occupied and Seasonal Units as a Share of Total Housing Units, 1990 and 2000**

Jurisdiction	Total Occupied		Seasonal & Other Vacant	
	1990	2000	1990	2000
Village of Wild Rose	90.1%	92.0%	3.2%	2.9%
Town of Rose	61.2%	69.1%	37.9%	30.0%
Waushara County	62.2%	68.3%	35.5%	29.9%
Wisconsin	88.6%	89.8%	9.2%	7.7%

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

The majority of occupied units within both communities were owner-occupied. The Town of Rose had a higher owner-occupancy rate than the village, Waushara County and the state (Table 4-2). Between 1990 and 2000, the share of owner-occupied units increased in all four jurisdictions. By 2000, the share of occupied units that were owner-occupied ranged from 90.2 percent in the Town of Rose to 67.0 percent in the Village of Wild Rose.

**Table 4.2. Tenure as a Percent of Occupied Units, 1990 and 2000**

Jurisdiction	Owner Occupied		Renter Occupied	
	1990	2000	1990	2000
Village of Wild Rose	59.2%	67.0%	40.8%	33.0%
Town of Rose	84.4%	90.2%	15.6%	9.8%
Waushara County	80.3%	83.5%	19.7%	16.5%
Wisconsin	66.7%	68.4%	33.3%	31.6%

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

## **Vacancy Status**

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

### ***Owner-Occupied Housing***

Homeowner vacancy rates indicate that the Village of Wild Rose and Waushara County had an adequate share of owner-occupied units for sale in 1990, while the Town of Rose and Wisconsin had tight housing markets. Between 1990 and 2000, homeowner vacancy rates fell in both communities and Waushara County, but remained stable at the state level (Appendix D, Tables D-7 and D-8). Countywide, the homeowner vacancy rate was 1.9 percent in 2000, which indicates that the county had an adequate number of homes on the market to meet demand. The homeowner vacancy rate for Wisconsin remained stable at 1.2 percent, which was just below the standard for both years. In 2000, the Village of Wild Rose had an adequate share of owner-occupied units for sale, while the Town of Rose had a homeowner vacancy rate below one percent, which indicates a shortage of homes for sale.

The drop in the vacancy rates is related to the increase in the number of owner-occupied units within both communities. Since the vacancy rate is a measure of the number of units for sale compared to the number of owner-occupied units, the number of units for sale is expected to rise as the total number of owner-occupied units rise in order to accommodate the growth in households. However, this did not occur in either the town or village in the 1990's.

Since the Village of Wild Rose had a relatively high homeowner vacancy rate in 1990, the drop in the vacancy rate brought the share of units more in line with expected market demand, though the actual number of units for sale was small. According to the Census, the Village of Wild Rose had six houses for sale in 1990 and five for sale in 2000. The Town of Rose had two houses for sale in 1990 and 2000. In order to meet the accepted vacancy rate standard of a 1.5 percent, the Town of Rose should have had at least three units for sale in 1990 and four units for sale in 2000. The small number of units coupled with the low vacancy rate meant that the town likely had an inadequate number of homes on the market to provide choice for prospective homebuyers.

### ***Rental Housing***

In 1990, rental vacancy rate for the Village of Wild Rose (13.5%) was above the vacancy standard of 5.0 percent, which would seem to indicate that the village had more than an adequate supply of housing units for rent (Appendix D, Tables D-7 and D-8). The Town of

Rose's rental vacancy rate (3.3%) was below standard, which indicates that the town had a tight rental housing market. In comparison, the rental vacancy rates for Wisconsin and Waushara County were 4.7 percent and 8.5 percent, respectively.

Between 1990 and 2000, the number of rentals and the rental vacancy rates decreased in the village and at the county level. The number of units for rent in the town remained stable, but the rental vacancy rate rose to 4.2 percent. In 2000, rental vacancy rates indicate that the rental market had tightened, but the state, county and Village of Wild Rose had vacancy rates above 5.0 percent. The Town of Rose's vacancy rate was just below the standard.

As with the number of homes for sale, the number of housing units for rent in the Town of Rose was very small. In 1990 and 2000, the Town of Rose only had one housing unit available for rent. In 2000, the number of renter-occupied units declined in both communities, which is another indication that housing choice is declining in the Village of Wild Rose and the Town of Rose. The decline in rental units likely gives a false impression regarding the adequacy of the number of units for rent. With only one unit to choose from in the town, the likelihood that a rental unit will meet the needs of prospective renters is very small.

### ***Seasonal and Other Vacant Units***

Seasonal units are units intended for use only in certain seasons or for weekend or other occasional use throughout the year. They include properties held for summer or winter sports or recreation such as summer cottages or hunting cabins. They also include time-share units and may include housing for loggers. Other vacant units include: migrant housing; units rented or sold, but not yet occupied; and units held for occupancy by a caretaker or janitor and units held for personal reasons of the owner, but not classified as seasonal.

Between 1990 and 2000, the number of seasonal units declined at the state and county level, remained stable in the village. The share of vacant units identified as seasonal showed mixed results. The share of vacant units identified as seasonal decreased in Wisconsin, but increased in the village and Waushara County (Appendix D, Tables D-7 and D-8). Between 1990 and 2000, the share of vacant units identified as seasonal declined in the state from 64.5 percent of all vacant units to 60.9 percent. The share of vacant units identified as seasonal increased in the Village of Wild Rose from 14.7 percent to 18.5 percent and in Waushara County from 83.9 percent to 85.3 percent during the same time period.

According to the 1990 Census, other vacant units comprised 17.7 percent of all vacant units for the Village of Wild Rose. Between 1990 and 2000, the share of other vacant units rose to 18.5 percent of all vacant units in the village, while the actual number of other vacant units decreased by one. Other vacant units declined in number and as a share of total vacant units at the county and state level during this time period (Appendix D, Tables D-7 and D-8).

The Census data for the Town of Rose seems to indicate that the town gained a large number of seasonal units and lost a large number of other vacant units between 1990 and 2000. However, according to the planning committee the only large entity within the town is a camp; so it is likely that the difference in numbers is the result of Camp Moshava units being classified as other units in 1990 and classified as seasonal units in 2000. So for analysis purposes, the seasonal and other vacant units are combined for the Town of Rose. When combined, the data

indicates that the number of seasonal and other vacant units decreased by thirteen between 1990 and 2000. As a share of total vacant units, this combined category stays stable at 97 percent for both years.

### **Owner-Occupied Housing Stock Value**

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

#### ***Median Housing Value Trends: A Broad Historical Perspective***

State and county level information indicate that owner-occupied housing values have risen substantially since 1970. The largest growth in median housing values occurred in the 1970's. Between 1970 and 1980, median housing prices more than doubled in response to inflationary pressures during the late 1970's and increased demand as baby-boomers entered the housing market. Housing prices continued to rise during the 1980's, but at a much slower rate. Housing prices again increased substantially in the 1990's. Lower interest rates and competitive loan products allowed home buyers the opportunity to purchase a higher value home, and the market responded by increasing the average home size for new construction<sup>2</sup>. The number of expected amenities in a home also increased. Communities contributed to the rise in housing prices by increasing minimum lot sizes and minimum square footage. Children of babyboomers began entering the housing market during this decade, which put additional pressure on the housing market. The increased demand for starter homes and lack of supply drove the value of existing starter homes up substantially. By 2000, the median housing value for Waushara County had risen from \$10,600 in 1970 to \$85,100; and the median housing value for Wisconsin had risen from \$17,300 to \$112,200.

#### ***Current Median Housing Value Trends***

Between 1990 and 2000, both communities experienced substantial increases in median housing values, with the Town of Rose experiencing the largest increase. Median housing values increased by 64.8 percent in the Town of Rose, compared to an increase of 58.6 percent in the Village of Wild Rose. By 2000, median housing values ranged from \$60,100 in the Village of Wild Rose to \$82,400 in the Town of Rose (Appendix D, Table D-9).

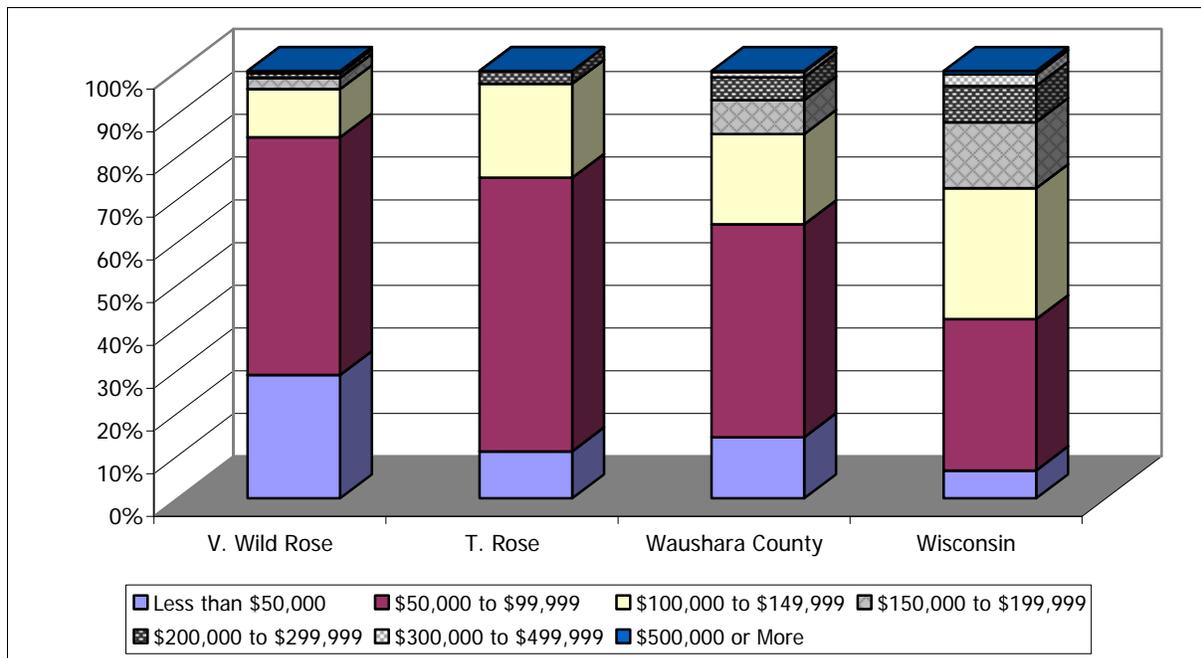
#### ***Current Values by Price Range***

Over 95 percent of the owner-occupied housing stock in the Town of Rose and Village of Wild Rose was valued at less than \$150,000 in 2000, compared to 85 percent for Waushara County. The largest share of owner-occupied units by price range fell within the \$50,000 to \$99,999 range (Appendix D, Table D-9). Sixty-four percent of the Town of Rose's owner-occupied housing stock was valued at \$50,000 to \$99,999 compared to 55.6 percent of the Village of Wild Rose's. Fifty percent of the county's housing stock and 35 percent of the state's owner-occupied housing stock was also valued at \$50,000 to \$99,999. The Village of Wild Rose had

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

the largest share of housing units valued at less than \$50,000, while Wisconsin had the least (Figure 4-3). According to the 2000 Census, neither the village nor the town had owner-occupied housing valued over \$500,000. Less than one percent of the owner-occupied housing in Waushara County and Wisconsin was valued over \$500,000. While both communities had slightly different compositions by price range, both the town and the village have about the same level of choice in owner-occupied housing opportunities by price range.

**Figure 4.3. Housing Values by Range, 2000**



### Housing Costs

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel (HUD includes rental insurance in this calculation. The Census does not). Owner costs include payments for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25 to 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one or more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

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

For persons on the bottom end of the economic ladder, affordable housing is particularly important. A recent study by the Hudson Institute and the Wisconsin Housing Partnership<sup>3</sup> found that the most important factor for individuals to successfully move from welfare to work was their ability to find decent, stable affordable housing.

A review of housing stock values for Group E communities indicated that housing values were on average lower than the state average. However, several of those units were not affordable for Group E residents.

### ***Owner-Occupied Housing***

In 1989, 15.1 percent of homeowners in the state and 17.7 percent of homeowners in Waushara County were paying a disproportionate amount of their income for housing (Appendix D, Table D-10). Residents in the village and town had a slightly easier time finding affordable housing. In 1989, 13 percent of the Village of Wild Rose residents and nine percent of the Town of Rose residents were spending more than 30 percent of their income on housing.

Between 1989 and 1999, housing affordability became a larger issue for homeowners in all four jurisdictions, though the change in the Village of Wild Rose was slight, less than one percent. The percentage of homeowners paying a disproportionate share of their income for housing in the Town of Rose increased to 16 percent. Almost twenty percent (19.7%) of County residents were paying a disproportionate share of their income for housing in 1999, compared to 17.8 percent of state residents. The change in housing affordability likely resulted from housing prices and values rising faster than incomes. The Village of Wild Rose was the only jurisdiction during this time period where the median household income rose faster than the median price of housing (Figure 4-4.). It was also the jurisdiction with the smallest percent of homeowners paying a disproportionate share of their income for housing. In 1999, only 13.4 percent of homeowners in the Village of Wild Rose reported paying a disproportionate amount of their income for housing.

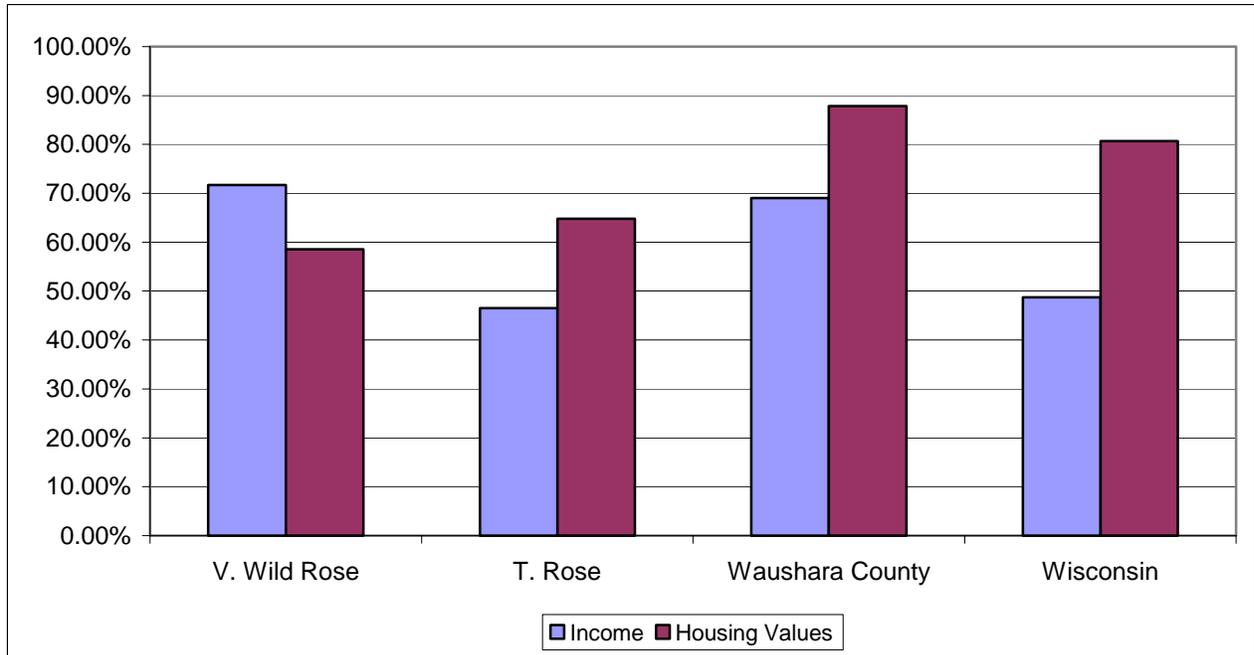
If household income in the Village of Wild Rose continues to rise faster than housing values, housing affordability issues could be eliminated in the village in the future, thereby increasing the quality of life for all village residents. Since housing costs are rising faster than incomes in the Town of Rose, the town should consider ways to address this issue. As housing becomes less affordable, the town's housing stock could fall into disrepair. People may not have the necessary resources to meet other needs; and some people could lose their housing. The town

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

will also have greater difficulty raising revenues to meet necessary expenditures. Potential actions could include financial education and budgeting assistance, strategies to increase income opportunities, housing subsidies, aid in refinancing to make housing more affordable, reverse mortgages for elderly homeowners, construction of housing which is more in line with residents' income or any other action that will increase housing affordability for residents.

**Figure 4.4. Change in Median Housing Values Compared to Change in Median Household Income**

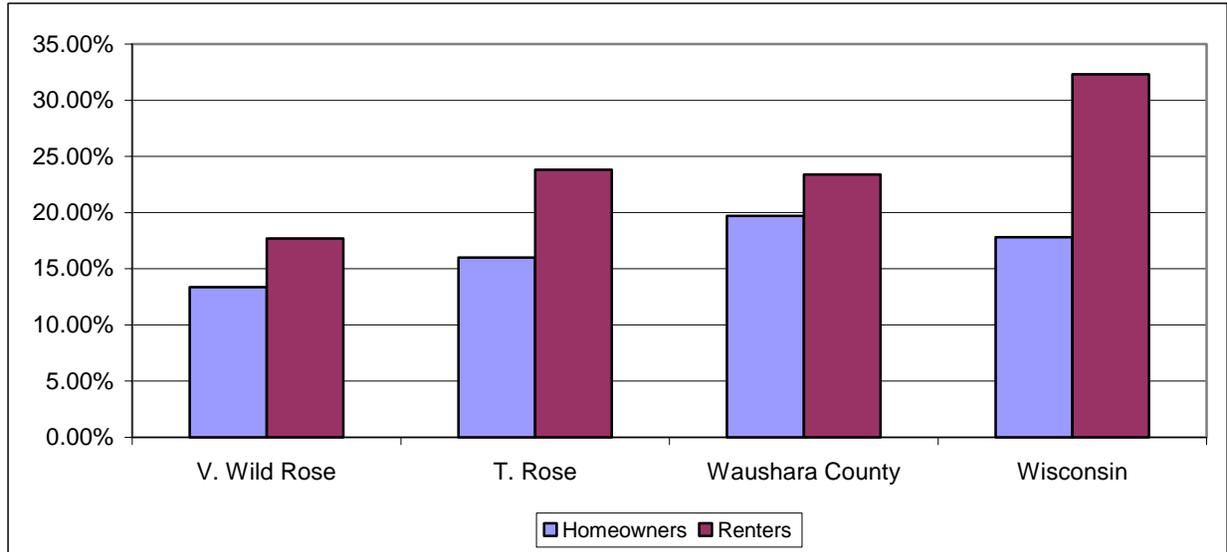


***Renter-Occupied Housing***

Census data indicates that renters had far greater difficulty finding affordable housing than homeowners. In 1989, 36.0 percent of renters in the state and 34.6 percent of renters in the county paid a disproportionate share of their income for housing, compared to 15.1 percent and 17.7 percent of homeowners, respectively. The share of renters paying a disproportionate amount of their income for housing ranged from 23.5 percent in the Town of Rose to 59.4 percent in the Village of Wild Rose.

Between 1989 and 1999, the number and share of households paying a disproportionate share of their income for rental housing decreased in the village and at the county and state level. This decrease was accompanied by a decrease in the total number of renters, which indicates that renters may have relocated in search of more affordable housing.

By 1999, the share of renters paying more than 30 percent of their income for housing had decreased to 17.7 percent in the Village of Wild Rose, but remained at just under 24 percent in the Town of Rose (Figure 4-5). Thirty-two percent (32.3%) of state residents were paying more than 30 percent of their income for rental housing, compared to 23.4 percent of Waushara County residents.

**Figure 4.5. Percent of Households for which Housing is Not Affordable, 1999**

### Housing Conditions

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

In the Village of Wild Rose and Town of Rose, occupied units without complete plumbing facilities are rare. Only seven occupied units were listed as being without complete plumbing facilities in 2000. Those units were located in the Town of Rose. Less than three percent of dwelling units within the village and town are overcrowded (Appendix D, Table D-11). The Town of Rose had the greatest percentage of overcrowded units (2.5%), while the Village of Wild Rose had the smallest (1.0%). The actual number of overcrowded units listed was six in the Town of Rose and three in the Village of Wild Rose.

### Subsidized and Special Needs Housing

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

Table 4.3 shows the location of federally assisted rental units by type for Green Lake, Waupaca and Waushara Counties. The closest access to subsidized housing for qualifying elderly is in the Village of Wild Rose. The closest access to subsidized housing for families and persons with disabilities for village and town residents is within the City of Wautoma.

**Table 4.3. Federally Assisted Rental Units, 2005**

County	Jurisdiction	Elderly Units	Family Units	Other Units	Total Units
Green Lake	C. Berlin	75	59	11	145
	C. Markesan	24	8	0	32
	C. Princeton	50	0	0	50
Waupaca	C. Clintonville	0	78	16	94
	C. Manawa	32	18	2	52
	C. Marion	20	0	0	20
	C. New London	60	65	1	126
	C. Waupaca	70	59	1	130
	V. Iola	0	16	0	16
	V. Weyauwega	24	0	0	24
Waushara	C. Wautoma	32	14	2	48
	V. Coloma	0	12	0	12
	V. Redgranite	21	0	3	24
	V. Wild Rose	16	0	0	16
	T. Poy Sippi	0	20	0	20

Source: WHEDA website, 2005.

Assisted living options in the area are listed in Table 4.4. The Village of Wild Rose has an assisted living facility. The City of Wautoma has several elderly housing options, as do other incorporated communities in the area.

**Table 4.4. Assisted Living Options, 2005**

County	Jurisdiction	Adult Family Home Capacity	Community Based Residential Care Facility Capacity	Residential Care Apartment Units	Total Units
Green Lake	C. Berlin	4	30	26	60
	C. Green Lake	0	14	26	40
	C. Markesan	0	15	24	39
	C. Princeton	0	15	0	15
Waupaca	C. Clintonville	4	0	65	69
	C. Manawa	4	0	0	4
	C. New London	16	38	23	77
	C. Waupaca	16	26	71	113
	C. Weyauwega	8	16	0	24
	V. Iola	4	0	0	4
Waushara	C. Wautoma	11	70	53	134
	V. Coloma	0	16	0	16
	V. Redgranite	0	20	40	60
	V. Wild Rose	0	8	0	8

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

### Housing Needs Analysis

As part of the regional planning process, ECWRPC developed a matrix of housing conditions to measure housing stress within the region. This matrix uses a combination of ten Census variables to measure five housing characteristics: housing affordability, housing availability, the prevailing age of units compared to housing values, overcrowding and presence of plumbing facilities. A compilation of these variables show that the village and town have a moderate amount of housing stress (Appendix D, Tables D-12 and D-13), which indicates that both communities have issues that should be addressed. However, these issues affect no more than a quarter of the population of each community.

Based on inventory analysis, the largest housing issue facing both communities is housing affordability. The Town of Rose also has an issue with access to owner-occupied housing. Of the two identified issues, housing affordability is the most important, as it affects existing residents. Access to owner-occupied housing is a growth issue. If town residents are comfortable with the current rate of growth and the low supply of homes for sale is not impacting housing affordability, then the low homeowner vacancy rates may actually fit within the overall vision for the Town of Rose and therefore does not need to be addressed.

### ***Housing Affordability***

Housing affordability is currently an issue in both communities. Renters, in particular, have a difficult time finding units which are affordable. However, both communities have a larger number of homeowners struggling with housing affordability issues. This is particularly true for the Town of Rose, where the number of homeowners experiencing housing affordability issues increased in the 1990's from 4 to 16 households. The major factor contributing to housing affordability issues in the Town of Rose appears to be that housing values are rising faster than household incomes. The need for affordable housing can be addressed by building units which are affordable for residents, subsidizing the housing costs for existing units, and/or increasing incomes to make the existing housing more affordable.

### ***Housing Available for Rent or Sale***

Group E communities have an adequate share of units for rent. However, given the small number of units available in the Town of Rose, the town may wish to evaluate the market demand to see if the units for rent provide an adequate choice for those seeking to rent. Homeowner vacancy rates indicate that the Town of Rose has a very tight owner-occupied housing market. Not only is the homeowner vacancy rate low, the number of units for sale is also small which may discourage households from moving into the Town of Rose.

### ***Age of Occupied Dwelling Units and Owner-Occupied Housing Values***

This variable compares the percentage of housing stock that is over 40 years of age to the percentage of housing stock that is valued at less than \$50,000. Over 50 percent of the housing stock in the Village of Wild Rose is over 40 years old and 28.9 percent of the village's housing stock is valued at less than \$50,000. As a result, the village may wish to ascertain if assistance is needed to help repair or rehabilitate homes to maintain or improve the quality of existing homes. The Town had a relatively small share of homes that were over 40 years of age and homes that were valued at less than \$50,000.

### ***Overcrowding***

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

### ***Plumbing***

Incomplete plumbing facilities impact a very small percentage of households in the Town of Rose. Funding or other assistance may be available through CAP Services or USDA Rural Development to address this issue.

### **Community Input Regarding Housing Needs**

Statistical information can only capture a portion of the information necessary to determine housing needs and a community's ability to meet those needs. Market demand and supply characteristics (capacity), socio-economic changes (fluidity) and personal desires and biases

(individual choice/NIMBYism<sup>4</sup>) also influence housing needs. For example, housing affordability has been identified as the largest housing need for Group E communities. The need may exist because households are unable to find housing within their price range; they desire more housing than they can afford; zoning and subdivision regulations restrict the development of low to moderate income housing; other government regulations increase the cost of housing; developers prefer to build upper end housing; public opposition has resisted the development of more affordable housing; or housing costs have risen faster than incomes. Possible factors which may have contributed to housing costs rising faster than incomes may include a lack of opportunity for better paying jobs, lack of education and skill to obtain better paying jobs, or income reduction through job loss or wage stagnation.

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

### ***Group E Questionnaire Results***

Group E residents were asked to rate the type and amount of existing residential development in their community<sup>5</sup>. For each type of housing, residents were asked if the amount present in their community was too much, about right or too low. Table 4.5 represents the opinion of the respondents.

Based on these results, additional assisted living or elderly housing was the highest identified need. Forty-nine percent of Group E respondents noted that the area does not have enough assisted living or elderly housing choices. Prior to building new housing, however, the village and town should check with nearby facilities, service providers and residents to determine if the identified need results from a lack of capacity, lack of affordability, location preferences, lack of preferred options or a facility/need mismatch.

After assisted living or elderly housing, identified housing needs drop considerably. Low to moderate income housing was ranked second in terms of identified need. Almost twenty-nine percent (28.9%) of respondents stated that the area did not have enough low to moderate income housing. Village residents were more likely to favor additional low to moderate income housing than town residents. Thirty-six percent (36.4%) of Village residents stated that the area did not have enough low to moderate income housing compared to twenty-five percent (25.4%) of town residents. The difference may very well reflect the fact that housing affordability is a bigger problem for homeowners in the Village of Wild Rose than homeowners in the Town of Rose.

Twenty six percent of respondents identified a need for more condominium units. Village residents (38.4%) appeared more likely to support additional condominium development than town residents (20.3%). Village residents (34.8%) were also more likely to support additional multi-family units than town residents (20.0%). The difference in responses most likely reflects the fact that the village is a more appropriate location for these residential choices than the town.

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<sup>4</sup> NIMBY: Not In My Back Yard

<sup>5</sup> A summary of the questionnaire results are located in Appendix A. A copy of the questionnaire can be reviewed at the Village of Wild Rose and Waupaca Public Libraries or obtained from the ECWRPC office (920) 751-4770.

**Table 4.5 Overall Area Questionnaire Results, Existing Residential Development**

Housing Type	Too Much	About Right	Not Enough	Total Respondents
Single Family	4.6%	84.3%	11.1%	100.0%
Low to Moderate Inc.	16.1%	54.9%	28.9%	100.0%
Duplexes	10.8%	67.9%	21.3%	100.0%
Multi-unit Apartments	15.6%	59.5%	24.9%	100.0%
Condominiums	18.6%	55.1%	26.2%	100.0%
Assisted Living	12.5%	39.1%	48.5%	100.0%
Mobile Home Parks	45.7%	51.1%	3.3%	100.0%
High Income Development	24.5%	54.0%	21.5%	100.0%

Source: ECWPRC, 2005.

Twenty-two percent of respondents identified a need for additional high end housing in the area. However, 25 percent of respondents stated that the area already had too much high end housing. The only category to experience stronger opposition was mobile home parks. Forty-six percent of residents said the area already had too much mobile home park development. Only three percent of residents expressed support for additional mobile home parks.

Twenty-one percent of respondents identified a need for additional duplexes. The desire for additional duplexes was much higher in the village. Thirty-five percent of village respondents stated that the area did not have enough duplexes compared to 15 percent of town respondents. Fifteen percent of town respondents stated that the area already had too many duplexes, which indicates residents were evenly split over additional duplex development. Only three percent of village respondents stated that the area had too many duplexes.

Eighty-four percent of respondents stated that the area had about the right amount of single family homes. Eleven percent of respondents identified a need for additional single family housing and five percent noted that the area had too much single family housing.

These survey results indicate that respondents are interested in a variety of additional housing choices, particularly for elderly residents. The two exceptions to additional housing choices are high end housing and mobile home parks, which garnered more opposition than requests for additional housing in both of those categories. Results indicate that residents would prefer that higher density housing such as duplexes, condominiums and multi-family units be located in the village. Survey results also indicate that residents realize additional housing is needed for low to moderate income families. As both communities plan for future growth and development, housing choice and housing affordability should be important considerations.

Housing does not exist in a vacuum. As a result, both communities will need to consider a variety of issues as they determine the rate of residential growth, type, location and choice in future housing development. In response to questions about future development, 72 percent of respondents supported the concept of an adequate supply of affordable housing. Eighty-five percent of residents favored promoting redevelopment. Other concepts related to affordable housing development that received strong support included cost effective development (87%),

encouraging intergovernmental cooperation (90%), promoting economic growth (87%) and providing infrastructure (including affordable land) for growth (81%).

When compared to other local land use issues, affordable housing ranked 7<sup>th</sup> out of the 14 issues in the Village of Wild Rose and 13<sup>th</sup> in the Town of Rose. Protecting natural resources ranked #1 in the town and #2 in the village. Protection of farmland and woodlands ranked #2 in the town and #3 in the village, which means both communities should seriously evaluate appropriate locations for future residential development. Promoting economic growth ranked #1 in the village and 5<sup>th</sup> in the town. Balancing individual rights with community interests ranked third in the Town of Rose and 5<sup>th</sup> in the Village of Wild Rose. Promoting economic growth is related to housing affordability and balancing individual rights with community interests can also be an affordable housing issue. These results indicate that while affordable housing may have ranked low compared to other issues, it should receive attention as recommendations are developed and implemented to meet the needs of Group E residents.

### ***Continuum of Care Needs Assessment***

The Continuum of Care<sup>6</sup> Needs Assessment was a county-wide effort to identify housing resources and to identify and prioritize housing needs of homeless persons within the county. As such, it was a more focused assessment. A number of agencies and individuals were included in this information gathering process including: Waushara County's Department of Human Services, Community Programs, UW-Extension and Job Center; WI Department of Workforce Development Migrant, Refugee and Labor Services; Family Health Medical and Dental Center; All-Area Counseling; CAP Services; and Legal Action of Wisconsin. Individual participants included two homeless members, a representative from the Waushara County Coordinated Community Response Team for domestic violence issues, three persons of Hispanic Origin and 11 victims of domestic violence. A variety of needs were identified, including affordable housing, transportation, childcare, education, employment, medical care, counseling/case management, legal services, and others. When these needs were prioritized, affordable permanent housing ranked as the number one need in Waushara County. The need for permanent affordable housing was followed by affordable transitional housing, legal services, case management/assistance with linkage to other community resources, support groups and assistance obtaining employment or training. CAP Services submitted a grant application to request funds to help meet identified needs, and was awarded \$105,025, which will be used to provide affordable housing and support services to victims of domestic abuse in Portage, Waupaca, Waushara and Marquette Counties.

## **INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS**

Housing cannot be considered in isolation from other elements. Meeting the housing needs of all village and town residents requires an adequate supply of reasonably priced land with the appropriate infrastructure, utilities and services, coupled with access to employment opportunities and dependable transportation options. Decisions regarding economic development, transportation, community and public facilities development, environmental

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

quality and land use have an impact on housing choice, supply and affordability. Likewise, decisions made in the housing sector can influence the cost and efficiency of other plan elements.

### **Economic Development**

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

Redevelopment of vacant industrial or commercial properties could bring these properties back onto the tax rolls, increase revenue and improve the overall appearance of the community. In some instances, these buildings or locations may be more appropriate for commercial or industrial redevelopment. In other instances, or perhaps in combination with commercial redevelopment, the adaptive reuse of these properties may provide unique housing options and increase the supply of affordable housing, elderly housing and utilize space and structures which may no longer be appropriate for commercial or industrial uses. Apartments above stores can help retail and service establishments supplement their income. Appropriate home based businesses and/or owner-occupied units above or behind retail and service establishments can increase housing affordability, lower transportation costs and perhaps increase access to goods and services within the town and village.

### **Transportation**

A mix of transportation options is critical to meet personal mobility needs and decrease social isolation for individuals and individual households, particularly for those unable or unwilling to drive. Sidewalks and pedestrian/bicycle trails can provide a healthy, low cost alternative to the automobile for village residents and town residents whose homes are in close proximity to schools, places of business, employment and recreational facilities. For the majority of the area, however, paratransit service or a volunteer driver pool may be needed for those who cannot drive.

A good road network and highway system helps provide access to greater economic opportunities beyond those in the immediate vicinity, which can contribute to housing affordability, provided transportation costs to those areas is not prohibitive. As transportation costs rise, carpooling and vans may be a more cost-effective means of traveling between homes and places of employment.

## Utilities and Community Facilities

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

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

Accessible, reliable and affordable electrical and heating sources and services contribute to housing safety and affordability. Accessible, affordable and environmentally safe water and waste disposal sources and services are critical to public safety and housing affordability.

Other community and public facilities such as waste disposal options, recycling facilities, parks, libraries, childcare, eldercare, medical facilities and emergency shelters also contribute to an area's quality of life and the wellbeing of individual households. Communication, cooperation and coordination with the entities that provide these services are important to ensure residents have access to these services. New residents may appreciate information regarding the location and accessibility of these services.

## Agricultural Resources

As new households are formed, more land will be converted from farms, forests and open space to residential uses. Farmland in Group E towns is also under pressure from seasonal home development. The amount of land converted will vary depending on the choices made in terms of the density, design and placement of that development.

Choices must be made. Residential land uses have higher property values than farmland, so their expansion is seen as an opportunity to increase tax revenues. Little attention is paid to net tax gains, even though various Farmland Trust studies<sup>7</sup> have shown that the cost of services for other forms of development, particularly single family residential, typically exceeds tax revenues generated by that development, while taxes generated by farmland exceed the cost of services for farmland.

As farmers reach retirement age, many of these individuals see farmland conversion as a quick, easy retirement option, especially in the face of increased conflicts between the realities of farming and the expectation of exurban residents. Modern day industrial farming requires substantial monetary investments, which makes it difficult for young farmers to enter the field.

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

Farming is also under considerable economic pressure, as production costs rise and profits from food sales shift away from farmers to food processing and sales.

Allowing a farmer to develop his land provides housing opportunities and cash benefits for that farmer. However, it also increases the need for additional public services which require additional tax revenues. Nonfarm development may also cause economic, land use and transportation conflicts for the farmer who wishes to maintain or expand his operation. As interest in biofuels rise, conflict may increase as competition increases between farmland for food, farmland for fuel and conversion of farmland for other uses is also desired.

### **Natural Resources**

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

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

### **Cultural Resources**

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

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

## **Land Use**

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

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

## **Intergovernmental Cooperation**

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

## **POLICIES AND PROGRAMS**

### **Regional, County and Local Policies**

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

- To help ensure that an adequate supply of affordable housing in the region exists to support economic development efforts and ensure that every household has access to shelter.
- To work with others to increase housing options, so that housing choices better reflect the need of individual households.
- To support the preservation and rehabilitation of the existing housing stock within the region.
- To promote increased coordination and cooperation between governments, and between public, nonprofit and private sectors to increase housing affordability, choice and access within the region.

These goals are consistent with the area's vision for a future, in which a variety of quality housing options meets the needs of all households in urban and rural areas, regardless of age,

income, culture, and mobility status. Housing is designed to foster community and neighborhood cohesion and available housing choices are integrated with community facilities and multimodal transportation.

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

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

Waushara County has a number of departments which impact Group E residents' access to housing and housing services. Some departments such as the Departments of Aging, Human Services, UW-Extension and the Veteran's office provide information and support for residents. Other departments such as Land Records, Public Health, Register of Deeds and Zoning and Land Conservation engage in administrative functions such as enforcing codes and zoning ordinances and collecting fees. These administrative functions can aid or hinder a community's ability to meet the housing needs of their residents.

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

## Federal, State and Regional Programs

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

### *Federal Agencies*

#### **United States Department of Agriculture**

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

#### **United States Department of Housing and Urban Development**

**Brownfield Economic Development Initiative Grant.** This grant can be used for brownfield sites (converting old industrial to residential). BEDI and Section 108 funds must be used in conjunction with the same economic development project, and a request for new Section 108 loan guarantee authority must accompany each BEDI application. Funds can be used to benefit low-moderate income persons, prevent/eliminate slum and blight, and address imminent threats and urgent needs (usually follow the same guidelines as CDBG). More specifically, funds can be used for land writedowns, site remediation costs, funding reserves, over-collateralizing the Section 108 loan, direct enhancement of the security of the Section 108 loan, and provisions of financing to for-profit businesses at below market interest rates. The maximum grant amount is \$1 million, and the minimum BEDI to Section 108 ratio is 1:1. For more information, contact David Kaminsky in HUD's Office of Economic Development at (202) 708-0614 ext. 4612 or visit the web site at: <http://www.hud.gov/offices/cpd/economicdevelopment/programs/bedi/bedifacts.cfm>.

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

**Fair Housing Assistance Program (FHAP).** The federal fair housing law makes it illegal to discriminate in housing based on race, color, national origin, religion, sex, disability or familial status (i.e., the presence of children) in the sale, rental, or financing of housing. The State of Wisconsin also makes it illegal to discriminate based on age, marital status, lawful source of income and sexual orientation. FHAP provides funds to states to conduct intake of fair housing complaints, investigate complaints, counsel those who believe they have been denied equal

access to housing and do systemic investigations. The program also provides outreach and education to consumers, advocates and the general public and technical assistance and training for real estate agents, property owners and managers and other members of the housing industry. General information about the FHAP can be obtained from the HUD website: <http://www.hud.gov/offices/ftheo/partners/FHAP/index.cfm>. For local information and assistance, Waushara County residents and officials should initially contact the Wisconsin Department of Workforce Development Equal Rights Division Civil Right Bureau. Visit their website at: <http://www.dwd.state.wi.us/er/> or contact LeAnna Ware at: (608)266-1997.

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

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

**Single Family Housing Programs.** HUD offers a number of single family home programs, including homebuyer education and counseling, downpayment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. For general information, visit HUD's website at: <http://www.hud.gov/offices/hsg/sfh/ins/singlefamily.cfm>. Some of these products, such as FHA loans, are available through approved lending institutions. Access to HUD single family home programs can also be obtained through WHEDA or the Wisconsin Department of Commerce Bureau Housing. Information about products WHEDA provides can be found on WHEDA's website at: [http://www.wheda.com/cat\\_sfl/home.asp](http://www.wheda.com/cat_sfl/home.asp), or you may contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623 for information. For information about products provided through the state Bureau of Housing, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or contact: Betty Kalscheur at (608) 267-6904. CAP Services also administers some single family home programs in Waushara County. The local phone number for CAP Services is (920) 787-3949. Their website address is: [http://www.capserv.org/pages/About\\_Us.html](http://www.capserv.org/pages/About_Us.html).

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

## Federal Financial Institutions Examination Council

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

## United States Department of Veterans Affairs

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

## *National Organizations*

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

**National Low Income Housing Coalition (NLIHC).** NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation. Their mission is to end the affordable housing crisis for low income families. Information about NLIHC and its activities can be found at: <http://www.nlihc.org/>. NLIHC also has a number of state partners. Wisconsin has two State Coalition Partners, the Wisconsin Partnership for Housing Development, Inc. and Housing For All. For information about the Wisconsin Partnership for Housing Development, visit their website at: <http://www.wphd.org/> or call their Madison office at: (608) 258-5560. For information about Housing For All, contact Brian Peters of Independence First at: (414) 291-7520.

**United Migrant Opportunity Services (UMOS).** UMOS works with federal, state and local agencies, employers, for profit and nonprofit agencies to meet the housing needs of migrant workers. Call: (920) 787-4617 for information about services and programs in Waushara County. UMOS also operates an emergency shelter in the Town of Aurora for a portion of the year. When the Aurora Center Emergency Shelter is open, it can be reached at: (920) 361-1266. Otherwise, persons needing shelter should call (800) 279-8667 for assistance.

Information about UMOs's housing programs can also be found on their website at: [http://www.umos.org/social\\_services/housing.aspx?sm=36](http://www.umos.org/social_services/housing.aspx?sm=36).

### ***State Agencies***

#### **University of Wisconsin - Extension**

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

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

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

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

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

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

#### **Wisconsin Department of Commerce**

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

responsible for updating information about their properties. Renters can search for housing and services to fit their needs.

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

### **Wisconsin's Focus on Energy**

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

### **Wisconsin Historical Society**

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

### **Wisconsin Housing and Economic Development Authority (WHEDA)**

**WHEDA Foundation.** The WHEDA Foundation awards grants to local municipalities and nonprofit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities in Wisconsin for low-income persons with special needs. Special needs is defined as homeless, runaways, alcohol or drug dependent, persons in need of protective services, domestic abuse victims, developmentally disabled, low-income or frail elderly, chronically mentally ill, physically impaired or disabled, persons living with HIV, and individuals or families who do not have access to traditional or permanent housing. For more information, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623.

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

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

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

### ***Regional Programs***

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

## HOUSING – Town of Rose

**Goal H 1. To maintain the quality of existing housing while encouraging a broad range of housing options to adequately meet the diverse needs of existing and new Town residents.**

**Objectives:**

- H 1.1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the region.

**Strategy:**

- (1) Encourage economic development professionals, housing providers and consumers to work together to help promote the development of housing that meets the needs of all income levels within a community, including entry level and low skill workers.
- H 1.2. Support preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.

**Strategies:**

- (1) To encourage landowners to keep farmhouses, out buildings, barns, etc. well maintained and to clean up messy looking yards and generally present an attractive appearance.
- (2) Encourage individuals and local groups, such as church and civic organizations, to aid any resident in need of help with home maintenance issues.
- (3) Encourage private partnerships that promote and provide for decent, safe and affordable housing.

## CHAPTER 5: TRANSPORTATION

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## TRANSPORTATION

### INTRODUCTION

The Town of Rose and the Village of Wild Rose are comprised of a transportation system that consists of local roads, collectors, and arterial streets. STH 22, between Waupaca and Wautoma intersects the area and brings vehicles through the downtown portion of the Village of Wild Rose. While private vehicles are the primary mode of transportation in the County, several biking and pedestrian opportunities are available to residents and visitors of the area.

#### ***Transportation Area Vision for 2030***

*Area residents have access to a network of well-maintained local streets and roads, and county and state highways that address their needs for mobility for their automobiles, trucks, and farm equipment. Safety and congestion aspects of heavy pass-through traffic in downtown Wild Rose have been relieved with the re-designed Highway 22 corridor, which was carefully selected to minimize adverse effects on the area's natural and cultural features and existing land uses and associated activities and address other concerns expressed by local residents. The full scope of upgrade to this highway corridor between has provided area residents with better access to employment, shopping, and entertainment opportunities elsewhere and has made the area more competitive in attracting new industrial and other business development. Local trails, including snowmobile trails and a link to the Ice Age Trail, are an integral part of the transportation network, providing connections to schools, recreational areas, and other important destinations. In rural areas where concentrated development exists, wide striped shoulders along key county and town roads provide safe accommodations for growing numbers of bicyclists and pedestrians. While the private automobile is still the vehicle of choice for trips both long and short, the availability of the mini-bus public transportation on demand provides a valuable service that is particularly appreciated by the area's growing elderly population.*

### INVENTORY AND ANALYSIS

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

#### **Streets and Highways**

The primary transportation system consists of a hierarchal network of state highways (STH), county highways (CTH), and other roads and streets that pass through a community. The combined road mileage for the two municipalities in the Group E Planning Cluster total over 73 miles (Table 5-1).

**Table 5.1. Road Network by Jurisdiction**

Municipality	STH Miles	CTH Miles	Local Miles	Total
T. Rose	4.73	20.51	37.1	62.34
V. Wild Rose	1.46	0.59	8.75	10.8
<b>Total</b>	<b>6.19</b>	<b>21.1</b>	<b>45.85</b>	<b>73.14</b>

Source: WisDOT-WISLR, 2007

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

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations throughout the state on a regular rotating basis. The traffic counts provide a good indication of a roadway's appropriate functional classification. Displayed as Average Annual Daily Traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in Waushara County date from 2000 and 2003. When a significant difference in the two counts is encountered, it can generally be explained by a road closure, detour, or similar circumstance that temporarily disrupts the normal flow of traffic. Traffic counts remained relatively constant throughout both the town and village between 2000 and 2003. The only significant traffic count reduction during this time period was on STH 73. Exhibit 5-1 displays the functional classification and AADT of selected roadways within the area.

### ***Principal Arterials***

Principal arterials serve interstate and through traffic. These routes generally serve all urban areas with a population greater than 5,000. Principal arterials are the most important roadways in terms of commerce and the transport of goods and services. Rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials. There are no principal arterials within the Town of Rose or the Village of Wild Rose.

### ***Minor Arterials***

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

- **STH 73** provides a southeasterly-northwesterly linkage between the Princeton, Wautoma and the Wisconsin Rapids areas. STH 73 hits the southwest corner of the Town of Rose. It enters the Group E cluster from the northwest (Town of Oasis) and briefly travels through the Town, before exiting the cluster at the northwest corner of the Town of Wautoma. The AADT on STH 73 fell from 3,000 trips in 2000 to 2,100 trips in 2003.

- **STH 22** provides a north-south linkage between the Montello, Wautoma, and Waupaca areas. STH 22 enters the Group E cluster from the south (Town of Wautoma) and travels along the eastern edge of the Town of Rose until leaving Waushara County. STH 22 is also Main Street within the Village of Wild Rose. AADTs on STH 22 between 2000 and 2003 remained relatively constant. South of the Village of Wild Rose, AADTs decreased from 4,000 trips in 2000 to 3,900 trips in 2003. AADTs remained constant at 3,300 trips north of the Village of Wild Rose. STH 22 in the northern portion of the Town of Rose experienced an increase in the AADTs from 3,100 in 2000 to 3,300 in 2003. A slight increase in AADTs from 3,400 in 2000 to 3,600 in 2003 was also observed on STH 22, north of the millpond in the Village of Wild Rose.

### ***Major Collectors***

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

- **CTH A** provides east-west service between the Village of Plainfield and the West Bloomfield area. From intersection with STH 49 north of West Bloomfield, CTH A travels primarily westward until it forms the northern border of the Village of Wild Rose. CTH A travels concurrently with STH 22 through the Village until it turns westward south of downtown towards the Plainfield area. Only the portion west from STH 22 in Wild Rose to the STH 49 is classified as a major collector. AADTs were collected immediately east of the village in the Town of Springwater. Traffic increased slightly from 1,800 trips in 2000 to 1,900 trips in 2003.
- **CTH G** provides linkage and is classified as a major collector between the southern portion of the Village of Wild Rose and the unincorporated community of Mt Morris. The route travels in a predominantly southeasterly direction with its western terminus at STH 22 in the Village of Wild Rose and the eastern terminus in the unincorporated village of Mount Morris. The AADT on CTH G decreased slightly from 2,100 trips in 2000 to 2,000 trips in 2003, east of the intersection of CTH G and STH 22.
- **CTH P** provides an east-west travel corridor and is classified as a major collector between STH 22 and the Village of Plainfield. CTH P begins at STH 22 approximately two miles north of the Village of Wild Rose and terminates at STH 73 southeast of the Village of Plainfield. Between 2000 and 2003 AADT increased from 1,300 to 1,600 trips west of the intersection with STH 22.
- **CTH O** forms the southern border of the Town of Rose. It intersects STH 22, south of the Village of Wild Rose and extends almost due westward until it intersects CTH G in Adams County. It is classified as a major collector through the entire route. Traffic on CTH O remained stable between 2000 and 2003. The AADT increased by 40 trips from 450 in 2000 to 490 in 2003.

### ***Minor Collectors***

Minor collectors are typically local village streets and rural town roads. They collect traffic from local roads, and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.

- **CTH AA** from CTH P northward to the Waushara – Portage County line is the only minor collector in the study area. Between 2000 and 2003, the AADT increased from 160 trips to 230 trips.

### ***Local Roads***

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

### **Pavement Surface Evaluation and Rating (PASER)**

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

PASER pavement management system (PMS) has been developed and improved over the years by the Transportation Information Center (TIC) at the University of Wisconsin, Madison in cooperation with WisDOT and others. In general PASER rates paved roadway surfaces on a scale of 1 to 10; a rating of 1 indicates that a road needs to be reconstructed, while a rating of 10 indicates a newly constructed road. Unpaved roads are rated on a scale of 1 to 5; a rating of 5 indicates a newly constructed road and a rating of 1 indicates a road needing rebuilding. Paved roads are rated on a scale of 1 to 10. This inventory provides the basis for developing a planned maintenance and reconstruction program and aids the town in tracking necessary road improvements. Prompt maintenance can significantly reduce the long-term cost for road repair and improvement. Table 5-2 provides a breakdown of the PASER ratings, conditions and maintenance needs.

Table 5-3 provides a summary of the total miles of local roads in each municipality by PASER rating. About 92 percent (42.22 miles) of the roads within the Group E cluster are paved. Around a quarter (10.67 miles, 25.3%) of the paved roads are in excellent to very good condition and will require little maintenance. Almost two-thirds of the roads (27.5 miles, 65.1%) are in good to fair condition. While these roads are in good condition structurally, they may need slightly more maintenance work. This work may involve seal coating, crack filling and possibly a non-structural overlay. The remaining local roads will require substantially more work. Approximately 10 percent (4.05 miles, 9.6%) of the roads will require structural

improvements that could involve pavement recycling, overlay and patching. No roads within the planning area will need total reconstruction.

**Table 5.2. PASER Ratings and Maintenance Needs**

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

*Source: Transportation Information Center, UW-Madison*

The individual breakouts within the communities mirror the overall condition of the roads above. Approximately 93 percent (8.16 miles) of the local roads within the Village Of Wild Rose are paved compared to 92 percent (34.06 miles) of the Town of Rose. About a quarter (1.72 miles, 21.1%) of the paved roads in the Village are rated excellent to very good, while over a quarter (9.59 miles, 28.2%) of the roads in the Town receive a similar rating. A majority of the roads within both communities are rated good to fair; 77.9 percent (6.36 miles) of Village roads compared to 62.1 percent (21.14 miles) of Town roads. Less than one percent (0.08 miles) of Village roads and 11.7 percent (3.97 miles) of Town roads are rated fair to very poor and will require structural improved.

The remaining eight percent of the roads within Group E are unpaved. Half (0.27 miles, 45.8%) of the gravel roads within the Village of Wild Rose are rated fair to good and will require either routine maintenance or regrading of the road surface along with ditch and culvert maintenance. Over 80 percent (2.5 miles, 82.2%) of the gravel roads in the Town of Rose are rated fair and will require regarding of road surface, ditch and culvert maintenance. The remaining roads within the Village (0.32 miles) and the Town (0.54 miles) are "not rated". However "not rated" does not necessarily mean that the road was not evaluated; it just means that it was not recorded in the WisDOT-WISLR data base.

**Table 5.3. Total Miles of Local Roads by PASER Rating**

Paved Road Rating	V. Wild Rose	T. Rose	Total
10	0.59	2.11	2.7
9	0.22	2.56	2.78
8	0.91	4.28	5.19
7	2.49	16.84	19.33
6	2.83	0.97	3.8
5	1.04	3.33	4.37
4	0	1.53	1.53
3	0.08	1.74	1.82
2	0	0.7	0.7
1	0	0	0
Not Rated	0	0	0
Subtotal	8.16	34.06	42.22
Gravel Road Rating			
5	0	0	0
4	0.05	0	0.05
3	0.22	2.5	2.72
2	0	0	0
1	0	0	0
Not Rated	0.32	0.54	0.86
Subtotal	0.59	3.04	3.63
Total	8.75	37.1	45.85

Source: WisDOT-WISLER, 2007. Pavement rating 2005 data

### Truck Transportation

There are several designated truck routes within the planning region. STH 21 is the primary truck transportation route in Waushara County. STH 21 provides direct access to Oshkosh and the Fox Cities to the east. Western destinations include the I39/USH 51 corridor, I90, I94, and western Wisconsin. Within the planning area major truck routes include STH 22 and STH 73. STH 22 provides access to Waupaca to the north and Montello to the south. STH 73 provides access to Plainfield and Wisconsin Rapids to the northwest and Princeton and Waupun to the southeast. Local truck traffic occurs on several other county highways throughout the planning area, but is more limited in volume.

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

**Table 5.4. Transportation Companies**

Company	Transport Service	Location
N. Caves Trucking	Contract	V. Wild Rose
Ross Caves & Son Trucking	Local	T. Rose
Glen Erdman Excavating	Excavating	T. Saxville
Hudziak Excavating & Lanscape	Excavating	V. Wild Rose
Rockwood Septic Tank Cleaning	Specialty	T. Rose

## Railroads

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

An abandoned railroad bed parallels the Pine River in the Town of Rose. This corridor presents a unique redevelopment opportunity for new hiking trails such as a connection to the Ice Age Trail or Great Wisconsin Birding and Nature Watching Trail.

## Waterways

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

Several municipalities and Waushara County operate recreational boat facilities throughout the county. Public boat launch facilities are located on the Wild Rose Millpond. Facilities are available for both motorized and non-motorized watercraft.<sup>1</sup>

## Pedestrian Facilities

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

Waushara County has several pedestrian opportunities. Hiking trails are located at several county parks. The county also operates the Bannerman Trail. A trailhead is located in the center of the corporate limits of Redgranite on the southwest side of STH 21. The trail provides

<sup>1</sup> Waushara County. 2004. *Public Access and Boat Landings*. [http://www.co.waushara.wi.us/boat\\_landings.htm](http://www.co.waushara.wi.us/boat_landings.htm)

recreational opportunities for pedestrian activities as well as cross-county skiing, bicycling, and snowmobiling. The trail utilizes the former railroad grade that served quarries located in both Redgranite and Lohrville. The seven mile trail terminates at STH 73 in the Neshkoro area.

Pedestrian opportunities within the study area are varied. Most of the roads within the Town of Rose have limited shoulder areas, and the posted speed limits are 45 miles per hour or greater. These conditions often hamper safe pedestrian travel. The relatively low density development and lack of sidewalks also do not facilitate pedestrian mobility. Within the Village of Wild Rose, excellent pedestrian facilities are available to residents and visitors. A system of hiking trails is located throughout Roberts Park. Lower speed limits within the incorporated village limits allow for safer pedestrian travel along local streets.

Future opportunities for increased pedestrian traffic exist throughout the study area. The Ice Age Trail corridor, which is being created to allow the public an opportunity to view and enjoy the glacial topography of Wisconsin, can be found in the northwest corner of the Town of Wautoma. Currently, local citizens are planning to expand the Ice Age Trail through the Town of Rose. Although the exact route has not yet been determined, the trail will traverse the entire north-south length of the town. A spur trail could also be created to allow access to Village amenities. Pedestrian traffic along STH 22 can be dangerous due to vehicle traffic speed and volume. Officials in the Village should address current pedestrian traffic volumes and how to increase future pedestrian traffic in the area. Future development should include pedestrian facilities such as sidewalks, crosswalks, traffic controls (walk/don't walk signals), and multi-use trails. Currently the Village is negotiating the purchase of a six acre parcel on the northern border of the village. If the purchase of the subject property is finalized, the trail system at Roberts Park could be extended through the parcel and connected to the trail system at the Wild Rose Fish Hatchery (Exhibit 8-1).

### **Cycling Opportunities**

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

Two methods were used to identify the preferred routes for rural bicycle routes. First, parameters such as pavement width, volume of traffic, truck volumes, and overall road conditions were evaluated. Roadways with traffic volume less than 1,000 vehicles per day allow for safe bicycling. Second, a system of primary bicycle corridors was established to connect existing bicycle trails throughout the state to one another.

WisDOT has made several recommendations for bicycle traffic for the planning area in the *Wisconsin State Bicycle Transportation Plan 2020*.<sup>2</sup>

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<sup>2</sup> WisDOT. 1998. *Wisconsin State Bicycle Transportation Plan 2020*.

- STH 22 between CTH P and the City of Wautoma and CTH A between STH 22 and the unincorporated village of Saxeville are not recommended as bicycle routes due to the high volumes of traffic and areas of poor visibility.
- CTH A, CTH AA, and CTH G outside of the Town of Rose have been identified as roads with excellent conditions for bicycling.
- Other roads within the planning area with moderate conditions for bicycling include STH 73, STH 22 north of CTH P, and CTH P.

## **Rustic Roads**

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by controlling roadside maintenance practices so that wildflowers and other native flora are allowed to extend to the edge of the pavement. A town road (26<sup>th</sup> Rd.) in Saxeville is the only road in Waushara County currently enrolled in the Rustic Roads program. Several town roads within the planning area may have the same potential.

## **Airports**

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

Two Basic Utility airport facilities are located in Waushara County. A Basic Utility (BU) airport is capable of handling single engine piston aircraft and smaller twin engine aircraft. Basic Utility airport facilities are sub-classified as Class B (BU-B) and Class A (BU-A) according to the gross weight and wingspan of the aircraft. These aircraft typically seat up to six persons and are used for private corporate travel, charter flying, recreational flying, and crop dusting. The Wautoma Municipal Airport is a BU-B facility located in southwest of the city in the Town of Dakota. Aircrafts with gross weights of less than 12,500 pounds and wingspans less than 49 feet can be accommodated at this airport. Besides serving local air needs, the airport is utilized by pilots attending the annual EAA fly-in in Oshkosh. The Wild Rose Idlewild Airport is BU-A facility. This airport can accommodate aircraft with gross weights less than 6,000 pounds and wingspans less than 49 feet. The Wild Rose airport has two turf runways measuring 2,990 feet and 1,695 feet. Only one runway is plowed during the winter. A helipad is also located at the Wild Rose Community Memorial hospital for "flight for life" emergency landings.

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

## Bus Service

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

## Current and Future Transportation Projects

The Wisconsin Department of Transportation schedules major highway projects over a six-year planning period. In the 2004 plan, only one major highway improvement project is scheduled within the Town of Rose and Village of Wild Rose.<sup>3</sup> WisDOT will repave STH 22 from Wautoma northward to the Waupaca County line. No other upgrades are currently planned for any of the roads within the Group E planning area during the next several years<sup>4</sup>.

County trunk and state highways comprise the Federal Aids Secondary System, thus qualifying them for federal aid for capital projects involving construction or repair. Waushara County is responsible for routine maintenance on these roadways. Maintenance of roads such as town roads and city/village streets not within the state or county system rests with the local jurisdiction. As Table 5-1 indicates, these local roads comprised the bulk of a community's transportation network. To assist communities with the cost of constructing and maintaining these roads, the state provides general transportation aids (GTA) based on lane mileage. GTA funds are distributed based on the local road mileage and aidable local costs. Aidable local costs generally include the local share of all road and street construction and construction materials. GTA are allocated on a per mile basis; the rate-per-mile is statutorily specified and will be \$1,862 in 2006.<sup>5</sup> It should be noted that road spending fluctuates, especially for larger municipalities, and is dependent on the number and types of projects that have been allocated for that year. Cities and villages also have more costly facilities, such as curb and gutter, storm sewer, sidewalks, etc, which raises the cost per mile above town spending amounts.

## INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS

### Economic Development

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

<sup>3</sup> WisDOT. 2004. *Wisconsin 2004-2009 Six Year Highway Improvement Program*.

<sup>4</sup> WisDOT. 2006. *Wisconsin 2006-2011 Six Year Highway Improvement Program*.

<sup>5</sup> WisDOT. 2005. *General Transportation Aids*. <http://www.dot.wisconsin.gov/localgov/highways/gta.htm>

Additionally, it is important to remember that different businesses have varying transportation requirements. For example, retail businesses along Main Street may value on-street parking and pedestrian accommodations more than production businesses in the industrial park. Traffic in downtown Wild Rose has been identified as an issue. A possible STH 22 by-pass of the Village has been raised by committee members. In the future, if communities feel that a by-pass may be warranted, the potential impacts (increased pedestrian access to street shops, decreased visibility to motorists who normally would travel along the corridor, etc.) to existing businesses needs to be evaluated.

## **Housing**

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

The County Zoning Ordinance (Sec. 42-81) requires all roads within subdivisions to be built to certain standards. These standards are important for the continued success of the transportation network.

## **Utilities and Community Facilities**

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

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

## **Agriculture Resources**

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

## **Natural Resources**

Transportation decisions can both positively and negatively impact the environmental quality of the area. Development and subsequent transportation improvements on the existing STH 22 corridor or a potential by-pass may impact the area's natural resources (wetland areas and trout streams) including the loss of wetlands, which act as a natural buffer to filter nutrients and other pollutants, harm to wildlife habitat and limitation to groundwater recharge. Finally, urban sprawl leads to longer travel times, which result in increased air quality issues due to automobile emissions.

## **Cultural Resources**

Early Native American habitation, the geological landscape, and the area's historic buildings are significant to local history. Therefore it is imperative that as growth occurs and transportation projects are proposed, sensitivity be given to both the identified resources and to areas where other historic and cultural resources may exist. Since the identity and integrity of the community depends on the preservation of these unique features, the impact from expanded transportation corridors and new land development must be kept to a minimum. Consideration should also be given to the impact of future transportation projects on the cultural identity of the historic downtown areas of the Village of Wild Rose and of the older residential neighborhoods in the area. For example, developers and community leaders must assess how the expansion of an existing residential street entailing the removal of existing trees would impact the aesthetics and the cultural identity of the established neighborhood.

## **Land Use**

Transportation, as with other planning elements, has a strong connection to land use. While transportation's primary purpose is to serve land use, land use patterns are dependent upon the condition and effectiveness of the transportation system. The efficient movement of vehicular traffic provides a quicker connection from one place to another. New arterials, such as a STH 22 by-pass of Wild Rose, would likely spur development by attracting development in proximity to the new interchanges. Secondly, the relocation of traffic off of the existing STH 22 may also impact existing businesses that rely on heavy traffic flow for economic survival.

## **Intergovernmental Cooperation**

Transportation systems go beyond municipal boundaries. Regional development patterns and municipal land use policies affect the transportation network. This network must efficiently move people and goods from one place to another. The transportation system encompasses local roads, collector and arterials, none of which stop at municipal borders but continue from one community to another. An efficient transportation system can not be dependent on the decisions of one community but upon the input and cooperation of many different entities working together. The expansion or relocation of STH 22 would affect many jurisdictions between the Waupaca and the Wautoma areas. Each of these jurisdictions, along with the State of Wisconsin, would have input into the expansion of this transportation corridor. The resulting expansion will not only impact the local jurisdictions that it passes through, but could also impact the economics of the State as goods and people are more quickly and efficiently transported.

## POLICIES AND PROGRAMS

### State, Regional, and Local Policies

#### *State of Wisconsin*

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

According to the Wisconsin State Highway Plan 2020, STH 21 expansion from Oshkosh to I39/51 has been identified as a potential major project. Potential projects are subject to environmental analysis and legislative approval; they will be re-evaluated in future state highway plans. An expansion of STH 21 may have positive implications for the Town of Rose and Village of Wild Rose. STH 22 and STH 73 are also identified in the plan and are not expected to be congested by 2020.

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

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

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

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

For the purposes of the *WSBTP*, urban areas were defined as villages or cities with populations of 5,000 persons or greater. Although the population within the planning area does not exceed this number, the urban strategies could be applied to the Village of Wild Rose to promote safe bicycle transportation for families and visiting bicyclists.

**Wisconsin State Airport System Plan 2020.** The *Wisconsin State Airport System Plan 2020* provides a framework for the preservation and enhancement of the public-use airport system which will meet future aviation demands for the state. It provides an inventory of existing public-use airport facilities; and categorizes them according to their current services, projected use, and future scheduled maintenance and construction projects. Based on existing conditions and projected improvements that are listed within airport master or layout plans, forecasts are made for future airport classifications. No projected changes have been made in the status of Waushara County's airport classifications.

### ***Regional***

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

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

These goals are consistent with the areas vision for the future to minimize the negative effects of sprawl development, to provide a well maintained street and road network, to provide a balance between transportation needs and the environment, to ensure that modes of transportation alternative to the automobile exist and that there is an adequate amount of funding for transportation projects.

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

### ***County***

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

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

### ***Local***

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

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

**Village of Wild Rose Zoning.** The Village of Wild Rose Zoning Code regulates street design within the municipality.

## Federal, State, and Regional Programs

### *Federal Agencies*

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

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

### *State of Wisconsin*

**General Transportation Aid.** Road maintenance is partially funded by disbursement of the state transportation fund. The largest portion of the fund is from General Transportation Aids. The state provides an annual payment to each county and municipality that funds a portion of the local governments' costs for activities such as road construction, filling potholes, snow removal, and other related transportation maintenance. Disbursements from the account are determined by the total mileage of local roads within the municipality or by a formula based on historic spending. This information must be reported annually. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/gta.htm>.

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

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

**Traffic Signing and Marking Enhancement Grants Program (TSMEGP).** This program provides funds to local units of government to install traffic signing and roadway marking enhancements. The ultimate goal of the TSMEGP is to improve traffic safety and visibility for both elderly drivers and pedestrians. All Wisconsin counties, cities, villages, and towns are eligible to submit project proposals. The program will provide up to 75% of eligible funds for

project completion while the local government must fund the remaining 25%. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/signing.htm>.

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

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

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

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

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

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

**EXHIBIT 5-1**

**HIGHWAY FUNCTIONAL CLASS AND AVERAGE DAILY TRAFFIC VOLUME**

**EXHIBIT 5-2**  
**WAUSHARA COUNTY BIKE ROUTES**

## TRANSPORTATION – Town of Rose

**Goal TR 1. The Town of Rose should ensure that its local transportation system is well maintained and safe for its residents.**

### **Objectives:**

- **TR 1.1. Timely responding to site-specific road maintenance and/or safety issues.**

### **Strategies:**

- (1) **Continue to conduct a PASER evaluation of the existing Town road network to use capital improvements programming to establish appropriate funding levels.**
  - (2) **Encourage residents to report any specific areas where safety or maintenance issues are a concern.**
  - (3) **Maintain contact with the Waushara County Highway Department and WisDOT to ensure coordination on regional and statewide transportation issues that may affect the village/town.**
    - **Set up annual meetings**
  - (4) **Encourage Waushara County to maintain a countywide road and street sign replacement program.**
- **TR 1.2. Ensure that the road network operates as an efficient system.** Roads that receive the highest level of use and have a functional classification are eligible for federal funding which is then distributed by the State of Wisconsin for local maintenance and construction.

### **Strategy:**

- (1) **Review and revise the road classification system as needed so the most important roads are eligible for federal funding.**
- **TR 1.3. To utilize the Waushara County standards for minimum standards for new town road construction.**

### **Strategies:**

- (1) **The Town should consider adoption of the Waushara County standards for a 66' minimum road right-of-way and minimum 22' pavement width.**
- **TR 1.4. Address emergency vehicle accessibility on private roads and alleys.**

### **Strategies:**

- (1) **The town should consider adoption of Waushara County's minimum width (18') and height (15') clearance standards for private driveways as well as safe spacing standards and reasonable turning radii that can be negotiated by fire and emergency vehicles. ( section 58-822(1) )**

**Goal TR 2. Continue to provide a diversity of affordable transportation options for all age and income groups.** The Department of Aging administers two programs on a countywide basis that serve elderly and disabled residents. These programs include a volunteer driver program and a mini-bus program. The county-wide mini-bus program provides transportation for both medical and personal trips. A grant has recently been written to expand the volunteer driver program and it will be managed and run by area churches. The meals on wheels program also makes use of volunteers.

**Objectives**

- **TR 2.1. Encourage the County to continue to provide taxi/medi-van/mini-van types of transportation services for elderly and disabled Town residents.** While the County currently administers two programs, these programs should periodically be assessed so that the needs of the area elderly and disabled residents are being addressed.

**Strategy:**

- (1) **Assess current transportation programs and needs for elderly and handicapped Town residents.**
- **TR 2.2. Encourage the availability transportation alternatives for those who cannot afford to maintain a car.** Currently the County is providing service to the elderly and disabled residents of the area. However, there may be other transportation-dependent residents whose needs are not being addressed. This may include people whose physical or financial circumstances do not allow them to own a car, or have a driver's license.

**Strategy:**

- (1) **Form a joint Town/Village/County subcommittee to identify system gaps in service providers. The county should assume the lead role.**
- **TR 2.3. Encourage ride sharing for work, shopping, and other trips.** Create a "carpool interest" list which allows individuals the ability to locate each other and form personal car pools for ride sharing. This benefits the environment and makes economic sense. Commuting to Oshkosh or the Appleton area for work or shopping does occur. "Park and ride" lots managed by the County could be strategically located to benefit the residents of the area as gas prices rise.

**Strategies:**

- (1) **Have the County Highways Department determine a county-wide system with strategic locations for "park and ride" parking areas.**
- (2) **Network with surrounding areas to expand potential participants in ride sharing.**

**Goal TR 3. Encourage the expansion and safety of non-motorized transportation and transportation opportunities.** Bicycling and walking are important modes of transportation and may be used for commuting to school and work, or for social interaction, recreation and exercise. For some people, such as children and households with no car or

driver, this is the primary means of transportation. Bicycling and walking have health benefits, move people inexpensively, and reduce congestion and air pollution.

### **Objectives**

- **TR 3.1. Accommodate bicyclists and pedestrians in areas of high activity or concentrated development for commuter use.** People may be more willing to walk or bike if using these modes can be done safely and conveniently. Until recently, roadways within the state have been generally built with little consideration for bicyclists. To accommodate bicyclists/pedestrians, roadways that are heavily used and are scheduled to undergo reconstruction or repair work should take into account how to make them safer for bicycles to use where appropriate. Arterials and major collectors should be designed to improve bike safety and to minimize auto/bike conflicts.

### **Strategies:**

- (1) **Identify the roadways that provide the greatest safety for cyclists and consider putting up signs which say "Caution, Bicycle Route".**
  - (2) **Review speed limits as they relate to bicycle and pedestrian use.**
- **TR 3.2. Consider establishing bicycle, pedestrian, and other non-motorized recreational trails.** The development of multi-use trails would provide the best way to increase pedestrian, bicycling and other non-motorized recreational activities. A segment of the Ice Age Trail, one of only eight national scenic trails in the United States, is being established in Waushara County. Consider a link to the trail from the Wautoma area which could be beneficial to area residents and the economy.

### **Strategy:**

- (1) **Incorporate several high interest areas into a recreational trail system including cultural and historical sites, geological sites, significant natural resources, and other attractions. This could include a proposed trail connecting the Millpond in the Village with the expanded fish hatchery attraction to the north. The Town is willing to work with the Village of Wild Rose in considering proposed plans for a recreational trail system.**

## CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

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## UTILITIES AND COMMUNITY FACILITIES ELEMENT

### INTRODUCTION

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

#### ***Utilities and Community Facilities Vision for 2030***

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

### INVENTORY AND ANALYSIS

This section describes the existing utilities and community facilities within the Town of Rose and the Village of Wild Rose.

#### **Wastewater Collection and Treatment**

The **Village of Wild Rose** owns and operates its own wastewater treatment facility (WWTF). The plant was originally constructed in 1989 and uses an aerated lagoon process with treated effluent being discharged into the Lower Pine River. No major re-construction has occurred to the plant since its initial construction; however the facility is currently addressing elevated ammonia problems and will be removing sludge this year in an attempt to address this problem. To date, the treatment plant services lands within the Village only and does not accept sewage from private holding tanks. The plant has had a good record of performance and has generally met permit limits. The designed loadings for biological oxygen demand (BOD) are 199 lbs/day with effluent limits of 30 mg/l and the total suspended solids (TSS) effluent limit is 60 mg/l.

The Village operates an approximate 9 miles of sewers which utilizes 7 lift stations. Clearwater inflow and infiltration (I&I) problems have not been identified as being significant as the system is relatively new (constructed in 1989).

The Village currently services approximately 375 connections. The treatment facility is operating at approximately 72 % of its design capacity. Influent loads vary on a seasonal basis with the largest load variance associated with the start of the school year (560 students). Although the treatment facility is operating within the design capacity, there are two development proposals which will add approximately 90 to 100 residential equivalent connections. As this development is built out the plant will approach its design capacity. At that time future facilities planning and/or plant upgrading will be needed.

The Town of Rose is served by individual private on-site wastewater treatment systems.

### **Stormwater Management**

Stormwater runoff and management have recently gained more attention as an environmental concern due to flooding and surface water quality issues. When the impacts of stormwater management are considered from a regional perspective, the potential for damage is tremendous. Although an individual building may not seem to have a significant impact on the natural drainage system, the cumulative impacts of development and urbanization can influence natural system functions. According to studies by the Center for Watershed Protection, as little as 10% impervious cover (concrete, asphalt, buildings, etc.) can negatively impact fish habitat. Moreover, if 25% of an area is impervious, the natural functions of a watershed become overloaded and stream quality can become permanently degraded<sup>1</sup> (CWP, 2005).

### ***Drainage Districts***

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

Drainage districts usually require a 20 foot vegetated strip on both sides of any ditch, which is to be used as a maintenance corridor, or any applicable stream within the watershed. Row cropping is prohibited within this corridor. These requirements can be coordinated with soil and water conservation plans required under the Farmland Preservation program<sup>2</sup>.

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

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<sup>1</sup> *Site Planning for Urban Stream Protection*. 2004. Center for Watershed Protection.

<sup>2</sup> *Guide to Community Planning in Wisconsin*. 1999. Ohm, B.W.

### ***Stormwater Sewer Systems***

Typically, curb and gutter stormwater systems are located in urbanized areas. Due to the rural nature of the area, curb and gutter is limited to Main St. (STH 22) and near the school in the Village of Wild Rose.

A series of open ditches, culverts and drainage channels collect storm water in the Town of Rose. The ditches discharge water into streams and rivers at various points throughout the area.

Due to the well drained, sandy soil in the area, limited flooding occurs in the area. Localized flooding occurs on floodplains adjacent to Pine River and Willow Creek in the Town of Rose and Village of Wild Rose. In the Village of Wild Rose; the Wild Rose Mill Pond, undeveloped areas immediately south of the incorporated limits, and the area bordered by CTH G on the south, STH 22 on the west, Cleveland Avenue on the north, and Mount Morris Avenue on the east are also prone to flooding.

### ***Surface Water Quality Monitoring and Prevention***

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

**Watershed Planning.** A watershed is an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed<sup>3</sup>. 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<sup>4</sup>. 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.<sup>5</sup> Techniques that can be used to achieve these goals can include reduction in lot sizes, building narrower streets, planting rain gardens, creating bioretention ponds, etc.

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<sup>3</sup> *The Watershed Approach*. 2004. Wisconsin Department of Natural Resources.

<sup>4</sup> *Aquatic Buffers*. 2004. Center for Watershed Protection.

<sup>5</sup> *Better Site Design*. 2004. Center for Watershed Protection.

**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<sup>1</sup>. 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**

Currently both the Town of Rose and the Village of Wild Rose are served by private wells. As such groundwater is the source of drinking water for the area. As with many other locations in Wisconsin, a high concentration of minerals in the soil substrate creates “hard” water. Some private wells in the Town of Rose have elevated nitrate levels. An atrazine prohibition area has also been established in the Southeast area of the Town of Rose due to elevated atrazine levels in the groundwater. See the natural resources section of the plan for more information. Continued monitoring should be completed to ensure that groundwater contamination issues do not worsen due to the prevalence of agriculture in the area. The Village of Wild Rose is currently planning to develop a public water well and distribution system. Two alternative site locations have been identified and are shown on the Future Land Use map. One site being considered is located adjacent to the new residential subdivision located in the northeast area of the Village just south of CTH A. The other site under consideration is located in the Southwest corner of the Villages existing industrial park in the southwest corner of the Village just west of STH 22. When completed this well and distribution system will be capable of serving the needs of the village and the immediate growth area for the life of this plan.

## **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 Veolia Environmental Services to haul waste and recyclables, respectively that are collected at the sites. All non-recyclable wastes are hauled to Valley Trail Landfill in Berlin, Wisconsin. Wastes generated by commercial establishments are not accepted at the sites. The Village of Wild Rose contracts with Veolia Environmental Services to provide curbside pickup to their residents. Most commercial businesses and some rural residents also have curbside pickup although some contract commercial for dumpster pick up. 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 liquids, hazardous waste, animal carcasses, brush, demolition materials, rolloff containers, or compactors. The drop-off sites are open on Wednesdays from 12:00 PM to 4:00 PM and Saturday from 10:00 AM to 4:00 PM all year round; and Sunday from 12:00 PM to 3:00 PM from Memorial Day to Labor Day.

Residents of the towns of Rose and Wild Rose are able to utilize any drop-off site within the county, but residents within the area most likely utilize the Springwater site. The Springwater site is located east of the Village of Wild Rose and north of CTH A on CTH K. The approximately 9.5 acre site is owned by Waushara County. Two county employees operate the one compactor and a few overflow containers at the site.

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 Veolia Environmental Services to Jacobus in Madison. Iron and tin collected by Veolia Environmental Services is subcontracted to Fox Valley Metal in Oshkosh. Subsidized by the County, residents receive no payment for these materials. Materials that are collected include: glass, tin, aluminum, plastic, newsprint, cardboard, magazines, office paper, yard waste, scrap iron, waste oil, batteries, and tires.

According to Waushara County, the county is monitoring waste volumes and will provide upgrades as necessary. At this time, no upgrades are planned for these sites.<sup>6</sup>

## Electric

**The Adams-Columbia Electric Cooperative and Alliant Energy** provide electric power to the area. Adams-Columbia Electric Cooperative is rural electric distribution cooperative serving approximately 33,000 member/owners in parts of 12 central Wisconsin counties. It is the largest rural cooperative in Wisconsin and was formed in 1987. According to Adams-Columbia, there are no major plans to upgrade their facilities in the area. General maintenance and upgrades due to current codes will continue to be made.<sup>7</sup>

## Natural Gas

**Wisconsin Gas Company** provides natural gas service to the Village of Wild Rose and is a subsidiary of Wisconsin Energy Corporation. The company sells and distributes natural gas to about 550,000 retail customers in 531 communities throughout the state.<sup>8</sup>

## Power Generation Plants and Transmission Lines

**ANR Pipeline Company** (ANR) owns and maintains a number of transmission lines Waushara County.<sup>9</sup> A 12" pipeline runs in a southwest—northeast line through the towns of Leon, Saxeville, and Bloomfield. The nearest substation is located in the unincorporated village of Poy Sippi. No pipelines run through the Town of Rose or Village of Wild Rose.<sup>10</sup>

**American Transmission Company** (ATC) owns and maintains a number of transmission lines in the area. The company also owns and maintains a number of transmission lines that pass through the Wautoma Substation including a 69 kV line through the Village of Wild Rose.

According to ATC, the 69 kV transmission systems throughout Waushara and Green Lake Counties are overloaded and experiencing low voltages.<sup>11</sup> To increase transmission capacities, several projects are planned. The capacitor banks will be upgraded to 8.2 MVAR at the Berlin substation. Upgrades to the transmission lines will occur to the Berlin area in 2014. Two 16.3

<sup>6</sup> Schuman, S. 2006. Personal Communication. Waushara County Parks, Recreation, and Solid Waste Department. Director.

<sup>7</sup> Adams-Columbia Electric Cooperative. 2006. *ACEC Quick Facts*. <http://www.acecwi.com/about/quickfacts.asp>

<sup>8</sup> WE-Energies. 2006. [http://www.we-energies.com/home/we\\_keyfacts.htm](http://www.we-energies.com/home/we_keyfacts.htm).

<sup>9</sup> \*\*. 2005. Personal Communication. \*\*. ANR Pipeline Company.

<sup>10</sup> Wisconsin Department of Administration. 2005. *Wisconsin Energy Statistics—2005*.

<sup>11</sup> ATC. 2005. *10-Year Assessment 2005*.

MVAR capacitor banks will be installed and the transformers will be upgraded at the Wautoma substation. These projects are scheduled for completion between 2007 and 2011.

## **Telecommunications Facilities**

### ***Telephone***

Century Midwest WI, a subsidiary of CenturyTel, Inc., provides telephone service to the Village of Wild Rose and most of the Town of Rose. Another subsidiary of CenturyTel, CenturyTel Central serves a small area in the southwest portion of the Town of Rose. CenturyTel is the nation's eighth largest local exchange company whose focus is on geographically clustered markets in rural areas and small cities. Union Telephone Company, based in Plainfield, Wisconsin, serves the west-northwest portion of the Town of Rose.<sup>12</sup>

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.<sup>13</sup> The federal government recognized this need with the passage of the Telecommunications Act of 1996. Several zoning ordinances regulate cellular towers within Waushara County.

Several cell towers are located within the Town of Rose and Village of Wild Rose. U.S. Cellular owns a tower in the Town of Rose one-half mile west of Wild Rose on CTH A. There is also a Wisconsin RSA #7 LP tower in the Town of Rose located at W. 7497 Alp Court. Cell tower locations are shown on Exhibit 6-1.

### ***Internet***

Due to the proliferation of internet service providers (ISP), area residents can also choose from several national and local ISPs. Wild Blue, Dotnet and CenturyTel are among some of the providers who supply internet service to the area. High speed DSL internet access is available through CenturyTel to customers in the area. Dial-up service is available throughout the entire area through Union Telephone Company or the CenturyTel subsidiaries. The availability of high speed access may change as ISPs increase their coverage areas.

## **Cemeteries**

The ownership and maintenance of the cemeteries within the area varies between private organizations and public entities. According to state statutes, if the authority (organization, family or individual) who owns or manages a cemetery fails to care for it for a period of five or more years, then the municipality where the cemetery is located is required to take over the control, management and care of the cemetery.<sup>14</sup> In this manner, some municipalities acquire the management and care of cemeteries; in other instances, the cemetery has always been

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<sup>12</sup> Wisconsin Public Service Commission. 2006. *Local Service Competitors in Wisconsin*.

<http://psc.wi.gov/apps/teleprovider/content/citylist.aspx?county=69&name=Waushara>.

<sup>13</sup> Wind Turbines and Birds: Putting the Situation in Perspective in Wisconsin. 2004. Sagrillo, M.

<sup>14</sup> Wisconsin State Statutes, Chapter 157.

under public ownership. A number of cemeteries are located within the area and are identified below by municipality.

### **Village of Wild Rose**

Oak Hill Cemetery is located on the east side of CTH AA on the northwest corner of the village. This cemetery dates back to 1880s and is owned and maintained by the Village. The site is still in use and additional room is available.

### **Town of Rose**

Bohemian Cemetery is located on the corner of 14<sup>th</sup> Court and Alp Avenue. The cemetery has been used since the 1890s. It is still in use today, and there is room for additional burials. The Mount Pleasant Cemetery is located south of the village on the east side of STH 22. Although the first person was buried in 1861, it was not officially established until 1863. The cemetery is currently owned and maintained by the Town of Rose. Limited space is available for future burials. The Staples Cemetery is located on CTH A west of Apache Drive. This family burial plot is at full capacity. Dating to the 1870s, the Thomas Family Cemetery is a family burial plot located at the corner of CTH P and 15<sup>th</sup> Road. The last internment occurred in 1948. The burial site is not visible from the road.<sup>15</sup>

### **Childcare Facilities**

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

The Wisconsin Shares program is administered by local counties, tribes and Wisconsin Works (W-2) agencies. The program assists families whose incomes are less than 200% of poverty to pay for childcare services. Parents choose the type of care and share the cost through a co-payment. In order to be eligible for reimbursement, childcare providers must be licensed by the State, certified by county or tribal government, or operated by a public school.<sup>16</sup> Research indicates that public dollars play a large financial role in the provision of childcare in the state and in urban and rural counties. Table 6-1 identifies available information on the number of regulated childcare facilities in the area. These figures are for licensed childcare providers only<sup>17</sup>.

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

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<sup>15</sup> RootsWeb.com. 2006. *Waushara County Cemeteries*.  
<http://www.rootsweb.com/~waushara/cemeteries.html>.

<sup>16</sup> Wisconsin State Statutes, Chapter 48.65.

<sup>17</sup> A license is required for those who provide care for four or more children under the age of 7 at any one time.

A total of 3 licensed, certified or regulated facilities are located within the Village of Wild Rose and may also be utilized by residents of the Town of Rose. These facilities have a combined capacity of about 38 children. According to the 2000 census, 90 children 14 years old or younger lived in the Town of Rose; 26 or about twenty-nine percent (28.8%) were 5 years or younger. According to the 2000 census, 134 children 14 years old or younger lived in the Village of Wild Rose; 42 or about thirty-one percent (31.3%) were 5 years or younger.<sup>18</sup>

**Table 6.1. Village of Wild Rose Childcare**

	Facilities	Capacity
Licensed Group Centers (Full day)	0	0
Licensed Group Centers (Part day)	1	24
Licensed Family Programs*	1	8
Certified Family Programs*	1	6
Dual Regulated Family Programs	0	0
United Migrant Workers (UMOS)	0	0
<b>Total Capacity</b>		<b>38</b>

\*These programs are full day.

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

According to the Mid-Wisconsin Child Care Resource & Referral agency, a need exists in the Rose and Wild Rose area for additional childcare because there are so few local facilities. It should be noted that the available capacity versus number of children 14 years old and under may not be representative of the need, since not all children in this age category require licensed childcare. Some children come from families in which the primary caregiver is not employed outside of the home, while other people may seek childcare near their place of employment or utilize unlicensed facilities or family and friends for childcare needs.

## Elderly Services

**Waushara County Department of Aging** offers several programs to area senior citizens. In 2004, these programs provided almost 2,500 individuals with assistance.<sup>19</sup> The Waushara County Coordinated Transportation System offers rides to not only senior citizens but also to veterans, and human service clientele on Medical Assistance. Transportation is provided by either mini-bus or volunteers. While transportation for medical appointments is provided almost exclusively by volunteer drivers, the mini-bus offers rides for not only medical appointments but also for grocery shopping and other personal errands. This program has been successful and may need to expand to serve the increasing number of senior citizens. "God's People", a non-profit group working with area churches has been formed to help provide transportation.

Meals are provided to seniors at six locations throughout Waushara County every weekday. These locations include the Wild Rose Community Center in the Village of Wild Rose, the Wautoma-Waushara Senior Center (Dakota), the Redgranite Civic Center, the Hancock Community Building, the Plainfield Senior Center, and the Coloma Community Center. Meals will be served at the Saxeville Town Hall on Mondays and Wednesdays only. Meals are also

<sup>18</sup> Silter, L. 2006. Personal Communication. Executive Director. Mid-Wisconsin Childcare Resource & Referral, Inc.

<sup>19</sup> Waushara County Department of Aging Services. 2004. *Waushara County Department of Aging Services Summary*.

delivered to individual residences. Currently, the county provides this service to nearly 1,000 senior citizens.

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

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

According to the Department of Aging, needs for additional services have been identified on the eastern side of the county. Additionally, the Department has identified the need for additional transportation, a disability specialist (would assist all age groups), provision of health services to people without insurance, long term option counseling, and exercise opportunities. A disability specialist and long-term options counselor will be added through the consortium.<sup>20</sup>

Elderly services in the Village of Wild Rose and Town of Rose include two shuttle vans that are available to take seniors to the doctor, grocery shopping, to church, etc. Medical transport services are also available. The Wild Rose Community Center operates a meal program, and the Commission on Aging based in Wautoma is also active in the area.

### ***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 Complex (RCAC), Adult Family Home (AFH), Community Based Residential Facility (CBRF), and adult day care.

RCACs provide independent apartment living options for individuals in groups of five or more. Apartments must have a lockable entrance and exit; a kitchen with a stove (or microwave); and individual bathroom, sleeping, and living areas. Individuals can receive no more than 28 hours of supportive services (transportation, housekeeping, recreation), personal assistance (dressing, bathing, etc.), or nursing care per week. They are appropriate only for individuals who require in-depth health monitoring by health care professionals.<sup>21</sup>

AFHs are designed to provide care for up to four persons and allow the opportunity for residents to receive specialized care. AFHs can specialize in residents with persons of advanced age or persons with dementia, Alzheimer's, or physical disabilities.<sup>22</sup>

<sup>20</sup> Baugrud, P. 2005. Personal Communication. Waushara County Department of Aging.

<sup>21</sup> DHFS. 2006. *Residential Care Apartment Complexes (RCACs)—Introduction*. [http://dhfs.wisconsin.gov/rl\\_dsl/RCACs/RCACintro.htm](http://dhfs.wisconsin.gov/rl_dsl/RCACs/RCACintro.htm).

<sup>22</sup> DHFS. 2006. *Adult Family Homes-Introduction*. [http://dhfs.wisconsin.gov/rl\\_DSL/AdultFamilyHomes/AFHintro.htm](http://dhfs.wisconsin.gov/rl_DSL/AdultFamilyHomes/AFHintro.htm).

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.<sup>23</sup>

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.<sup>24</sup> There are no adult day care, adult family home, or residential care apartment complex facilities listed with the Department of Health and Family Services for the Town of Rose and Village of Wild Rose. However, Rosemore Village LLC., based out of Wild Rose, provides housing for up to eight residents in a community based residential facility.

Residents of the Town of Rose and Village of Wild Rose may also use elderly care facilities in nearby cities. Wautoma has several CBRF facilities that can care for the advanced aged including, Heartland House CBRF, Silver Lake Manor, and Royaline Care DBA Welcome Home. Residential Care Apartment Complexes in Wautoma include Heartland House and Silver Lake Manor. Adult Family Homes in Wautoma include Oxford Street Residence, Prairie Street Residence, and Woodhaven Residence. Wautoma has no Adult Day Care facilities. The Village of Redgranite also has one combined CBRF and RCAC facility, the Preston Place.

Waupaca also has a variety of elderly care facilities. AFH facilities in Waupaca include Aikido Company – The Steffa House, Aurora Residential Alternatives #67, Aurora Residential Alternatives #11, and Clarity Care Hartman Place. CBRF facilities in Waupaca include Crystal House, Garden Park House, Harold House, Royaline Care DBA Welcome Home, and Waupaca Elder Care Home. RCAC facilities in Waupaca include Angelus Retirement Community of Waupaca, and Bethany Pines. There are no ADC facilities in Waupaca. Table 6-2 lists the number of adult care facilities in Wild Rose, Redgranite, Wautoma, and Waupaca and their corresponding capacities.

**Table 6.2. Area Elderly Care Facilities**

Facility	Number	Capacity
Residential Care Apartment Complexes (RCAC)	5	165
Adult Family Homes (AFH)	7	27
Community Based Residential Facilities (CBRF)	10	147
Adult Day Care Facilities (ADC)	0	0
Total	22	339

Source: Wisconsin Department of Health and Family Services

Currently, 303 individuals (22.3% of the total population) within the planning cluster are 65 years old or older; 116 of these individuals live alone. During the planning period they may need assistance for daily activities, healthcare, transportation, etc. Another 350 persons

<sup>23</sup> DHFS. 2006. *Community Based Residential Facilities (CBRFs)—Introduction*. [http://dhfs.wisconsin.gov/rl\\_dsl/CBRF/CBRFintro.htm](http://dhfs.wisconsin.gov/rl_dsl/CBRF/CBRFintro.htm).

<sup>24</sup> DHFS. 2006. *Adult Day Care (ADCs)—Introduction*. [http://dhfs.wisconsin.gov/rl\\_DSL/AdultDayCare/AdultDCintro.htm](http://dhfs.wisconsin.gov/rl_DSL/AdultDayCare/AdultDCintro.htm).

(25.7% of the total population) are between 45 and 64 years old.<sup>25</sup> Although the elderly population is healthier and living longer than in the past, at some point in their lives assistance will likely be needed. The type of assistance preferred should be identified with input from potential elderly users. The overall capacity for adult care facilities in the Town of Rose and Village of Wild Rose is 8 persons. Within the next twenty years, approximately 50 percent of the total population will be 65 years or older. A growing proportion of senior citizens may need additional facilities to meet their recreational, medical, and everyday necessities. In addition, more focus is being placed on allowing individuals to remain in their personal residences. Additional staff may be needed to provide care and provide assistance to senior citizens who wish to remain in their homes.

## **Police Service**

The Village of Wild Rose employs two law enforcement officers, the Chief of Police and a second police officer, that are further supported by the Waushara County Sheriff's Department. The County instituted an enhanced county-wide 911 system about two years ago. The system is expensive and some problems have been noted. A common method used to assess the level of service that is being provided locally is to compare the number of employees per 1,000 residents served with averages for other law enforcement agencies statewide. However, it should be noted that the number of employees per 1,000 residents served is related to a variety of factors including crime level, geographic coverage, size of agency, and budgetary issues. As of October 31, 2003, for a police department serving a community of less than 50,000 residents, the state average was 1.89 sworn employees per 1,000 residents served. For a sheriff's office (includes most jail personnel), the state average was 2.77 sworn employees per 1,000 residents served.<sup>26</sup> The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.

### ***Waushara County Sheriffs Department***

The Waushara County Sheriffs Department provides around the clock law enforcement services to the Town of Rose and backs up the Village of Wild Rose Police Department as needed. The Waushara County Sheriff's Office is located on Division Street in Wautoma. The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon. This increases the officers' visibility and availability to county residents who do not live near the sheriff's office.<sup>27</sup> The department employs 25 full-time sworn officers, or 1.1 officers per 1,000 persons. This is below the state average. Other employees include 25 correction officers, eleven E911 dispatchers, one emergency management specialist, and two secretaries. The emergency management specialist coordinates the emergency disaster response programs for both natural and manmade disasters. One police liaison officer is employed by the department; he serves as liaison officer for both schools in Wautoma, Redgranite Elementary School, and Wild Rose High School/Middle School.

Sheriff Officers patrol the county 24 hours per day. Two shifts patrol the county: one from 5:00 AM to 5:00 PM and one from 5:00 PM to 5:00 AM. The department owns 11 traffic squads and 9 other fleet vehicles. Four officers patrol the county throughout the day.

<sup>25</sup> Wisconsin Department of Administration, 2004

<sup>26</sup> Personal Communication. 2006. Wild Rose Police Department.

<sup>27</sup> *Waushara County Sheriff Department Annual Report*, 2003. Waushara County Sheriff Department.

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

The County instituted an enhanced county-wide 911 system about three years ago. The system is expensive and some problems have been noted. A common method used to assess the level of service that is being provided locally is to compare the number of employees per 1,000 residents served with averages for other law enforcement agencies statewide. However, it should be noted that the number of employees per 1,000 residents served is related to a variety of factors including crime level, geographic coverage, size of agency, and budgetary issues.<sup>28</sup> Plans exist to upgrade several facilities. In 2003, a joint effort to develop an interoperability plan was initiated between other county and local jurisdictions. The plan includes improving radio coverage; ensuring communication with all other agencies; decreasing reliance on telephone cable; and upgrading to digital equipment by 2008. Video cameras will also be added to patrol cars within the next 10 years. New cameras for crime scene investigations and specialized equipment for latent prints examination are also budgeted in future fiscal years.

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

### ***Correctional Facilities***

According to the Wisconsin Adult Jail Report 2002, total adult admissions to state jails increased by 62.8 percent since 1992.<sup>29</sup> In more recent years (2001-2002), admissions increased by 2.3 percent at the state level, while they decreased by 14 percent in Waushara County.

The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. Since the average length of stay has increased to 64 days, ADP rates have also risen.<sup>14</sup> 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.<sup>10</sup>

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

<sup>28</sup> Office of Justice Assistance Statistical Analysis Center. 2003. *Crimes and Arrests in Wisconsin*.

<sup>29</sup> *Wisconsin Adult Jail Populations, 2002*. Office of Justice Assistance.

capacity of 990 inmates. Currently, the facility is over capacity with 991 inmates.<sup>30</sup> The prison employs 182 security staff and 94 other employees.

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

## Fire Protection

There are 11 separate fire districts or departments that operate in Waushara County. The Wild Rose Fire District provides protection for the communities of Rose and Wild Rose as well as parts of some surrounding areas. The county has a strong mutual aid response system in place that is working well to provide service to the residents of the area.

In addition to the Village of Wild Rose and the Town of Rose, the **Wild Rose Fire District** serves the northeast corner of the Town of Wautoma, as well as the surrounding towns and municipalities. The District also has mutual aid agreements with departments in the Towns of Almond, Springwater-Saxeville, Plainfield, Wautoma and many other fire districts within Waushara County. The Wild Rose Fire District is currently located on Main Street in the Village of Wild Rose. There are 32 volunteer fire fighters who respond to both fire and rescue calls. The fire district operates two fire engines, two tankers, two brush trucks, and a 6x6 tanker for brush fires. The fire district also has an equipment utility truck and a suburban which are used for rescue calls. Specialized equipment includes the “jaws of life” and air bag extraction equipment. Response times for calls vary from 5 to 10 minutes.

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

The Wild Rose Fire District has several expansion plans in place. Within three years, the Wild Rose Fire District will outgrow its existing facilities. The headquarters will be relocated to a new building in the Wild Rose Industrial Park just north of CTH A.<sup>31</sup>

The Insurance Service Office (ISO) of Wisconsin through the use of the Grading Schedule evaluates the adequacy of fire protection within the state for Municipal Fire Protection.<sup>32</sup> 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

<sup>30</sup> *Offenders Under Control Report*, 2005. Wisconsin Department of Corrections.

<sup>31</sup> \*\*. 2006. Personal Communication. Fire Chief. Wild Rose Fire Department.

<sup>32</sup> ISO. 2006. Fire Suppression Rating Schedule. <http://www.iso.com/products/2400/prod2404.html>.

have come to be used as a guide to municipal officials planning improvements to local fire protection services.

The grading is obtained by ISO based upon its analysis of several components of fire protection, including fire department equipment, alarm systems, water supply systems, fire prevention programs, building construction, and the distance of potential hazard areas from the fire station. In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of 1 to 10, with a 1 representing the best protection and 10 representing an essentially unprotected community. Many towns and villages in the more rural counties within the region typically have ratings of class 8 through 10. The following table 6-3 indicates the 2002 ISO rating for the above fire departments and districts.<sup>33</sup>

**Table 6.3. ISO Ratings**

Fire District/Department	ISO Rating	
	< 6 miles	> 6 miles
Wild Rose Fire District	8	10

Source: ISO 2006

The standards for fire station location utilized by the National Board of Underwriters are given in Table 6-4.<sup>34</sup> These standards are based on the density of development in the station service area. Since the towns constitute a relatively low-density rural area, a four to six mile service radius is the recommended standard.

**Table 6.4. 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: 1988 Small Town Planning Handbook, American Planning Association, p123

### Health Care Facilities/Emergency Medical Services

While there are no actual health care facilities/clinics located in the Town of Rose the Wild Rose Community Hospital is located nearby within the Village of Wild Rose. There are several other clinics in the surrounding region. Both Community Health Network (CHN)<sup>35</sup> and Affinity Health

<sup>33</sup> ISO. 2006.

<sup>34</sup> American Planning Association. 1988. 1988 Small Town Planning Handbook.

<sup>35</sup> CHN. 2006. *Community Health Network Affiliates*. <http://communityhealthnetwork.org/>.

System<sup>36</sup> operate family medicine clinics within Berlin Memorial Hospital (225 Memorial Dr.) and the Wautoma Clinic (STH 22 North). CHN and Waushara Family Physicians operate family medical clinics within the Wild Rose Clinic (701 Grove Ave.) and also in the Village of Plainfield (N6493 Valley Circle Rd.). Other family clinics in the area include the La Salle Clinic in Waupaca (200 Riverside Dr.) and Ministry Medical Group-Rice Clinic in Stevens Point (2501 Main). Dental facilities in the area include the Wild Rose Dental Clinic (474 Summit) and several other private practices in Wild Rose. Optometry facilities in the area include several private practices in Wautoma and Waupaca, departments in the Rice Clinic and Wild Rose Hospital, and Ophthalmic Surgery of Wisconsin located in Oshkosh.

The one hospital within the immediate area, and the five hospitals located within a 60 minute drive are the most likely medical facilities to be utilized by area residents. The six General Medical-Surgical hospitals are Mercy Medical Center in Oshkosh, Aurora Medical Center in Oshkosh, Berlin Memorial Hospital in Berlin, St. Michaels Hospital in Stevens Point, Riverside Medical Center in Waupaca, and Wild Rose Community Memorial Hospital in Wild Rose. Table 6-5 indicates which hospitals are used by the residents of the various communities as well as the approximate distance between the hospital and the municipality. Table 6-6 gives general information about the area hospitals.<sup>37</sup>

**Table 6.5. Distance to Hospitals (Miles)**

<b>Hospital</b>	<b>T. Rose</b>	<b>V. Wild Rose</b>
Aurora Medical Center	47	40
Mercy Medical Center	47	40
Berlin Memorial Hospital	32	25
Riverside Medical Center	25	18
St. Michaels Hospital	35	42
Wild Rose Community Memorial Hospital	0 to 11	0

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

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

<sup>36</sup> Affinity Health Systems. 2006. *Locations Throughout Wisconsin*.  
<http://www.affinityhealth.org/page/amgclinicpage>.

<sup>37</sup> Wisconsin Hospital Association. 2006. *Guide to Wisconsin Hospitals, Fiscal Year 2004*.  
[http://www.whainfocenter.com/data\\_resources/2004\\_guide/2004guide.htm](http://www.whainfocenter.com/data_resources/2004_guide/2004guide.htm).

**Table 6.6. Area Hospitals, Level of Service**

Inpatient Service Area	Aurora Med. Ctr.	Mercy Med. Ctr.	Riverside Med. Ctr.	Berlin Memorial	Wild Rose Comm. Mem.	St. Michaels Hosp.
Beds	71	172	25	49	25	122
General Medical-Surgical:						
Adult Med-Sur, Acute	1	1	1	1	1	1
Orthopedic	2	1	2	2	2	2
Rehab & Phy. Med.	5	1	2	5	2	5
Hospice	2	4	2	5	2	3
Acute Long-Term	5	4	5	5	5	5
Other Acute	5	5	5	5	5	5
Pediatric, Acute	1	2	2	2	2	1
Obstetrics	1	1	1	1	5	1
Psychiatric	5	1	5	5	5	1
Alcoholism/Chem. Dep.	5	2	5	5	5	2
ICU/CCU:						
Med.-Sur.	2	2	2	2	5	2
Cardiac	2	2	2	2	5	2
Pediatric	2	2	2	2	5	2
Burn Care	5	2	4	5	4	5
Mixed IC	1	2	1	1	5	1
Step-Down (Special Care)	2	2	5	5	5	1
Neonatal Interm/IC	1	4	5	5	5	1
Other	5	5	5	5	2	5
Subacute	5	1	5	5	2	5
Other Inpatient	5	5	5	5	5	5

Note: 1=Provided-Distinct Unit, 2=Provided-Not Distinct, 3=Available in Network, 4=Contracted, 5=Service Not Provided.

Source: 2004 Wisconsin Hospital Guide, Wisconsin Department of Health & Family Services.

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

Response time varies and depends on where the ambulance is located and where the service is required. Response times in the Town of Rose and Village of Wild Rose average between three and ten minutes.

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

The various fire districts within the county also have First Responders on staff that can assist with basic and advanced medical emergencies. Depending on the location, First Responders

are usually able to arrive at the emergency scene either ahead of the ambulance or at approximately the same time. The Wild Rose Fire District has approximately 32 trained First Responders. Residents in the area seem satisfied with the service.

## Libraries

Residents within the area may use any of several libraries. The Redgranite Public Library is located at 135 W. Bannerman in the Village of Redgranite, Wautoma Public Library is located at 410 W. Main Street in the City of Wautoma, the Pine River Public Library is located at N4715 Main St. in the Town of Leon, the Plainfield Public Library is located at 126 S. Main St. in the Village of Plainfield, and the Patterson Memorial Library is located at 500 Division St. in the Village of Wild Rose.<sup>38</sup> The libraries are part of the WinneFox Federated Library System. The federated library system is designed to provide expanded library service to more people without making additional large expenditures. Any town, city or village resident has access to the materials in any county-supported library within Waushara County. Besides other services listed below, the libraries offer their patrons Internet service. Table 6-7 provides relevant information for these public Libraries.<sup>39</sup>

**Table 6.7. Public Library Statistical Data**

	Pine River	Plainfield	Wautoma	Redgranite	Patterson Mem.
Municipal Population	2,388	894	2,115	2,019	758
Total Service Population	2,775	1,866	9,204	2,738	3,620
Volumes Owned (Print)	11,291	13,060	17,523	14,017	12,215
Periodical Titles	47	41	96	59	36
Audio Material	869	813	1,888	472	1,147
Video Material	2,252	1,528	3,088	1,593	2,966
Collection Size*	14,459	15,442	22,595	16,141	16,364
Hours Open/Week**	25.0	25.0	50.0	24.0	45.0
FTE Staff	0.62	0.90	2.85	0.89	1.00
Material Expenditures	\$11,767	\$8,354	\$21,370	\$2,300	\$11,516

\* Includes print, audio, and video materials

\*\* Averaged between summer and winter hours

Source: Public Library 2004 Statistical Data, <http://www.dpi.state.wi.us>

Service targets for libraries are based on quantitative standards contained in the *Wisconsin Public Library Standards*.<sup>40</sup> These standards are based on the population served and vary for a community in regard to municipal population versus total service population. For the Village of Wild Rose (Patterson Memorial Library), there is a great difference between municipal population and service population. This difference can be attributed to the fact that Wild Rose has the nearest library in a very large rural area. For the municipal population the library is more than adequate providing all services at enhanced and excellent levels, except for

<sup>38</sup> Wisconsin Department of Public Instruction. 2006. Wisconsin Public Library System Directory. <http://dpi.wi.gov/pld/wisysdir.html>.

<sup>39</sup> Wisconsin Department of Public Instruction. 2004. *2004 Wisconsin Public Library Service Data*. <http://dpi.wi.gov/pld/xls/04publib.xls>.

<sup>40</sup> *Wisconsin Public Library Standards: Fourth edition*. 2005. Wisconsin Department of Public Instruction.

periodical titles and full time staff, which are provided at the basic level. For the total service population the library provides less than basic services for most areas, but provides basic service for collection size, enhance service for audio material and hours open per week, and excellent service for video material.

The Pine River library provides a less than basic service level for its municipal population in most areas, but provides moderate service for audio and visual material. For the total service area, the Pine River Library provides a range of less than basic to excellent level of service. The full-time staff and hours open per week fall below basic standards, however the other services are provided at basic or higher levels. The Plainfield Library provides adequate services for both its municipal and total service population except in the area of full-time staff, which is below basic standards. The Redgranite Library provides less than basic service for all areas except for providing a basic level of video material for its municipal population. When considering its total service population, Redgranite provides a more adequate level of service in all areas except for less than basic services in hours open per week, full time staff, and material expenditures.

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

## **Education**

### ***Primary and Secondary Education***

The area is served by three different public school districts; the Wild Rose Area, the Tri-County Area, and the Almond-Bancroft. The bulk of the area is served by the Wild Rose School District, including all of the Village of Wild Rose and the central area in the Town of Rose. The southwest corner of the Town of Rose is part of the Tri-County Area School District, and the northwest portion is part of the Almond-Bancroft School District.

### ***Tri-County School District***

The Tri-County Area School District operates a total of three schools; the Tri-County High School (grades 9-12, Plainfield), Tri-County Middle School (grades 5-8, Plainfield), and the Tri-County Area Elementary School (pk-4, Plainfield). Students within the northwest portion of the Town of Rose who live within the Tri-County Area School District attend these schools. The district has seen a declining enrollment at all levels since the 2000-2001 school year. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the area's population for the near future. However, it may be necessary to provide updates at the schools in the future based on technological advances.

The Tri-County Area High School, along with the middle and elementary schools, are located at 409 S. West Street in Plainfield. The school, home of the Penguins, houses all students, grades K-12 in one building. The building's most recent addition was completed in 1996.<sup>41</sup>

### ***Almond-Bancroft School District***

The Almond-Bancroft School District operates a total of three schools; the Almond High School (grades 6-12, Almond), Almond Elementary (grades 1- 5, Almond), and the Bancroft Elementary School (pk-k, Almond). Students within the southwest portion of the Town of Rose who live within the Almond-Bancroft School District attend these schools. The district has seen a declining enrollment at all levels since the 2003-2004 school year. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the area's population for the near future. However, it may be necessary to provide updates at the schools in the future based on technological advances.

The Almond High School, along with both elementary schools, are located at 1336 Elm Street in Almond. The school, home of the Eagles, houses all students grades 1-12. The schools hold classes in one building which underwent a new addition and extensive remodeling project that was completed in the fall of 1999. The Almond-Bancroft Schools offer students a wide variety of academic programs with the use of a "Distant Learning" lab. The school also has ample student activities which include 15 different co-curricular programs.<sup>42</sup>

### ***Wild Rose School District***

The Wild Rose School District operates a total of four schools; the Wild Rose High School/Middle School (grades 9-12/6-8, Wild Rose), Wild Rose Elementary (pre-k thru grade 5, Wild Rose), and the Pleasant View Elementary School (k-5, Pine River). Students within the portion of the Town of Wautoma who live within the Wild Rose School District attend the Wild Rose Elementary School and the Wild Rose High School/Middle School. The district is currently seeing a declining enrollment at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the area's population for the near future. However, it may be necessary to provide updates at the schools in the future based on technological advances.

The Wild Rose High School and Middle School, along with the district offices, are located at 600 Park Avenue in Wild Rose. The school, home of the Wildcats, sits on the site of the former three story school building, which was built in 1902 and housed all 12 grades. Additions (small gym) and other renovations were made to the school in 1936 and again in 1952, when classroom space was added. In the summer of 1969, the original school was razed. A referendum was approved by voters in 1996, and major renovations along with classroom space were completed at the school. Since 1996, no additions have been made to the school and none are currently planned. While separate classroom areas are provided for the middle and high school students, the students do share a common area for music, art, shop, and home economics. In addition to the shared specialty classroom areas, students also share a common gym, auditorium, administrative offices and athletic fields. Besides major renovations to the

<sup>41</sup> Tri-County Area Schools. 2006. <http://www.penguin.tricounty.k12.wi.us/index.html>.

<sup>42</sup> Almond-Bancroft Public Schools. 2006. <http://www.abschools.k12.wi.us/education/school/school.php?sectionid=8984>.

district high school and middle school, voters also approved the construction of a new grade school in 1996. The Wild Rose Elementary is located at 825 Mt. Morris Street in Wild Rose.<sup>43</sup>

General information about the Tri-County Area, Almond-Bancroft, and Wild Rose School Districts are shown below in Table 6-8.

**Table 6.8. School Districts, 2003 – 04 School Year**

Category	Wild Rose	Tri-County	Alm.-Banc.
Total Enrollment	744	750	504
PreK-8	328	487	218
9-12	416	263	286
Student-Teacher Ratio (Elementary)	14.45	15.67	14.62
Student-Teacher Ratio (Secondary)	13.28	11.07	10.43

Source: Wisconsin Successful School Guide 2004-2005, Wisconsin Department of Public Instruction

### ***Institutions of Higher Education***

The area does not contain any institutions of higher education. However, UW-Oshkosh (Oshkosh), UW-Stevens Point (Stevens Point), and Ripon College (Ripon) are within an hour's drive of the area.

### ***Vocational Technical Colleges***

The state is covered by 16 multi-county vocational technical and adult education districts, which are organized on a regional basis and financed primarily by local property taxes.<sup>44</sup> These districts tend to follow school district boundaries rather than county lines. While the planning area is included in two districts, the majority is included in the Fox Valley District (Appleton and Oshkosh). The Mid-State District includes a small portion in the southwest and northwest corners of the Town of Rose. 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 Rose or Village of Wild Rose. The McComb/Bruchs Performing Arts Center is located adjacent to the Wautoma High School. The theater schedules a diverse calendar of events throughout the year including musical concerts, talent shows, the Wautoma Queen Pageant, and theatrical performances. Audiences are

<sup>43</sup> Wild Rose School District. 2006. <http://www.wildrose.k12.wi.us/>.

<sup>44</sup> Wisconsin Department of Instruction. 2006. *Wisconsin Technical College Districts*. <http://dpi.wi.gov/lbsat/techcmap.html>

attracted from throughout Waushara County and central Wisconsin. The general public can rent the facilities for private events.<sup>45</sup>

## **Other Municipal Buildings**

### ***Village/Town Hall***

The Wild Rose Village Hall is located at 500 S. Main Street. The Village Hall is used for a number of purposes for the Village of Wild Rose as well as the Town of Rose. The Town of Rose does not operate a Town Hall but they utilize the American Legion Hall for public meetings.

### ***Wild Rose Community Center***

A new addition to the Patterson Memorial Library and new community center was constructed in (2006) in the Village of Wild Rose. The expanded library included space for the Wild Rose Community Center. The village raised funds for the community center that is also be used for the provision of area elderly services.

### ***Wild Rose Village Maintenance Garage***

The Village of Wild Rose has a maintenance garage located on the north side of CTH A just east of the Village Limits line. The garage houses village equipment and repair facilities and some storage area. The building is only about 6 years old and will not require any expansion in the foreseeable future.

## ***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 small natural lakes, forests, parks, recreational trails, and other amenities provide year-round recreational opportunities.

## **Parks**

The Town of Rose owns a Town forest located near the school forest property. The Town of Rose has no active recreational parks. The Village of Wild Rose maintains a community park adjacent to the Millpond ( Roberts Park ).

## **Wisconsin DNR Lands**

The Wisconsin DNR owns and maintains sites throughout the state that have significant natural resources. The WDNR has five land holdings in the Village of Wild Rose and Town of Rose area.

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<sup>45</sup> McComb-Brush Performing Arts Center. 2006. <http://www.mccombbruchspac.com>

The **Karner Blue Meadow**, located about three miles east of Wild Rose, is a 40-acre tract designated by the DNR as a State Natural Area (SNA) in 1998. The Karner Blue Meadow is home to the dry sand prairie that provides habitat for the federally endangered Karner blue butterfly. The shady oak savannahs and dry prairie habitat required for the Karner blue butterfly has seen a dramatic decline over the past several decades. This SNA preserves habitats that contain wild lupine, the larval butterfly's only food plant.

The **Wild Rose Fish Hatchery** is located directly north of Wild Rose. Historically, this fish hatchery has been the state's largest coldwater facility, producing some 120,000 pounds of fish annually. Among the species produced are Chinook salmon, brown trout, rainbow trout, spotted muskie, northern pike, lake sturgeon, suckers, and flathead minnows. This facility will be renovated over the next few years, adding walleyes and expanding the number of fish currently produced. Because this facility is a popular destination for visitors, the renovation will include a new visitor/aquatic education center. The hatchery is also working with the village to construct a boardwalk/hiking, walking, bike trail, which would connect the hatchery with Roberts Park ( the Mill Pond ) and the downtown area of Wild Rose.

Portions of the DNR fish and wildlife areas, **Willow Creek Fishery** and the **Pine River Fishery**, are also found in the Village of Wild Rose and the Town of Rose.

### **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 facilities in the planning area.<sup>46</sup>

### **Village of Wild Rose**

**Roberts Park** is located in the Village of Wild Rose near the Millpond, and has playground equipment and a picnic area. Roberts Park is not the only park in the Village of Wild Rose. There is also a small passive park called Pearl Dopp Memorial Park at the junction of State Highway 22 and CTH A.

### **Town of Rose**

There are no parks in the Town of Rose.

### **Linear Recreation**

A recent trend toward forms of recreation in which participants can travel great distances before reaching their destination or returning to their point of origin has spurred recreational development. Pleasure driving and touring, snowmobiling, bicycling, hiking/backpacking, horseback riding, cross-country skiing, and snowshoeing have become increasingly popular.

There are about 285 miles of state-funded snowmobile trails in Waushara County. Low-volume scenic roads provide opportunities for bicycling, and Waushara County will be developing bike

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<sup>46</sup> Waushara County Parks, Recreation, and Solid Waste Department. 2006.  
<http://www.co.waushara.wi.us/parks.htm>

routes in the future as part of a state-wide effort to create a networked route that would give bicyclists the same opportunities that snowmobilers currently enjoy. The Rustic Road System developed by the state legislature in 1973 also provides many opportunities for vehicle touring. The Ice Age National Scenic Trail is also expanding its development in Waushara County as part of a 1,200 mile trail that traces the Wisconsin's glacial history.

### ***Lakes and Rivers***

Many significant lakes, rivers, and streams can be found within the area.<sup>47</sup> These provide a diversity of recreational opportunities including boating, swimming, and fishing. Many of the lakes and waterways within the surrounding communities provide public access.

### **Village of Wild Rose**

The **Wild Rose Mill Pond**, located in the Village of Wild Rose, encompasses approximately 14.9 acres with a maximum depth of eight feet. Ramp access is available for recreational purposes.

**Silver Lake** is located two miles east of Wild Rose in the Town of Springwater. The lake encompasses 48.3 acres at maximum depth of 52 feet. The lake may be accessed through a town road.

The **Pine River** flows through the Village of Wild Rose and southeast parts of the Town of Rose. This river encompasses approximately 143.6 acres and is 28.2 miles long. Facilities include walk-in access from the road east of the Village of Wild Rose. The Pine River is considered a trout fishery.

The **Willow Creek** flows through the southern edge of the Village of Wild Rose and the southeast corner of the Town of Rose continuing on through parts of the Town of Springwater and other parts of Waushara County. This creek encompasses approximately 217.8 acres and is 33.9 miles long. Facilities include a boat ramp access just southeast of the Village of Wild Rose in the Town of Springwater.

### **Town of Rose**

**Chain Lake** is located in the south central part of the Town of Rose. This lake encompasses approximately 21 acres with a maximum depth of 13 feet. There is no public access to this lake.

**Fish Lake** is located in the north central part of the Town of Rose. This lake encompasses approximately 5.3 acres with a maximum depth of 20 feet. Camp Moshava (an organization owned camp) occupies the west shore with two dwellings and a boat landing. There is no public access to the lake.

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<sup>47</sup> Wisconsin DNR. 1970. *Surface Water Resources of Waushara County*.

**Wautoma Lake** is located four miles southwest of Wild Rose along the southeastern border of the Town of Rose. The lake encompasses approximately 10.8 acres with a maximum depth of four feet. There is no public access to this lake.

The following lakes are also in the Town of Rose and have no public access: Upper Twin Lake, and Lower Twin Lake. There are also several unnamed lakes in the Town of Rose that do not have public access. The unnamed lakes in the Town of Rose total approximately 35 acres and have maximum depths ranging from three to 20 feet.

### **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. One of these facilities is located in the Town of Rose. Camp Moshava is a Religious Zionist camp affiliated with Bnei Akiva, the Religious Zionist youth movement. The camp hosts youth ranging from 4<sup>th</sup> to 11<sup>th</sup> grade. At Camp Moshava, campers enjoy a full range of activities, including sports, swimming, arts & crafts, drama, boating, music, overnights, trips, zip line, concerts, and more.

### **School and Town Forests**

The Wild Rose School District owns a school forest located west of the Town of Rose forest in the northern half of section 5 in the Town of Rose. The Wild Rose School District also leases a part of a privately owned parcel on the Pine River located on 19<sup>th</sup> Drive north of the Village of Wild Rose in the Town of Springwater. The Town of Rose owns a town forest that encompasses most of the northern half of section 4 and the western portion of the northern half of section 5 in the Town of Rose.<sup>48</sup>

### **Campgrounds**

A number of private campgrounds are located throughout Waushara County. These facilities occupy an estimated 250 acres and provide an estimated 1,750 camping sites. There are no private or public campground facilities in the Town of Rose or Village of Wild Rose.<sup>50</sup>

### **Snowmobile Trails**

About 250 miles of state-funded snowmobile trails are available in Waushara County. The public trail network and interconnected privately maintained club trails are readily accessible to all portions of the county and link up with trails of surrounding counties as part of a statewide system. Most of the public trails operate on wintertime easements which cross private property.<sup>50</sup> A notable exception is the previously discussed Bannerman Trail between Redgranite and Neshkoro. The private trails within the area are maintained by the Wautoma Snow Drifters in the Town of Wautoma and City of Wautoma. There are no snowmobile clubs in the Town of Rose or Village of Wild Rose.<sup>49</sup>

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<sup>48</sup> ECWRPC. 2006. *Waushara County Outdoor Recreation Plan*.

<sup>49</sup> *Waushara County Snowmobile Trails*. 2006. <http://home.centurytel.net/WausharaCountyParks/snowmobile.htm>

## **Sportsman’s Clubs and Conservation Organizations**

Over a dozen parcels in the county are owned by a variety of sportsmen’s and conservation groups. These sites, which total an estimated 800 acres, accommodate a variety of uses including trap and other shooting ranges, hunting and fishing grounds, and other areas set aside for preservation. The Prairie Pheasant Hunting Club owns land for club use within the Town of Rose.<sup>50</sup>

## **Golf Courses**

There are no golf courses in the Town of Rose or Village of Wild Rose. Two golf courses are located in the Wautoma area. The Waushara Country Club is a 27-hole golf course located on STH 21 east of the City of Wautoma. The Two Oaks North Golf Course is 18-hole course located on CTH F in the Town of Marion. The courses offer challenging opportunities for golfers of all skill levels. Both courses are open to the public. The Village of Wild Rose does have one mini-golf course, Roseville Mini-golf, that has a miniature golf course, putting greens, and a gift shop.<sup>50</sup>

## **Post Office**

Residents within the Town of Rose and the Village of Wild Rose use the Wild Rose Post Office. The Wild Rose Post Office is located on 108 Main Street in the Village of Wild Rose. The post office serves the Village of Wild Rose as well as the surrounding area, and has full mailing services and P.O. boxes at the site. The Wild Rose Post Office building is approximately 40 years old and adequately meets the needs of the community.<sup>50</sup>

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Economic Development**

Rising health care costs directly impact a company’s ability to compete in a global market. High quality, affordable, and accessible health care that is available to all residents is important to the vitality of the region. As the area’s residents become older, the importance of healthcare will increase. Residents who live and work in healthy communities are more active, have fewer health problems, and are more productive. Studies have shown that productivity for working parents increase if they have access to safe, reliable, quality daycare for their children.

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

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<sup>50</sup> United States Postal Service. 2006. *Post Office Locator*. <http://www.usps.com>

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

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

## **Housing**

Preplanning can save municipalities time and money. Infill of housing units or reuse of existing buildings in areas that already have the needed infrastructure in place, such as streets, sewer, water, emergency services and schools, saves taxpayers the cost of extending these services to new areas.

Housing developments should be provided with infrastructure that promotes healthy community lifestyles. It is important that housing, businesses and schools be interconnected with a network of sidewalks, green space and parks to encourage active lifestyles. Schools, parks, and libraries should be located in or near existing residential areas within walking distance for both children and adults. Parks and green space not only promote more active lifestyles but may increase housing values in the area.

However economically expedient or convenient it may seem at the time, housing should not be located in floodplains, areas of high groundwater, or other areas that are susceptible to flooding. Not only does this ill-conceived practice increase insurance costs, but it may also increase the cost to install basements and on-site sewage systems.

## **Transportation**

A well maintained, efficient and safe transportation network provides access for emergency service providers (police, fire and ambulance) and ensures a timely response. By incorporating pedestrian and bicycling facilities into the design of a transportation system, options other than the motor vehicle are made available and active healthy lifestyles that rely less on driving can be promoted.

The siting of a local park, recreational facility, school, library, solid waste or recycling facility may have an impact on the adjoining transportation network or facility. These facilities often result in additional vehicular and pedestrian traffic, increasing the likelihood that new roads, signalized intersections and pedestrian facilities will need to be built. The siting of facilities that attract birds and other wildlife, such as parks, solid waste or recycling centers, can adversely impact the safety of nearby transportation systems, including air traffic.

## **Agricultural Resources**

Preplanned development leads to the efficient use of public infrastructure and reduces the extent of sprawl, which contributes to the consumption of the rural countryside. Educating local officials and citizens about local land use decisions and their implications for farming is essential if farmland and the ability to grow or raise food are to be preserved. Farmland losses are not

just a local concern; if the food that we need to survive can not be grown in the United States, where will the food be grown and what will be the implications of going to a global food supply? Educating and training future farmers to manage efficient, cost-effective operations is needed in order to survive in this new market.

### **Natural Resources**

The ability to accommodate growth while protecting the natural environment is essential if our quality of life is to be maintained or improved. The quality of the surface and groundwater resources is linked to the proper siting, installation and maintenance of individual on-site wastewater treatment systems. Improper treatment can result in the discharge of excessive human waste and bacteria into the groundwater system, which in turn can contaminate public and private water supplies. The cumulative impacts of development and well density can not only affect the level of aquifers but also the rate at which the aquifer is recharged due to increased amounts of impervious surface. Additionally, improperly abandoned wells provide a direct link between the upper and lower aquifers and can be the cause of leakage between the two.

Parks, recreational areas, and other open space preserve and protect green areas for future generations to enjoy. They protect wildlife habitat within our communities, enhance water and air quality, lower heating and cooling costs, help control stormwater runoff, enhance property values, contribute to the vitality of a community, and encourage active lifestyles.

### **Cultural Resources**

Cultural and historical resources often help to determine and define a community's identity. Renovating or preserving an existing historic structure or building and reusing it not only enhances the area, but is often coveted by future tenants. Forming partnerships between public and private sectors to encourage development or redevelopment in already developed areas can make better use of existing public infrastructure and allow for ideas to become reality. Historic buildings can often be creatively converted to restaurants and other business and residential uses. Reuse of these buildings contributes to the tax roll as they are in close proximity to existing facilities; eliminates the need to expand infrastructure to new areas; cuts down on urban sprawl and the consumption of farm and open land; and saves taxpayers money. Cemeteries preserve the history of a community or area and are invaluable in the search for individual family history. In addition to their historical significance, they also contribute to the green space within a community.

### **Land Use**

Preplanned development leads to an efficient use of an area's resources, reduces urban sprawl, utilizes existing public infrastructure, and helps to eliminate land use conflicts. Concerns regarding the siting of solid waste and recycling facilities; gas, electric and telecommunications facilities; cemeteries; schools; and other public facilities are often raised by local citizens. However, education of local citizens and officials may result in a better general understanding of the issues and an acceptance of a solution that ultimately benefits everyone. Compact development in more urban areas reduces the cost to install public and private infrastructure and deliver public services such as garbage pickup; sewer and water; emergency; electric, gas, and telecommunication and elderly services.

Comm 83 regulations (affecting private on-site systems) have brought about state-level concerns regarding the promotion of “sprawl” development patterns and the ability to develop in or near sensitive areas. While the county has adequate groundwater supplies, well density in both urban and rural areas can impact the level of the aquifers. The rate at which they are recharged is influenced by the amount of impervious surface. Therefore when making land use decisions, it is imperative that the cumulative impacts of development on natural resources be examined carefully.

### **Intergovernmental Cooperation**

Forming partnerships between schools, park departments, libraries, non-profits and others benefits the community and saves the local taxpayer money. In some instances, if these facilities are located near each other, additional cost savings and avoidance of duplicative services can be realized.

## **POLICIES AND PROGRAMS**

The provision of public and private utilities and community facilities is governed at federal, state, regional, and local levels. Given the breadth of topics discussed in this chapter, the policy background is provided for those areas most relevant to the comprehensive planning process.

### **Regional, County and Local Policies**

#### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central is currently working on a regional smart growth plan. As part of this planning effort, East Central has proposed six draft Public and Community Facilities goals:

- Support opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities working in a cooperative, regional manner.
- Support efforts to provide electric, gas and telecommunication services to meet industrial and residential needs while being environmentally conscientious.
- Support the provision of efficient quality emergency and non-emergency services in a timely cost-effective manner within the region.
- Work cooperatively to protect and preserve current park, open space, recreational facilities, programs and plan for new facilities, while providing for and balancing the needs of various community groups with the needs of the general public in a financially responsible manner.
- Support a collaborative regional forum to create and implement a strategic policy framework for the continuum of care for the health and well being of the residents of the region.

- Support a variety of meaningful educational options and opportunities for all students. These goals are consistent with the Group E vision for the future to provide residents with the services they need, to protect the surface and groundwater of the area, to cooperatively work to keep down service fees for water, sewer, solid waste and other municipal services, to supply a range of educational, library, medical, financial, retail and other business services, and to offer a diversity of recreational and entertainment opportunities.

## ***County***

**Waushara County Zoning Ordinance.** The Waushara County Zoning Ordinance regulates many of the public facilities referenced in this chapter. The following chapters contain relevant information.<sup>51</sup>

Chapter 30, Parks and Recreation, regulates land, structures and properties owned or leased by the County. This chapter specifies the laws associated with public usage of county parks. Topics discussed include, but are not limited to, park hours, permissible activities, safety standards, and police protection.

Chapter 38, Solid Waste, regulates solid waste and recycling activities in the county. Zoning ordinances are intended to preserve and protect environmental resources, to safeguard public health, and promote county-wide recycling initiatives. This section establishes hours for county waste collection facilities, delineates recycling guidelines, and discusses proper disposal techniques for solid waste.

Chapter 54, Utilities, of the Waushara County Code of Ordinance regulates private on-site wastewater treatment systems within the unsewered portions of the towns of Dakota, Marion and Wautoma and the Village of Redgranite. This section regulates the proper sitting, design, installation, inspection, and maintenance of private on-site wastewater systems (POWTS). The prerequisites necessary for the essential protection of the public health and the environment are the same everywhere. To a lesser extent, POWTS are also regulated by the Health and Sanitation Zoning Ordinance contained within Chapter 22. This ordinance declares that improper disposal of sewage and effluents are a public health hazard.

Chapter 54 is augmented by Comm 87 and Comm 83. Comm 87 requires that all new private onsite wastewater treatment systems be inspected on installation. Comm 83 specifies that all new POWTS must be inspected and maintained by a licensed certified professional. All new or replacement systems must be inspected every three years from the date of installation. POWTS should also be pumped out as mandated by their normal usage. Individual owners are now required to execute a verified affidavit and restrictive covenant running with the land which verifies that the POWTS serving the property is under such maintenance program. Comm 83 requires that the service providers submit these forms on behalf of the POWTS owner within 30 days of the service. Records are kept on file with individual counties for a period of six years.

Chapter 58, Zoning, establishes the general zoning practices for unincorporated areas of Waushara County. Chapter 58 regulates cell tower heights (58-825), airport height limitations (58-236) and Wireless Communication Facilities (58-236). Cell towers are permitted as

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<sup>51</sup> Waushara County Zoning and Land Conservation Department. 2006. *Code of Ordinances: Waushara County, Wisconsin*

conditional uses according to the Waushara County zoning ordinances. Cell towers can be placed anywhere in the county with the exception of shoreland, wetland, or floodplain areas or the Wautoma airport height limitation zone. Although not specifically included in the Waushara County Zoning Codes, additional restrictions should be placed on communication towers. Due to their height, cell towers should be placed a minimum of 3 miles from the Wautoma Municipal airport. This will prevent possible collisions with the cell towers within the airport's extra-territorial planning area. Currently, all communication facilities meet these requirements.

**Waushara County Park and Open Space Plan.** The Waushara County Park and Open Space Plan discusses longstanding goals and objectives, inventories existing park and recreation needs and opportunities, and presents recommendations and an action program for addressing the system's growth and development. The current plan was adopted in April 2006.

**Waushara County Solid Waste Plan Update.** The Waushara County Solid Waste Plan Update, dated November 1999, inventories current waste management activities, projects future waste volumes, and discusses alternatives that the county may want to consider as they proceed into the future.<sup>52</sup>

### ***Local***

**Village of Wild Rose –** The village had previously done two Open Space and Recreation plans dating back to 1976 and 1988. Both plans are too dated to be of much use. The village's open space and recreational plan should be updated to address changing needs. It is recommended that before enhancements are made to the Mill Pond/Roberts Park area a new Open Space and Recreation plan be done for the Village. The adoption of this plan allows the City to compete for state-funded grants that are available through the DNR-administered Stewardship Program and other programs administered by the WDNR.

**Village of Wild Rose Sanitary Sewer Utility Ordinance –** The Village revised its' sanitary sewer Ordinance, Chapter 3 of the Village ordinances. This ordinance regulates the use of public and private sewers and drains, the installation and connection of building sewers and the discharge of waters and wastes into a public sewer system. In the village's future as new sanitary sewer connections approach the capacity of the Wild Rose Sanitary District's treatment plant, a study will be needed to plan for a future expansion. This study will need to identify wastewater treatment and collection needs, forecast the amount and location of future urban development areas, identify environmentally sensitive areas and address how the capacity needs can be met. Funding for this type of planning is sometimes available from the WDNR.

## **Federal, State and Regional Programs**

### ***Federal Agencies***

#### **United States Environmental Protection Agency (USEPA)**

**Water Pollution Control Act.** The Federal Water Pollution Control Act (1977), more commonly known as the Clean Water Act, established the basic structure for regulating

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<sup>52</sup> Waushara County Parks, Recreation, and Solid Waste Department. 1999. *Solid Waste Plan Update*.

discharges of pollutants into surface waters. Effluent standards for wastewater treatment plants and other industrial facilities were established by this landmark legislation. The legislation also provided grants to communities to assist with planning and construction of upgraded facilities. Today, increasing levels of growth and changing treatment standards have caused more recent expansions and improvements of these systems.

**National Pollutant Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act also established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two-phased program addresses the non-agricultural sources of stormwater discharges which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.

**Safe Drinking Water Act (SDWA).** Drinking water standards are set by the USEPA. The Safe Drinking Water Act (SDWA) requires the USEPA to set primary standards, while individual public water systems must ensure that they are met. Drinking water standards apply to public water systems which supply at least 15 connections or 25 persons at least 60 days of a calendar year. Standards have been set for 90 chemical, microbiological, radiological, and physical contaminants. Non-enforceable guidelines are also set for secondary standards for contaminants that may cause cosmetic effects such as poor taste or odors.

### **United States Department of Agriculture**

**Rural Emergency Responders Initiative.** The Rural Emergency Responders Initiative can be utilized to strengthen the ability of rural communities to respond to local emergencies. Public bodies and non-profit organizations are eligible to receive funds. Eligible projects include the purchase of equipment, vehicles or buildings for the following types of projects: fire protection, rescue/ambulance, civil defense/early warning systems, communication systems, train facilities, and several other projects.

**Water and Waste Grant and Loan Program.** The Water and Waste Grant and Loan Program offer grants and loans to communities with populations of up to 10,000. The funds are utilized to develop water and wastewater systems, including water supply, storage, waste disposal and storm drainage in rural areas. Eligible projects involve the original construction, modification or extension of existing projects.

**Community Facilities Grant Program.** The Community Facilities Grant Program provides assistance to rural communities in the development of essential community facilities. Eligible applicants include public entities with populations less than 20,000. Grant funds may be used to purchase equipment or construct, enlarge, or improve facilities associated with health care, public safety, or community and public services.

### **Federal Emergency Management Administration (FEMA)**

FEMA offers several annual grant awards to fire departments. Eligible project costs include equipment, supplies, training, emergency work (evacuations, shelters, etc.), and mobilization/demobilization activities. All municipal jurisdictions with a population of less than 50,000 are eligible to receive funding. Recipients must provide a 10 percent match for all project costs.

## Other Federal Agencies

Federal regulation of telecommunications, radio, and television towers is currently under the auspices of the **Federal Communications Commission (FCC)**, the **Federal Aviation Administration (FAA)**, and the **Occupational Safety and Health Administration (OSHA)**. The FCC issues licenses for new telecommunication facilities by determining the overall need, coordinates frequencies, and regulates tower placement. Communication towers must be located at the most central point at the highest elevation available. The FAA regulates tower height, coloring, and lighting to ensure aircraft safety. OSHA regulates the occupational exposure to non-ionizing electromagnetic radiation emitted from radio, microwave, television, and radar facilities.

### *State Agencies and Associations*

#### **Public Service Commission (PSC)**

Public utilities in Wisconsin are regulated by the PSC, an independent regulatory agency. The PSC sets utility rates and determines levels for adequate and safe service. More than 1,400 utilities are under the agency's jurisdiction. PSC approval must be obtained before instituting new rates, issuing stock or bonds, or undertaking major construction projects such as power plants, water wells, and transmission lines.

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

Rural areas are governed by several non-point pollution prevention programs. Small-scale drains are prevalent throughout Waushara County. Administrative rules relating to agricultural runoff include NR-151, ATCP-50, NR-88, and ATCP-48. The first two regulations govern the total suspended solids (TSS) loadings; a 20 percent reduction is required by 2008 and 40 percent reduction by 2013. The latter two regulations pertain to the daily operations and functions of agricultural drainage districts. Primary responsibility for planning for, administering, and enforcing drainage district regulations resides with the county drainage board.

#### **Wisconsin Department of Commerce**

COMM 83 is a health and safety code that sets standards for private on-site wastewater treatment system (POWTS). Recently revised in the early 1990s, COMM 83 provides a technical and administrative framework for enforcing POWTS related issues. This legislation regulates traditional septic and mound systems as well as delineates alternative options in which soil conditions and other factors limit the use of these traditional methods of private domestic wastewater treatment. The updated code prescribes specific effluent standards for POWTS.

**Community Development Block Grant – Public Facilities (CDBG – PF).** The Community Development Block Grant – Public Facilities (CDBG – PF) is a versatile tool that allows local units of government to finance public works projects. Projects must enhance the economic vitality of a community by undertaking public investment that contributes to overall community and economic development. Funds can be allocated to a wide array of infrastructure and public building projects, excluding buildings for the conduct of government. Typically, funded projects

include improvements or construction of municipal sewer systems, wastewater treatment plants, municipal water systems, and other related projects.

**Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED).** The Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED) helps underwrite municipal infrastructure development that retains or promotes business development by creating employment opportunities. Eligible projects include water and sewer systems and roads that are owned by a special purpose unit of government. All local governmental units with populations of less than 50,000 are eligible for funding.

**Wisconsin Fund.** The Wisconsin Fund provides grants to homeowners and small commercial business to repair, rehabilitate, or replace an existing private on-site wastewater treatment system (POWTS). Since 1978, the program has provided \$77 million in assistance. Waushara County residents living in areas not serviced by municipal sewer systems are eligible to participate if the annual household income is less than \$45,000. Small businesses with gross revenues totaling less than \$362,700 are also eligible. Waushara County provides assistance to county residents to prepare grant applications. A portion of the funds is used to develop more environmentally friendly systems.

**Well Compensation Program.** The Well Compensation Program provides grants to owners of contaminated private water supplies that serve a residence or are used for livestock. Contamination can not be bacterial in nature. Eligibility is determined based on annual family income.

### **Wisconsin Department of Natural Resources**

Federal legislation such as the Clean Water Act has served as the impetus for state legislation. Areawide Water Quality Management under Section 208 and the Facility Planning Grant Program under Section 201 mandated the preparation of sewer service area plans for urban areas. These principles have been embodied into Chapters NR-121 and NR-110 of the Wisconsin State Statutes respectively. NR-121 specifies the standards and processes for initiating and continuous areawide wastewater treatment management planning. As provided by NR-121, the WNR's role is to review and approve every sewer service area plan and its amendments, taking into account water quality impacts and cost-effectiveness. NR-110 regulates site-specific facility planning and sanitary sewer extensions. Decisions regarding the extension or expansion of wastewater collection facilities are made primarily at the local level.

**Wisconsin Solid Waste Management Program.** Begun in the 1970s, the Wisconsin Solid Waste Management Program regulates existing landfills and provides assistance to local governments. The program delineates all environmental regulations and standards that landfills must adhere to including construction specifications, water monitoring requirements, and sanitary procedures. The program inventories and licenses all operating and proposed solid waste facilities. Periodic updates are performed to ensure that environmental protection standards are the most current based on data collection.

**Wisconsin Act 335.** In 1989, Wisconsin Act 335 was passed. This law governs the recycling programs within the state. Recycling programs for all commercial and residential entities were

mandated under this legislation. The intent of the legislation is to divert recyclable material and various household hazardous wastes from landfills. Municipal governments are responsible for arranging residential programs, and the WDNR oversees and supports these efforts.

**NR-809.** Drinking water standards are also maintained at a state level. NR-809 regulates the design, construction, and proper operation of public water systems. The WDNR also assures that regulated contaminants are adequately monitored.

**Knowles-Nelson State Stewardship.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Created by the state legislature in 1989, \$60 million dollars per year is utilized to purchase lands for parks and other recreational purposes. An important component of the program is the cooperation between the DNR and local governments and non-profit organizations. The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.).

**Clean Water Fund Program (CWFP).** The Clean Water Fund Program (CWFP) offers loans and hardship grants to any town, village, city, county utility district, public inland lake protection & rehabilitation district, metropolitan sewerage district or federally recognized American Indian tribe or band to construct or modify municipal wastewater systems or construct urban storm water best management practices.

**Safe Drinking Water Loan Program (SDWLP).** The Safe Drinking Water Loan Program (SDWLP) offers loans to any city, village, town, county, sanitary district, public inland lake protection & rehabilitation district, or municipal water district to construct or modify public water systems to comply with public health protection objectives of the Safe Drinking Water Act.

**Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control ( $\geq$  1 acre in size), post construction site stormwater management, and pollution prevention.

### **Department of Public Instruction (DPI)**

The Wisconsin Constitution as it was adopted in 1848 provided for the establishment of district schools that would be free to all children age 4 to 20. Subsequent laws allowed a property tax to be collected to fund school programs. Today, the Department of Public Education (DPI) oversees the operations of school systems and sets state standards for educational curricula, teacher certification standards, and other educational programs.

### **Wisconsin Community Action Program Association (WISCAP)**

**Rural Community Assistance Program (RCAP).** Rural Community Assistance Program (RCAP) offers training and technical assistance to small (under 10,000), rural, low income communities, sanitary districts, and isolated rural areas for problems related to water and wastewater system development.

### **Board of Commissioners of Public Lands (BCPL)**

**State Trust Fund Loan Program.** The State Trust Fund Loan Program offers loans to municipalities, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of municipal purposes.

### **Wisconsin Rural Water Association**

The Wisconsin Rural Water Association offers rural communities with populations of less than 10,000 grants, loans, and technical assistance for approved Rural Utility Service, Clean Water, Safe Drinking Water and Brownfield projects.

### ***Regional Agencies***

**East Central Wisconsin Regional Planning Commission (ECWRPC).** ECWRPC acts in an advisory and regulatory role for Sewer Service Area (SSA) Plans. ECWRPC has prepared detailed long range plans for 26 wastewater treatment plants to address growth and ensure water quality within the region. These plans were developed and administered by East Central through an agreement with the Wisconsin DNR. ECWRPC also acts in an advisory capacity to WDNR and provides recommendations on various plan updates, amendments, facilities plans, and sewer extensions.

**EXHIBIT 6-1**  
**COMMUNITY FACILITIES**

## UTILITIES AND COMMUNITY FACILITIES – Town of Rose

**Goal CF 1. Plan for and encourage beneficial and functional development by delivering a level of municipal services and facilities needed to provide for the public safety, health, and welfare of Town Residents and sustain a vital economy.**

### **Objectives:**

- CF 1.1. Provide adequate services and facilities in a fiscally responsible manner.

#### **Strategies:**

- (1) Continue to explore opportunities for shared service with Waushara County, neighboring municipalities, the school district, and other public entities.
  - (2) Promote the exchange of information with private utility providers and adjacent municipalities to encourage the coordinated scheduling of planned roadway and utility improvements.
  - (3) Accommodate new development in ways that its infrastructural costs are not a tax burden for existing residents.
  - (4) Evaluate the cost-benefit of improving the community's ISO rating through upgraded fire protection.
  - (5) When approving the new building permits, make homeowners aware of standards for minimum driveway width and vegetation clearances needed to improve emergency access.
- CF 1.2. Encourage the use of existing structures instead of constructing new ones.

#### **Strategies:**

- (1) Monitor compliance with town and county ordinances which would allow the use of existing structures for mounting new communication equipment.
  - (2) Promote opportunities for shared mountings of communication equipment.
- CF 1.3. Provide adequate recreational opportunities for town residents.

#### **Strategies:**

- (1) Encourage Waushara County to maintain a quality county park system and provide improvements identified in its Outdoor Recreation Plan.
  - (2) Encourage local residents to consider estate planning techniques that gift land and/or money for local parks or specific park projects.
- CF 1.4. Encourage new development to occur within communities having an existing sewer/sanitary district capability.

**Strategy:**

- (1) **Require new residential lots within the Town of Rose to be a minimum of 5 acres in size. Subdivisions with lots smaller than 5 acres should be developed within the Village of Wild Rose where they can be served by the existing sanitary district and proposed public water system in an efficient and cost effective manner.**
- **CF 5. Encourage Waushara County to develop specific ordinance provisions for wind farms.**

**Strategy:**

- (1) **Proactively take a stance on potential requests by utilities to erect a wind farm within the community.**

## CHAPTER 7: AGRICULTURE, NATURAL, AND CULTURAL RESOURCES

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## AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

### INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect its quality of life. For communities in north-central Waushara County, a tapestry of working farms interwoven with large stands of woodlands and grasslands continue to dominate the rural landscape and help shape the area's identity and culture. The County's natural features such as topographic relief, lakes, streams, wetlands and soils also have a significant bearing on historic and contemporary land use, development patterns and contribute to a strong heritage of outdoor recreational pursuits. Fishing, swimming, hunting, and other outdoor activities are important past-times. The area's numerous lakes and other scenic landscape features provide attractive home sites for many permanent and seasonal residents. At the same time, many of these environmental elements have limiting conditions that make them less than ideal for supporting particular types of activity or development. Understanding the relationship between these environmental characteristics and their physical suitability to accommodate specific types of activity or development is a key ingredient in planning a community's future land use.

#### ***Agricultural, Natural, and Cultural Resources Vision for 2030***

*By 2030, the Village of Wild Rose and the Town of Rose have instituted a land management and conservation plan that has benefited both working farms and well-established natural areas. Working agricultural land and natural ecosystems both exist in large, continuous parcels. Family farms and small corporate farms comprised of extended families and/or neighbors have become profitable by working closely with the educational and business community to identify new markets, products, and processes such as specialty bio-mass fuel crops. The land management plan has allowed farmers to sell small parcels for new residential development in locations where they minimize the potential for conflict with agricultural operations and preventing further land fragmentation.*

*Local residents have identified and protected the area's most highly valued environmental, cultural and visual features, including the Wild Rose Millpond, the Pine River, Willow Creek, extensive wetlands, and woodlands, from rampant development. Best management practices have been utilized to protect surface water quality and local trout streams. The local parks, streams, woodlands, fish hatchery, Ice Age Trail, and millpond interpretive trails serve as a vital source of recreation and provide environmental/cultural resource education. While new development continues to occur in proximity to these features, it has generally occurred in ways that do not jeopardize the integrity or use of the resource.*

### INVENTORY AND ANALYSIS

This chapter provides an inventory of existing agricultural, natural, and cultural resources of the area. In addition, existing policies associated with these resources are discussed, along with a vision and supporting goals and objectives.

## Agricultural Resources

The Village of Wild Rose and the Town of Rose have a long history and tradition of farming that has attracted residents to the area for enjoyment of the visual rural character. Waushara County farmers produce a variety of feed and cash crops. Farming and other agricultural activities contribute significantly to the local economy. As with elsewhere in rural Wisconsin, these trends are changing as new developments encroach on productive farmland. The suburbanization trend is of great concern for both farmers and residents in both communities. This section will look at important farmland classifications, agricultural land cover and farmland losses and sales between 1990 and 1997.

### *Agricultural Land Cover*

Agricultural land cover includes row crops (corn, peas, potatoes, snap beans, soybeans and other row crops); forages (hay and hay/mix); and grassland (timothy, rye, pasture, idle, Conservation Reserve Program land, grass and volunteer grasses).<sup>1</sup> Agricultural Land Cover comprises approximately 57 percent of the total area of the Town of Rose and 56 percent of the total area of the county (Table 7-1).<sup>2</sup>

**Table 7.1. Percent of Land Cover, 1991–1993**

Community	Row Crop	Forages	Grassland	Total Farmland
T. Rose	15.8%	4.2%	36.9%	56.9%
County	26.6%	9.0%	20.4%	56.0%

*Source: UWEX Program on Agricultural Technology Studies, 1999.*

### *Farmland Loses*

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential and recreational development. Within the state and nation there has been a steady decline in the number of farms and farmland acreage. Trends in the planning area indicate that, while the number of farms has declined, the acreage per farm has increased.

In 1997, an estimated 18 farms (defined as producing at least \$1,000 worth of agricultural products in that year) existed within the Town of Rose. This represents a net loss of greater than fifty percent (19 farms) of the farms within the Town from 1990 (Table 7-2) when it was estimated that that 37 farms met this definition. Between 1990 and 1997, the number of farms in the Town decreased while at the same time, the size of an average farm increased. The Town of Rose also had a lower percentage of farms based on land area in 1997, than the county. In 1997, the Town had approximately 0.5 farms per square mile compared to a farm density of 1.2 farms per square mile in the County.

<sup>1</sup> Jackson-Smith, D., and E. Finnin. 2001. *Wisconsin County Agricultural Trends in the 1990s*.

<sup>2</sup> UWEX Program on Agricultural Technology Statistics, 1999. *Wisconsin Land Use Data Book: Town-level Farming and Land Use Trends 1990-1998, Waushara County*.

Dairy farms within the Town and Waushara County have declined significantly since 1990 (Table 7-2). In 1990, there were 6 dairy farms in the Town and 232 in Waushara County; by 1997, these numbers had declined to 5 and 131 respectively.

**Table 7.2. Trends in Farm Numbers, 1990 – 1997**

Community	Estimated Farms				Dairy Farms			
	1990	1997	% Change	Per sq. mile (1997)	1990	1997	% Change	Per sq. mile (1997)
T. Rose	37	18	-51.4%	0.5	6	5	-16.7	0.1
County	709	710	0.1%	1.2	232	131	-43.5	0.2

Source: UWEX Program on Agricultural Technology Studies, 1999.

Although the total number of farms in the Town of Rose decreased by greater than 50 percent (51.4%), the total amount of farmland decreased by less than 7 percent during this time frame. Between 1990 and 1997, 791 acres (6.9%) of farmland was lost in the Town of Rose (Table 7-3). Although Waushara County also experienced a decline in the amount of farmland (4.4%), farmland losses were smaller than the Town. During this time frame, the average farm size in the Town grew from 308 in 1990 to 589 acres in 1997. However, at the county level the size of an average farm decreased from 291 acres in 1990 to 278 acres in 1997. It should be noted that the percent of town taxed as farmland represents the overall percentage of the town that is considered agricultural by the local assessor.

**Table 7.3. Loss of Farm Acres, 1990 – 1997**

Community	Farmland (Acres)		Percent Change	% of Town Taxed as Farmland (1997)
	1990	1997		
T. Rose	11,410	10,619	-6.9%	47.6%
County	206,263	197,197	-4.4%	54.1%

Source: UWEX Program on Agricultural Technology Studies, 1999.

When agricultural land is sold in the State of Wisconsin, information is collected by the Wisconsin Department of Revenue regarding whether the land is going to remain in agricultural use. However, it should be noted that the Wisconsin Department of Revenue only collects information on larger parcels. In 1990 a "large" parcel was defined as 20 acres in area, in 1997 the definition of a large parcel was increased to 35 acres. Between 1990 and 1997, 66 parcels encompassing 2,137 acres was sold in the Town of Rose (Table 7-4). Approximately 55 percent of this land remained in agricultural use, while 45 percent was converted to other uses. Losses of agricultural lands in the Town of Rose exceeded the average conversion rates throughout Waushara County; where approximately 22 percent of land sold was converted to non-agricultural uses.

**Table 7.4. Farmland Sales, 1990 – 1997**

Community	No. Parcels Sold	Remain Agricultural	Converted to Other	Total Acres
T. Rose	66	1,180	957	2,137
County	974	33,881	9,558	43,439

Source: UWEX Program on Agricultural Technology Studies, 1999.

### **Farmland Soils**

Waushara County's farmland contributes to the quality of life, provides an open agricultural landscape, and contributes to the economy of the area. A classification system rating the suitability of a specific area based on soil type and condition was developed by the U.S. Department of Agriculture<sup>3</sup>. These classifications in order of importance are: 1.) prime farmland, 2.) unique farmland, 3.) farmlands of statewide importance, 4.) farmlands of local importance, and 5.) other lands. Table 7-5 and Exhibit 7-1 summarize the distribution of available farmland in these categories.

**Prime farmland**, as defined by the U.S. Department of Agriculture is “the land that is best suited for food, feed, forage, fiber, and oilseed crops” when managed according to acceptable farming methods. These lands may be cultivated land, pasture, woodland, or other land, however the land cannot be built-up, urbanized, or a water area. Prime farmland produces the highest yields with minimal inputs of energy and economic resources with the least damage to the environment. Criteria used to determine prime farmland include an adequate and dependable supply of moisture from precipitation or irrigation, few or no rocks, high permeability, gently sloping terrain (0 to 6%) and a low erodibility. Prime farmland is not frequently flooded during the growing season or saturated with water for long periods of time. Soils that have a seasonal high water table may qualify as prime farmland if this limitation is overcome by drainage measures.

**Unique farmland** is defined as land other than prime farmland that is used to produce specific high-value food or fiber crops. It has a moisture supply, either from stored precipitation or irrigation systems, and combines favorable factors of soil quality, growing season, temperature, humidity, drainage, elevation, aspect or other conditions. Example of specialty crops that typically require a high management and investment level include apple orchards, lettuce, carrots, celery, and cauliflower.

**Farmlands of statewide importance** are lands in addition to prime and unique farmland that are important to the State of Wisconsin for crop production.

**Farmlands of local importance** are lands in addition to the previous three categories which are important to Waushara County for crop production.

**Other lands** are areas which have little value for producing crops.

<sup>3</sup> USDA, 1993. USDA Handbook 18: Soil Survey Manual.

**Table 7.5. Important Farmland Classes**

Farmland Class	T. Rose		V. Wild Rose	
	Acres	Percent	Acres	Percent
Prime Farmland	3,019	13.5%	35	3.7%
Unique Farmland	7,641	34.3%	216	22.9%
State Importance	1,275	5.7%	137	14.6%
Local Importance	3,183	14.3%	499	52.9%
Other Lands	7,041	31.6%	42	4.5%
Water	142	0.6%	14	1.5%
<b>Total</b>	<b>22,301</b>	<b>100%</b>	<b>944</b>	<b>100%</b>

Source: USDA-NRCS, Soil Survey of Waushara County, Wisconsin 1982.  
Waushara County, 2005.

According to the above criteria, approximately 13.5 percent (3,019 acres) of the land within the Town of Rose and 3.7 percent (35 acres) within the Village of Wild Rose is considered prime farmland. In general, prime farmland is located along the western border of the town and along Apache Avenue. Prime farmland in the Village is located in the northeast sections along Summit Street.

The highest percentage of land within the Town (34.3%, 7,641 acres) is classified as unique farmland. Unique farmland is concentrated within the northern one-third of the Town. Twenty-three percent (216 acres) of the Village is classified as unique farmland, this classification is found throughout the village. Farmlands of statewide and local importance are scattered throughout the Town and make up 5.7 percent (1,275 acres) and 14.3 percent (3,183 acres), respectively. Farmlands of statewide importance (15%, 137 acres) are scattered throughout the Village with a larger area located south of CTH G. Found throughout the Village, locally important farmlands cover over half the Village (53% or 499 acres). Nearly one-third (31.6%, 7,041 acres) of the Town and 5 percent (39 acres) within the Village is classified as "other." These areas are also scattered throughout the Town. Other lands are likely designated based on sandy soil located in association with the glacial terminal moraine in the western portion of the Town of Rose.

### ***Concentrated Animal Feeding Operations (CAFOs)***

Many agricultural operations throughout Wisconsin are becoming increasingly larger. Concentrated Animal Feeding Operations are farms with a minimum of 1,000 animal units.<sup>4</sup> Animal units are calculated differently depending on the species and size of livestock or poultry. CAFOs have increased in number since 1985. In April 2005, there were 138 CAFOs registered in the state. The majority of CAFOs (116) were dairy operations; the remaining CAFOs included beef cattle, poultry, and porcine operations. Currently, there are no registered CAFOs in Waushara County.

Due to their size and the number of animals present, CAFOs must properly address manure storage and disposal to protect local water quality. As such, CAFOs are required to possess a Wisconsin Pollutant Discharge Elimination System Permit.

<sup>4</sup> Wisconsin DNR. 2004. *Concentrated Animal Feeding Operations*. <http://dnr.wi.gov/org/water/wm/nps/ag/cafo.htm>

During the Citizens' Questionnaire and SWOT analysis, community members expressed concerns about the development of CAFOs in the area. Although there currently are no registered CAFOs in Waushara County, this may change as current dairy farms seem to be becoming larger. Special precautions will be necessary to minimize adverse environmental impacts and potential conflicts with surrounding land uses.

### ***The Right to Farm Law***

Wisconsin passed the Right to Farm Law to protect farmers from nuisance law suits related to odors and noises related to normal agricultural operations provided that public health and safety are not endangered.<sup>5</sup> As residential development continues to encroach upon rural areas, it is inevitable that potential conflicts may arise. Education is strongly recommended to avoid conflicts. Local governmental officials, community members, and realtors may wish to proactively advise new and potential residents about the rural agricultural lifestyle and the exact nature of local agricultural operations.

### **Natural Resources**

This section will describe the general soils associations of the area together with the soils suitability for on-site waste disposal, septage spreading, the potential for building site development and steep slopes. It will also explain the water resources of the area including watersheds and drainage; lakes, ponds and quarries; rivers and streams; floodplains; wetlands and groundwater. Wildlife, parks, open space, recreational and mineral resources will also be touched upon.

### ***Soils***

Soils provide the physical base for development and agriculture within a community. Knowledge of their limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives such as residential development, utility installation, and other various projects. The criteria considered by the Natural Resource Conservation Service (NRCS) in establishing the severe rating of soils include wetness, shrink-swell potential, bearing strength, susceptibility to flooding, land spreading, slope steepness, and frost action.<sup>6</sup> Severe soil limitations do not necessarily exclude areas from being developed, but instead, indicate that more extensive construction measures must be taken to prevent environmental and property damage.

Soils are classified according to their associations, which are a grouping of similar soil types based on geographic proximity, physical characteristics, and permeability. There are three major soil associations within the study area.

**Plainfield-Okee-Richford Association soils** are sloping to steep sandy soils located on moraines, hills, and terraces. Plainfield soils are rapidly permeable and excessively drained, while Okee and Richford soils are moderately permeable and somewhat excessively drained. Soils in this association are found on slopes ranging from 6 to 30 percent. While some of the

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<sup>5</sup> *Wisconsin State Statutes* 823.08.

<sup>6</sup> U.S. Department of Agriculture Soil Conservation Service. 1989. *Soil Survey of Waushara County, Wisconsin*.

Richford soils are used for cropland, most acreage in this association is used for woodlands. These soils are especially suited for pine species.

This soil association is the predominant classification found within the town and village. Soils within the association are located throughout the town.

**Plainfield-Richford-Boyer Association soils** are nearly level to gently sloping soils found on flats, ridgetops, and knolls on outwash plains and terraces. Slopes range from 0 to 30 percent. Boyer soils are well-drained and moderately permeable, while Plainfield soils are excessively drained and rapidly permeable. Richford soils are somewhat excessively drained and moderately permeable. Most of the acreage in this association is used as cropland; farmland is typically irrigated.

These soils are located in several areas. The soils are located along the western border of the town in association with the moraine. The soils are also found in the northeastern sections of the town.

**Kingsville-Meehan Association soils** are nearly level and gently sloping. They are typically found in drainageways and depressions on outwash plains and in glacial lake basins. Slopes range from 0 to 3 percent. The soils are formed in sandy deposits. The soils within this association are somewhat poorly to poorly drained and rapidly permeable. Most of the acreage in this association is used for cropland; as such, many areas are drained and used as irrigated cropland. Some areas are used as pasture or woodlands.

These soils are found in the low-lying areas along Willow Creek immediately south of the village.

### ***On-Site Waste Disposal***

Exhibit 7-2 displays the relative suitability for development of specific locations within the Town and Village based on their underlying soils. The soil map identifies suitability for on-site waste disposal options based on an evaluation of soil characteristics. This map is not intended to serve as a substitute for on-site soil investigations, but rather as an indicator of reasonable expectations for soils underlying a site.

Evaluation of the soil data indicates that the majority of the soils in the Town of Rose and the Village of Wild Rose are suitable for conventional on-site individual septic systems (Table 7-6). Generally, soils near streams and rivers are the least suitable for on-site waste disposal. Areas with high groundwater or characterized by poorly drained soils (Kingsville-Meehan soil association) are also more likely to be unsuitable for on-site systems.

Almost 98 percent of the soils in the Town of Rose are capable of supporting private on-site wastewater disposal systems. Approximately 96 percent of the town (21,419 acres) is suitable for conventional systems. In the Town of Rose, an additional 1.5 percent (345 acres) is suitable for at-grade systems, and another 0.6 percent (133 acres) is suitable for holding tanks. The remaining 1.1 percent (253 acres) of the soils in the Town are rated unsuitable for on-site systems due primarily to wet soil conditions in association with the Upper Pine Rive and Willow

Creek. Water features account for about 0.7 percent (149 acres) of the surface area within the town.

Currently public sanitary sewer service is available within the Village of Wild Rose. Therefore, soil suitability for on-site waste disposal is not an issue, since it is the intent of the Village to extend sewer service to new development. Approximately 80 percent (752 acres) of the Village of Wild Rose can support individual on-site systems. The majority of the area unsuited for individual on-site systems is located in association with a large wetland complex in the central southern area of the Village of Wild Rose and the Lower Pine River in the northwest corner of the Village.

**Table 7.6. Soil Limitations for On-Site Waste Disposal**

Community	Conventional		At-Grade <sup>1</sup>		Holding Tank <sup>2</sup>		Unsuitable		No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Rose	21,419	96.0%	345	1.5%	133	0.6%	253	1.1%	1	0.0%	149	0.7%	22,301
V. Wild Rose	452	47.9%	300	31.8%	65	6.9%	109	11.5%	4	0.4%	14	1.5%	944
<b>Total</b>	<b>21,872</b>	<b>94.1%</b>	<b>645</b>	<b>2.8%</b>	<b>198</b>	<b>0.9%</b>	<b>362</b>	<b>1.6%</b>	<b>5</b>	<b>0.0%</b>	<b>164</b>	<b>0.7%</b>	<b>23,245</b>

<sup>1</sup> Includes in-ground pressure and mound systems.

<sup>2</sup> Includes new technology systems producing  $10^4$  or less coliform fecal units (cfu) per 100ml.

Source: USDA-NRCS, Soil Survey of Waushara County, Wisconsin, 1982. Waushara County, 2005.

### **Building Site Development**

The USDA-Natural Resource Conservation Service has evaluated soil characteristics and rated soil potential for building site development based upon wetness, shrink-swell potential, bearing strength, susceptibility to flooding, slope steepness, and frost action. The ratings range from very low to very high potential. Typically, areas near flowages and in wetlands have the lowest ratings. Exhibit 7-3 identifies soil potential for building site development. About 31.3 percent (6,981 acres) of the area within the Town of Rose has soils that are considered to have a very high suitability for building site developments, while an additional 40.3 percent (8,984 acres) have a medium suitability (Table 7-7) for building site developments. Slightly greater than one quarter of the town (27.7%, 6,186 acres) is rated very low or is not rated for building site development. Water accounts for slightly less than one percent of the area.

The Village of Wild Rose has slightly less area suited for building site development than the Town of Rose. While greater than seventy percent (71.6%, 15,965 acres) of the Town has a very high or medium soil potential for building site development, less than 60 percent (59.8 percent, 564 acres) is in this category within the Village. About 39.6 percent (374 acres) of the Village of Wild Rose has soils that are considered to have a very high suitability, while an additional 20.2 percent (190 acres) have medium suitability (Table 7-7) for building site development. More than a third of the Village (38.8%, 366 acres) is rated very low or is not rated for building site development. Approximately 1.5 percent of the Village of Wild Rose is water.

**Table 7.7. Soil Potential for Building Site Development**

Community	Very High		Medium		Very Low, No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Rose	6,981	31.3%	8,984	40.3%	6,186	27.7%	149	0.7%	22,301
V. Wild Rose	374	39.6%	190	20.2%	366	38.8%	14	1.5%	944
<b>Total</b>	<b>7,355</b>	<b>31.6%</b>	<b>9,174</b>	<b>39.5%</b>	<b>6,552</b>	<b>28.2%</b>	<b>164</b>	<b>0.7%</b>	<b>23,245</b>

Source: USDA-NRCS, Soil Survey of Waushara County, Wisconsin, 1982. Waushara County, 2005.

### ***Septage Spreading***

The Waushara County Land Conservation Office has evaluated soil characteristics for the suitability of septage spreading based on groundwater depths, permeability, soil texture, slope, wetness, and soil depths (Exhibit 7-4). The ratings range from none or slight to severe. Soils rated slight are relatively free of limitations that affect the intended use or have limitations that are easily overcome. Soils with moderate limitations can normally be overcome with corrective planning, careful design, and good management. Soils rated severe have physical limitations which cannot be overcome for the proposed use. Septage spreading cannot occur within 300 feet of rivers and streams or within 1,000 feet of lakes unless they are incorporated into the soil within 72 hours of application. Spreading rates will need to be based on current soil tests, on-site vegetation, and a septic nutrient test.

The majority of the soils within both communities are suitable for septage spreading. Approximately 18.6 percent (4,158 acres) of the soils within the Town of Rose has none to slight physical limitations for septage spreading and another 52.9 percent (11,807 acres) has moderate limitations for septage spreading. Within the Village of Wild Rose, approximately 33.9 percent (320 acres) has none to slight limitations for septage spreading and 25.8 percent (244 acres) has moderate limitations for septage spreading.

**Table 7.8 Soil Limitations for Septage Spreading**

Community	None to Slight		Moderate		Severe		No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Rose	4,158	18.6%	11,807	52.9%	6,185	27.7%	1	0.0%	149	0.7%	22,301
V. Wild Rose	320	33.9%	244	25.8%	362	38.4%	4	0.4%	14	1.5%	944
<b>Total</b>	<b>4,478</b>	<b>19.3%</b>	<b>12,050</b>	<b>51.8%</b>	<b>6,548</b>	<b>28.2%</b>	<b>5</b>	<b>0.0%</b>	<b>164</b>	<b>0.7%</b>	<b>23,245</b>

Source: USDA-NRCS, Soil Survey of Waushara County, Wisconsin, 1982. Waushara County, 2005.

### ***Geography and Topography (Scenic Resources)***

The Town of Rose has significant natural features which define its character. Evidence of several phases of the Wisconsin Glacier can be found in this area.<sup>7</sup> The Second Moraine is located in the western sections of the town. The topographic divide follows the crest of the Second Moraine from the northwest corner of the Town of Rose southward within the Town of Rose, and then diagonally southwest towards the town of Coloma.

<sup>7</sup> U.S. Department of the Interior. *Geology and Ground-Water Resources of Waushara County, Wisconsin. Geological Survey Water-Supply Paper 1809-B.* 1965.

As a result of glacial activity, land relief within this portion of Waushara County is quite dramatic. Elevations vary by approximately 350 feet. The highest elevations, 1,304 feet above mean sea level, are located on the moraine in the western portions of the town. The lowest elevations, approximately 950 feet above mean sea level are located along the Pine River and along STH 22 in the southeastern corner of the town. Elevations within the Village of Wild Rose range from 950 feet above sea level in the southern portion of the Village, to 930 feet above sea level at the northeast end of the Wild Rose Pond.

### ***Steep Slopes***

Exhibit 7-5 indicates areas which have slopes of between zero to six percent, six to 12 percent and greater than 12 percent. Slopes of between zero and 12 percent are found in approximately three-quarters (74.3 percent) of the Town of Rose. The remaining 25 percent (5,575 acres) of the Town has slopes in excess of 12 percent and are considered steep. While steep slopes are generally scattered throughout the Town, a larger concentration can be found in the southwestern corner of the Town, and along the moraines. Within the Village of Wild Rose, about 94 percent has land area have slopes that are less than 12 percent. Steep slopes account for less than five percent of the Village and are located in the northwest corner near CTH AA and Sewer Lagoon road, in the northeast corner near 20<sup>th</sup> Avenue and along the western border of the Village south of CTH A. Steep slopes are found in conjunction with moraines, drumlins, and other glacial features.

**Table 7.9. Steep Slopes**

Community	0-6 Percent		6-12 Percent		>12 Percent		No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Rose	7,712	34.6%	8,863	39.7%	5,575	25.0%	1	0.0%	149	0.7%	22,301
V. Wild Rose	847	89.7%	40	4.3%	39	4.1%	4	0.4%	14	1.5%	944
<b>Total</b>	<b>8,559</b>	<b>36.8%</b>	<b>8,904</b>	<b>38.3%</b>	<b>5,614</b>	<b>24.2%</b>	<b>5</b>	<b>0.0%</b>	<b>164</b>	<b>0.7%</b>	<b>23,245</b>

Source: USDA-NRCS, Soil Survey of Waushara County, Wisconsin, 1982. Waushara County, 2005.

### **Water Resources**

Water resources are sources of water that are useful or potentially useful to humans. Water is important because it is needed for life to exist<sup>8</sup>. Water is used for household, agriculture, recreational, industrial and environmental activities. Essentially all these uses require fresh water.

### ***Watersheds and Drainage***

The WDNR has divided the state into 24 hydrological based geographic management units (GMUs) or basins. Each GMU is further divided into smaller units based on smaller watersheds<sup>9</sup>.

The Town of Rose and Village of Wild Rose are located within three major drainage basins: the Central Wisconsin Basin, the Upper Fox River Basin, and the Wolf River Basin. The Central Wisconsin Basin flows westerly towards the Mississippi River, while the other two basins flow

<sup>8</sup> Wikipedia, [http://en.wikipedia.org/wik/Water\\_resources](http://en.wikipedia.org/wik/Water_resources) 2/16/07

<sup>9</sup> WDNR 2005. *About WDNR's Hydrologic Areas*. <http://dnr.wi.gov/org/gmu/sidebar/whatis.htm#gmus>.

easterly to the Great Lakes. The Wolf River Basin (3,690 square miles) includes the entire Wolf River, the Pine River, and Willow Creek. The Wolf River Basin joins the Fox River Basin at the southeasterly shore of Lake Winneconne. The Upper Fox River Basin covers 2,090 square miles in Waushara, Green Lake, and Marquette Counties. The northern most waters first flow southward to the Upper Fox or White Rivers. These Rivers drain into either Lake Winnebago or Lake Butte des Morts.

The area is divided into four watersheds. The Big Roche-a-Cri watershed is located on the western edge of the Town of Rose. Precipitation flows westerly from the Second Moraine to the Wisconsin River. The Pine River and Willow Creek watershed is the southern most watershed in the Wolf River Basin. Water flows in an easterly direction from the Second Moraine until it reaches Lake Poygan or Lake Winneconne. The Waupaca River watershed is located primarily in Waupaca and Portage Counties; however, a small portion of the watershed drains the northern portions of the Town of Rose. Water flows northeasterly to the Waupaca River before flowing into Lake Poygan. The White River watershed, located in the Upper Fox Basin, drains the southwestern portions of the Town of Rose. Water flows predominantly southeast towards the Upper Fox River.

The *State of the Upper Fox River Plan* was completed in 2001. The White River watershed has a nonpoint source ranking of medium. The *State of the Wolf Basin Plan* was completed in 2001. The Waupaca River has an overall nonpoint source pollution ranking of medium. The Pine River-Willow Creek watershed was designated as a high priority watershed due to the abundance of agriculture in the area. The White River watershed has a nonpoint source ranking of medium. The *State of the Central Wisconsin River Plan* was completed in 2001. The Big Roche-a-Cri River had a high priority due to the high percentage of agricultural activity within the basin. There is a high potential for groundwater contamination in all the watersheds due to the presence of highly permeable sandy soils.

### ***Lakes, Ponds and Quarries***

The majority of lakes within Waushara County are natural and of glacial origin. Sandy soils readily allow for the percolation of precipitation into the ground rather than overland flow directly to surface waters. This results in a continual recharge of the shallow aquifer underlying the county and surrounding region. Table 7-10 lists the lakes found within the two communities.

**Table 7.10. Lakes and Ponds**

Name	Municipality	Surface Acres	Max. Depth Feet	Developed/Undeveloped
Chain Lake	T. Rose	21	13	Undeveloped
Fish Lake	T. Rose	5	20	Partial
Twin Lake	T. Rose	10	28	Undeveloped
Wautoma Lake	T. Rose	11	4	Undeveloped
Wild Rose Mill Pond	V. Wild Rose	15	8	Partial

Source: *Surface Water Resources of Waushara County*, Wisconsin DNR, 1970

### **Village of Wild Rose**

The **Wild Rose Millpond** is located in downtown Wild Rose. The pond is a 17 acre hard water impoundment on the Pine River. Water levels are maintained at approximately 8 feet by a dam. The millpond supports a viable fishery. Several residences and businesses are located adjacent to the millpond.

### **Town of Rose**

**Chain Lake** is a small landlocked seepage lake located in the south central portions of the town. The majority of the 21 acre lake is less than 3 feet deep. An associated wetland complex is located around the majority of the lake. Although the lake does not support a viable fishery, the wetlands provide valuable habitat for waterfowl.

**Fish Lake** is a 5 acre landlocked seepage lake in the northcentral portion of the town. The lake is separated into two distinct basins by shallow sand and marl bars. As such, the lake is alkaline and has very low fertility. Approximately 40 percent of the shoreline has steep pronounced banks. The lake has a unique spruce tamarack bog on the eastern edge.

**Upper Twin Lake** is located in the north central portions of the Town of Rose. This small, moderately hard water seepage lake encompasses 10 acres. The bottom is comprised predominately of muck. Although little is known about the fishery, the relatively shallow lake (6 feet) may be susceptible to winter kills.

**Lower Twin Lake** is located just south of Upper Twin Lake. The lake encompasses approximately 5 acres. The physical and chemical features of the lake are similar to Upper Twin Lake.

**Wautoma Lake** is located on the southern border of the town. The 11 acre lake is formed by groundwater seepage. Since the lake is relatively shallow (less than 4 feet), the fishery is rather poor. However, waterfowl utilize the lake for migration and nesting. No development occurs along the lake.

There are approximately 20 unnamed lakes in the Town of Rose. All of these lakes are landlocked seepage lakes. For the most part, water depths are less than 3 feet and highly dependent on precipitation levels. The majority of unnamed lakes are approximately one acre in size. Development pressure on these lakes is limited.

### ***Rivers and Streams***

The **Pine River** is a clear hardwater stream which originates in the central portions of the Town of Rose. It flows in a predominantly easterly direction and terminates at Lake Poygan. For management purposes, the River is split into the Upper Pine River (above Wild Rose Millpond) and the Lower Pine River (below Wild Rose Millpond). Willow Creek originates in the southeastern corner of the Town of Rose; likewise, Willow Creek also empties into Lake Poygan. Sections of both waterways are coldwater trout streams.

**Willow Creek** originates from springs in the southeast corner of the Town of Rose. Additional water is supplied from the outlet of Little Silver Lake. Willow Creek flows in a predominately easterly direction and terminates at Lake Poygan.

Many of the streams and rivers in the study area are considered Exceptional Resource Waters and have been designated as a Class 1 or 2 trout fishery. An eight mile stretch of the Pine River immediately upstream from the Poy Sippi Millpond has been designated a class II trout stream. The remaining upstream portions of the Pine River have been designated a class I trout stream. The upper one-third of Willow Creek is a Class I trout stream, and the middle one-third has been designated as a Class II trout stream. The entire reach of Humphrey Creek is a Class I trout stream.

Wisconsin's Outstanding and Exceptional Resource Waters Program is designated to maintain the water quality in Wisconsin's cleanest waters. An outstanding water resource (OWR) is defined as a lake or stream which has excellent water quality, high recreational and aesthetic value, and high quality fishing; these waterways are free from point source or nonpoint source pollution. An exceptional resource water (EWR) is defined as a stream which exhibits the same high quality resource values as outstanding waters, but which may be impacted by point source pollution or have the potential for future discharge from a small sewer community. Willow Creek has been designated as OWR from Redgranite northward to its headwaters. The Pine River has been designated as a EWR from the Poy Sippi dam northward to its headwaters.

### ***Floodplains***

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Flood Insurance Rate Maps for the unincorporated portions of Waushara County identify areas lying within the Town of Rose. The Village of Wild Rose has adopted a floodplain ordinance and occupying map that identifies susceptible to flooding.

### **Town of Rose**

In the Town of Rose, floodplains are predominantly associated with navigable waterways; floodplains are located along the Upper Pine River and Willow Creek. Approximately 1.5 percent (328 acres) of the land within the Town of Rose lies in a floodplain.

### **Village of Wild Rose**

According to the Flood Insurance Rate Map 01 (Community Number 550507 B) adopted on September 30, 1988, lands adjacent to the Pine River, the Wild Rose Mill Pond, and Willow Creek are subject to flooding. Undeveloped areas immediately south of the incorporated limits are prone to flooding. Finally the area bordered by CTH G on the south, STH 22 on the west, Cleveland Avenue on the north, and Mount Morris Avenue on the east is subject to flooding. For additional information please see the Village of Wild Rose Floodplain ordinance and adopted map.

Waushara County and the Village of Wild Rose have adopted floodplain ordinances requiring certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the Federal Flood Insurance Administrative Flood Insurance Program. The

program requires all structures that are constructed or purchased in designated flood areas utilizing loans from federally insured banks to be insured by a flood insurance policy.

### ***Wetlands***

Wetlands act as a natural filtering system for nutrients such as phosphorous and nitrates. More importantly, wetlands also serve as a natural buffer protecting shorelines and stream banks from erosion. Wetlands are essential in providing wildlife habitat, flood control, and groundwater recharge. Consequently, local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Shoreland/Wetland Ordinance adopted by Waushara County regulates development within 1,000 feet from the ordinary high water mark of navigable lakes, ponds, or flowages or 300 feet from the ordinary high water mark of navigable rivers or streams. The U.S. Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres and larger or adjacent to navigable waters. The Wisconsin Department of Natural Resources and United States Department of Agriculture also have jurisdiction over wetlands within Wisconsin. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted to receive authorization.

The wetlands surveyed according to the Wisconsin Wetlands Inventory Map are shown in Exhibit 7-7. They were identified on aerial photographs by interpreting vegetation, visible hydrology, and geography based on the U.S. Fish and Wildlife Service.<sup>10</sup>

### **Town of Rose**

Wetlands in the Town of Rose are mainly located adjacent to the Upper Pine River and Willow Creek, several smaller wetlands are located adjacent to Fish Lake, Chain Lake, Upper Twin Lake, and Lower Twin Lake. Wetlands along the Pine River are categorized according to several major classes and subclasses (subclassses are denoted in parentheses): forested (broad-leaved deciduous), scrub/shrub (broad-leaved deciduous, emergent/wet meadow, and open water wetlands). Similar wetland associations are found near the lakes.

### **Village of Wild Rose**

Two large wetland complexes are located within the Village of Wild Rose. A wetland is located in association with the Upper Pine River in the northwest portion of the Village. Another large wetland is located in south half of the Village of Wild Rose, between Cleveland Avenue and County Road G. The wetland adjacent to the Upper Pine River in the Village is a combination of scrub and forested broad-leaved deciduous. The wetland in the southern portion of the Village is a broad-leaved deciduous scrub wetland.

Table 7-11 shows the number of acres and the percentage of wetlands within each municipality. Not including small tracts of wetlands (less than five acres); approximately two percent (1.8%, 405 acres) of the Town of Rose is classified as wetlands, while over ten percent (13.0%, 110

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<sup>10</sup> USFWS, 1979. *Classification of Wetland and Deepwater Habitats of the United States.*

acres) of Village of Wild Rose is classified as wetland. The amount and variety of wetlands have moderate limitations on the future growth and development of the area.

**Table 7.11. Wetlands**

Community	Acres	Percent
T. Rose	405	1.8%
V. Wild Rose	125	13.2%
Total	530	2.3%

*Source: WDNR, Waushara County*

### **Groundwater**

In Waushara County, groundwater occurs mostly in the alluvium and glacial drift of the Quaternary Age and in the sandstone of the Cambrian Age. Precipitation in the form of either rain or snow is the largest contributor to recharge of the groundwater aquifers. Recharge is generally greatest in spring when water from melting snow and heavy rains saturates the ground and percolates to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, the elevation where the groundwater is extracted will fall and a local depression in the water table will result. Lower water levels cause pumping lifts to increase; therefore the yields of some wells may be diminished. Although the groundwater level has fluctuated historically, the average groundwater level is gradually being reduced<sup>11</sup>.

Groundwater within the county occurs under both water table and artesian conditions. Water in the unconsolidated beds of sand and gravel is generally unconfined and occurs under water table conditions. Confined or artesian conditions exist locally where the water in the sand and gravel deposits is confined by layers of silt or clay.

A groundwater divide, located west and parallel to the topographic, cuts through the county diagonally from the Marquette County line through the Town of Coloma and the Village of Hancock, east of the Village of Plainfield, and northeasterly to the Portage County line. East of this divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. West of this divide groundwater moves westerly toward the Wisconsin River. An area of flowing wells is found in the eastern part of the county, the western edge of this area roughly meanders in a vertical direction through the towns of Saxeville, Leon and Warren and Marion. A number of springs and artesian wells are located within the study area.<sup>12</sup> The springs provide a groundwater source for the Pine River, Willow Creek, and some other lakes.

Groundwater flow in the Town of Rose is essentially in the southeast direction. Groundwater elevations vary from approximately 1088 feet above sea level in the northwestern corner of the town to 935 feet above sea level near the southeastern corner<sup>13</sup>. Within the Village of Wild Rose, groundwater flow is basically easterly. Groundwater elevation varies from approximately 955 feet above sea level in the northwestern corner of the Village to approximately 920 feet

<sup>11</sup> George Kraft, Groundwater Specialist with the University of Wisconsin–Steven's Point

<sup>12</sup> Map of Waushara County, Wisconsin, Showing Configuration of Water Table, July 1957 and Location of Wells, Springs, and Streamflow-Measurement Sites. Water-Supply Paper 1809-B Plate 1.

<sup>13</sup> Lippelt, I.D. and R.G. Henning's, 1981. Irrigable Lands Inventory Phase I: Groundwater and Related Information.

above sea level at Pine River at the northern border of the Village. The majority of wells within the Town of Rose (386) and the Village of Wild Rose (68) are low capacity. There are 24 high capacity wells within the Town of Rose, 14 are used for irrigation purposes<sup>14</sup>.

The homes within the Town of Rose and the Village of Wild Rose are served by private wells. Although groundwater is found at varying depths throughout the two communities, the majority of groundwater in the Town of Rose and the Village of Wild Rose is found at depths greater than six feet (Table 7-12, Exhibit 7-8). In the Town of Rose groundwater depths are less than two foot for almost two percent (1.7%, 386 acres) of the land area and an additional 11.7 percent (2,608 acres) of the area has groundwater depths of 2 to 6 feet. Greater than three quarters (85.9, 19,156 acres) of the Town of Rose has a groundwater depth of greater than six feet. In the Village of Wild Rose, 18.4 percent (173 acres) of the area has groundwater depths of less than two foot; an additional 31.8 percent (300 acres) has groundwater depths of 2 to 6 feet. Groundwater depths exceed 6 feet in 47.9 percent (452 acres) of the Village of Wild Rose. The remaining 0.7 percent (150 acres) in the Town of Rose and 1.9 percent (18 acres) in the Village of Wild Rose has either no rating or is surface water. In general, there is a strong correlation between areas of high groundwater and wetlands.

**Table 7.12. Depth to Groundwater**

Community	< 2 Feet		2-6 Feet		> 6 Feet		No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Rose	386	1.7%	2,608	11.7%	19,156	85.9%	1	0.0%	149	0.7%	22,301
V. Wild Rose	173	18.4%	300	31.8%	452	47.9%	4	0.4%	14	1.5%	944
<b>Total</b>	<b>560</b>	<b>2.4%</b>	<b>2,909</b>	<b>12.5%</b>	<b>19,608</b>	<b>84.4%</b>	<b>5</b>	<b>0.0%</b>	<b>164</b>	<b>0.7%</b>	<b>23,245</b>

Source: USDA-NRCS, *Soil Survey of Waushara County, Wisconsin, 1982. Waushara County, 2005.*

According to well water information obtained from the Central Wisconsin Groundwater Center in Stevens Point, some private wells located in the area contain nitrate levels that are higher than the EPA Safe Drinking Water Act standards of 10 mg/L<sup>15</sup>. These standards apply to municipal water sources only, but are strongly suggested thresholds for private systems. Nitrates originate in both agricultural and residential fertilizers, human sewage, and farm animal waste. Excessive levels of nitrates in drinking water have caused serious illness or death in infants under six months of age. Pregnant women are also advised not to drink water in which nitrate levels exceed the EPA standards. Due to sandy soils within the County, there is potential for groundwater contamination in the shallower aquifers. However, this potential is greatly reduced in the deeper aquifers. Table 7-13 lists the results of water sample tests conducted between 1990 and 2001<sup>16</sup>. For conversion purposes, 1 part per million (ppm) is the same concentration as 1 mg/L.

<sup>14</sup> WDNR, Water well Data January, 2007. Bureau of Drinking Water & Groundwater.

<sup>15</sup> USEPA, 2005. List of Drinking Water Contaminants & MCLs. <http://www.epa.gov/safewater/mcl.html>.

<sup>16</sup> Central Wisconsin Groundwater Center, 2001. *UWEX Private Well Project: Waushara County.*

**Table 7.13. Nitrate Levels (ppm) in Waushara County Wells**

Community	None Detected	0.1 - 2.0 ppm	2 -10 ppm	10 -20 ppm	> 20 ppm
T. Rose	8	9	8	2	1

Source: Central Wisconsin Groundwater Center, UW-Stevens Point, 2001.

Three wells within the Town of Rose exceeded the EPA Safe Drinking Water Act standard of maximum of 10 mg/l. Other wells in the area may need to be monitored as the presence of nitrates was confirmed.

Atrazine prohibition areas have been established within the Town of Rose.<sup>17</sup> In prohibition areas, no person can apply, mix, or load any atrazine product, except under special conditions. The prohibition area includes all of section 36 and portions of sections 25, 26, and 35. Areas east of 17<sup>th</sup> Drive, south of CTH A, and west of STH 22 are included in the prohibition area. The Department of Agriculture has determined these areas based on well samples within the area. Atrazine prohibition areas are monitored regularly. If atrazine application is avoided, the levels will diminish, and these areas may be removed from the list.

## Wildlife Resources

### *Wildlife Habitat*

Numerous habitat types enable the Town of Rose and the Village of Wild Rose to support a varied and abundant wildlife and fish community. Habitats found within the Town and Village include streams, lakes, rivers, woodlands, marshes, open wet meadows, and fallow/abandoned farmland. White-tailed deer and small mammals such as opossum, raccoon, gray squirrels and fox squirrels are abundant in wooded areas. Lakes and streams support diverse warm water fisheries. Wetlands attract waterfowl during spring and fall migrations as well as during the nesting season. Other wildlife found in the area include grassland and wetland birds, cottontail rabbits, mink, otter, muskrats, red fox, and a wide variety of songbirds and similar passerines.

### *Rare, Threatened and Endangered Species and Natural Communities*

The Wisconsin Department of Natural Resources maintains a database of rare, special concern, threatened, and endangered species and natural communities in Waushara County<sup>18</sup>. In order to protect these communities from harm, their exact locations are not released to the public; however, Waushara County has access to this database. The public is denied information on the exact locations of the occurrences of threatened and endangered species to protect the species from harm. When a development proposal is presented to the county, the WDNR database is consulted prior to granting approval. Prior to development, precautions should be taken to minimize adverse impacts which would disturb potential habitats for these flora and fauna. In addition, design elements which provide additional habitat areas should be considered where appropriate. A copy of the Rare, Threatened, and Endangered Species and Natural Communities is included in the appendix.

<sup>17</sup> Wisconsin Administrative Code. Chapter ATCP 30.

<sup>18</sup> WDNR, 2006. Natural Heritage Inventory Program. <http://dnr.wi.gov/org/land/er/nhi/>.

### ***Exotic and Invasive Species***

Non-native species commonly referred to as exotic or invasive species have been recognized in recent years as a major threat to the integrity of native ecosystems, habitats, and the species that utilize those habitats. Invasive species disrupt native ecosystems by out-competing native plants and animals for valuable resources such as food and space. The resulting competition between native and invasive species has the potential to completely displace native species. Invasive species are found in both aquatic and terrestrial habitats. Invasive species include zebra mussels, purple loosestrife, Eurasian water milfoil, Phragmites, gypsy moths, garlic mustard, wild parsnip, multi-colored Asian lady beetles, and common and glossy buckthorn. Human livelihood and quality of life is greatly altered by invasive species; they hamper boating, swimming, fishing, and other water recreation; place an economic burden on local communities in eradication and control costs; and in some instances present a potential fire hazard. Prior to introduction of any non-native fish or wildlife, a permit from the WDNR is required pursuant to Wisconsin Statutes 29.736 and 29.745.

### **Woodlands**

Originally, the majority of Waushara County contained vegetation consisting of a mixture of oak forest species interspersed with pine forests and oak openings with an understory of prairie grasses. Woodlands are found in large stands as well as scattered throughout the towns. Woodlands comprise about 62.9 percent of the total land area in the Town of Rose and 30.4 percent of the total land area in the Village of Wild Rose (Exhibit 8-1).

Forests and woodlands within the area can be classified into one of two categories: general (unplanted) woodlands and planted woodlands. General woodlands are naturally occurring forests and hedgerows. Planted woodlands are tree plantations in which trees are found in rows; these areas include orchards, timber tracts, Christmas tree plantations and other general uses. In the Town of Rose, there are 8,846 acres of general woodlands and 5,196 acres of planted woodlands. In the Village of Wild Rose, there are 228 acres of general woodlands and 59 acres of planted woodlands. These woodlands should be considered as prime wildlife habitat areas; efforts to protect them from encroaching development should be evaluated.

**Table 7.14. Woodlands**

Community	General Woodlands		Planted Woodlands		Total Woodlands		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	
T. Rose	8,846	39.7%	5,196	23.3%	14,042	62.9%	22,307
V. Wild Rose	228	24.1%	59	6.3%	287	30.4%	944
<b>Total</b>	<b>9,073</b>	<b>39.0%</b>	<b>5255</b>	<b>22.6%</b>	<b>14,329</b>	<b>61.6%</b>	<b>23,251</b>

Source: ECWRPC, 2000. Updated by Local Comprehensive Planning Committees, 2006.

The Forest Crop Law of 1927 (FCL) and the Woodland Tax Law of 1954 (WTL) were established to encourage sound forestry practices on private lands. In 1985, the Managed Forest Law (MFL) replaced both the FCL and WTL<sup>19</sup>. Enrollment in the FCL closed in 1986 and renewal in the program is not permitted. The last WTL contract expired in 2000. The MFL ensures the

<sup>19</sup> WDNR, 2005. Managed Forest Law. <http://dnr.wi.gov/org/land/forestry/ftax/mfl.htm>.

growth of future commercial crops while balancing individual property owner objectives and society's need for compatible recreations activities, forestry aesthetics, wildlife habitat, erosion control and protection of endangered resources. As of 2005, over 40,000 acres in Waushara County were enrolled in the MFL program. Within the Town of Rose 3,494 acres were actively managed and enrolled in the program.<sup>20</sup>

### **Parks, Open Space, and Recreational Resources**

Public open space such as parks and parkways are important to the quality of life within a community. These lands serve many purposes including outdoor recreation and education; buffers between different land uses; flood and stormwater management; habitat preservation; air and surface water quality improvements; protection of groundwater recharge areas; and aesthetics. They can also enhance the value of nearby properties.

#### ***Wisconsin Department of Natural Resources (WDNR) and Public Lands***

The WDNR owns and maintains property in the Town of Rose. These parcels are designated as state fisheries areas. State fishery areas (SFAs) protect important waterways in Wisconsin by providing a natural buffer from agricultural practices or urban runoff. SFAs often preserve and manage the headwaters or springs of streams which serve as the biological base for fish and other aquatic life. SFAs are often the spawning grounds for fish. SFAs increase the availability of public access to navigable waterways throughout the state.

The **Pine River State Fisheries Area** encompasses several parcels of land located along the entire stream corridor from the Village of Wild Rose to the unincorporated village of Pine River. Overall, more than 1,600 acres of land adjacent to the Pine River are protected. One parcel is located immediately west of the Wild Rose Mill Pond; it extends northwesterly along the Pine River. Another parcel is located at the state fish hatchery. A mixture of various brush, forest, and wetlands provide suitable habitat for brook trout, deer, grouse, turkey, and a wide variety of migratory birds. The property is open to hunting, fishing, wildlife watching, and other forms of recreation.

The **Willow Creek State Fisheries Area** encompasses several parcel of land located along the entire stream corridor from Redgranite to the Town of Rose. In total, over 1,400 acres of land are protected; the property master plan has set a goal to acquire an additional 600 acres of land along the stream corridor. The northwesterly most parcel is located in the southeastern corner of the Town of Rose. The headwaters of Willow Creek, a class I trout stream, are located on the property. Other properties are scattered along Willow Creek eastward to the Town of Warren. A mixture of various brush, forest, and wetlands provide suitable habitat for brook trout, deer, grouse, turkey, and a wide variety of migratory birds. The property is open to hunting, fishing, wildlife watching, and other forms of recreation. Protecting these vital habitats from erosion and agricultural runoff will help maintain the fisheries in both Willow Creek and Lake Poygan.

The **Wild Rose Fish Hatchery** is located on STH 22 approximately 0.5 miles north of the village. The facility is only a hatching and rearing station and bloodstock facility. Fish are pen

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<sup>20</sup> WDNR, 2006. Marcia Frost-Vahradian, personal contact

raised until they are large enough to survive in the wild. Species raised at the facilities include Brown trout, Chinook salmon, muskellunge, suckers, northern pike, walleye, and lake sturgeon. Public tours are conducted for school groups, scouts, and other groups by appointment; guests can utilize the picnic area at the hatchery.

The **Ice Age National Scenic Trail** is a cooperative venture between the Wisconsin DNR and the National Park Service. Found entirely in Wisconsin, this trail provides scenic views of the moraines, escarpments, and other unique glacial features left by the glaciers in the last Ice Age. Although not entirely completed at the present, the trail will traverse a 1,200 mile long corridor throughout the state. Several established portions of the trail are located within WDNR parcels throughout western Waushara County. Currently, several routes for the trail have been proposed in the Town of Rose. Spur trails would allow access to the Ice Age Trail from the Village of Wild Rose.

### ***Environmental Corridors***

Environmental corridors are continuous systems of open space created by the natural linkage of environmentally sensitive lands such as woodlands, wetlands, and habitat areas that provide important travel ways for a variety of wildlife and bird species. These features are sensitive natural resources; preserving the corridors from development protects habitat and keeps non-point source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

Although the WDNR has purchased land along the Pine River and Willow Creek, some land remains unprotected. Caution must be taken to direct development away from the environmental corridors along these waterways.

### **Mineral Resources**

**Non-metallic Mineral Resources.** Non-metallic mineral resources include all mined minerals other than those mined as a source of metal. Economically important non-metallic minerals include building stone, lime, sand, gravel, and crushed stone. No non-metallic mining sites are located within the Town of Rose or the Village of Wild Rose; the nearest non-metallic site is located in the Town of Oasis.

**Metallic Mineral Resources.** Metallic mineral mining refers to mining of mineral deposits that contain recoverable quantities of metals such as copper, zinc, lead, iron, gold, silver, and others. There are no metallic mineral resources in the Town of Rose or the Village of Wild Rose.

### **Solid and Hazardous Waste**

The Wisconsin Department of Natural Resources has inventoried past and current sites which have been used for solid and/or hazardous waste disposal<sup>21</sup>. The list includes active, inactive, and abandoned landfills and collection sites. Inclusion of a site on the Registry does not mean that environmental contamination has occurred, is occurring, or will occur in the future.

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<sup>21</sup> Wisconsin Department of Natural Resources. 1999. *Registry of Waste Disposal Sites in Wisconsin*.

Instead, the document is intended to be utilized as a general information resource and planning tool. According to the Wisconsin Department of Natural Resources Registry of Waste Disposal Sites in Wisconsin, June 1999 update, the following sites are listed within the Town of Wild Rose and the Village of Wild Rose (See Exhibit 8-2):

#### Town of Rose

- NW ¼ of the SW ¼ of Section 4 (current Waushara County Collection site)
- SW ¼ of the SE ¼ of Section 35

#### Village of Wild Rose

- 450 Mill Street (Deist Forest Products Wood site)

New development should avoid these areas. However, future re-use of these areas should be considered on the proposed land use plan. Ideally new wells should be located at least 1,200 feet away from former landfill sites. According to the WDNR, it is not necessary to consider the Diest Forest Products Wood site in the Village of Wild Rose as a hazardous waste site, since this site handled clean wood.<sup>22</sup> Therefore a 1,200 foot buffer around this site is not necessary and will not be indicated on the future land use map.

### **Air Quality**

Air quality, particularly good air quality, is often taken for granted. Clean air is vital to maintain public health. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use. As communities become more spread out, the use of automobiles increases dramatically, resulting in more emissions and subsequent decreases in air quality. As residential development moves into rural areas, there are increased conflicts between non-farm residents and agricultural operations that emit odors and dust. Emissions from certain industrial uses also have the potential to impact air quality.

There are no areas in Waushara County which exceed the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide. The nearest ozone monitoring sites are in Brown and Outagamie Counties; all sites are within attainment standards.<sup>23</sup>

### **Cultural Resources**

Cultural resources include an inventory of historic buildings, sites, structures, objects and districts. They also include an inventory of local archeological sites. Cultural resources define a community's unique character and heritage.

### ***Local History***

The earliest inhabitants of Waushara County were Native Americans of the Menominee, Winnebago and Chippewa Nations. Considerable evidence of their civilization has been found. A total of 332 mounds, 49 camp and village sites, two spirit stones, two cemeteries, and several other archeological sites have been identified within the County. In the Group E Planning Area,

<sup>22</sup> WDNR, 5-17-07. Personal contact, Dave Misterek.

<sup>23</sup> U.S. Environmental Protection Agency. 2004. *County Air Quality Report – Criteria Air Pollutants*.

a trail used by Native Americans and early settlers intersected the area approximately along what is now CTH A. The Village of Wild Rose was the former location of a rather large Native American camping ground containing garden beds on both banks of the Pine River east of the present Millpond. There was also a Native American camp at the location of what is now the Wild Rose State Fish Hatchery. There are several mound sites and a camp in the Town of Rose. A small oval mound stood on a hill in approximately the center of the Town of Rose. On what is now the grounds of Camp Moshava there were a series of three conical mounds in a triangular formation on the southeast corner of Fish Lake. There was also a conical mound and a campsite on the ridge between the two small lakes directly east of Fish Lake known at the time as Mud Lake and Devil's Lake.<sup>24</sup> On October 18, 1846, the Menominee Tribe ceded their land, including Waushara County, to the U.S. Government.

In 1848, Isaac and William Warwick, the first white settlers to the area, built a log cabin in the Town of Marion. During the winter of 1848 to 1849, Philip Green settled on the site of the former Village of Wautoma. Other settlers soon followed. By 1849 a crude dirt road was built between Berlin (Strong's Landing) and Wautoma (Shumway Town). The 1849 road roughly corresponds with present day CTH F. The community of Sacramento, located on the south side of the Fox River, was platted in either 1849 or 1850 and a post office was established for the community in 1852. On February 15, 1851, the Wisconsin Legislature established Waushara County and selected Sacramento as the county seat. The county seat was moved to Wautoma in 1854 when a bridge across the Fox River directed traffic away from Sacramento and its ferry service.

The first settlers to establish homes in the Town of Rose were Elisha Stewart in 1850, Josiah "Jesse" Etheridge in 1851, and Ben Evans in 1853.<sup>25</sup> The Village of Wild Rose was established in 1873 by J.H. Jones when he built a store on John Davies farm and ran a post office there. The Village of Wild Rose continued to development when the Chicago Railroad arrived in the Village in 1905. With the railroad came thieves, and in 1905 robbers attempted to steal from the bank, post office, and the Holt and Jones store. The four robbers were captured by a posse from Wild Rose; this event is reenacted annually by the Village. In 1908 the Wild Rose Fish Hatchery was established, it is now a State Fish Hatchery and historical site.<sup>26</sup>

### ***State and National Register of Historic Places***

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history. Sites are based on the architectural, archaeological, cultural, or engineering significance. Some examples of eligible

<sup>24</sup> Fox, Geo. R. and Tagatz, E.C. *The Wisconsin Archeologist: Indian Remains in Waushara County*. no. 3, vol. 15. October 1916.

<sup>25</sup> Apps, Jerry. *Village of Roses*. Wild Rose Historical Society. Wild Rose, WI. 1973.

<sup>26</sup> Ramlow, Robert A. *Wild Rose Wisconsin Centennial: 1873 to 1973*. Village of Wild Rose, WI. 1973.

buildings in the Village of Wild Rose include the Mercantile Co. building, the grist mill, the feed mill, and the Bird Song Bed and Breakfast. Wild Rose had one of the first telephone exchanges in the State, and it was instrumental in hastening the successful capture of the 1905 bank robbery suspects.

At the present, no properties within the Town of Rose and Village of Wild Rose are listed on the National Register. However, the National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties. This can be found by accessing the DHP website (<http://www.wisconsinhistory.org/hp/register/welcome.asp>) or by contacting the DHP at (608) 264-6500.

### ***Architecture and History Inventory (AHI)***

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such as highway construction projects. A minimal amount of this type of survey work has been done in Waushara County. Surveys to identify properties of local significance have been completed in the Town of Rose and the Village of Wild Rose. The Wisconsin Historical Society records indicate that a survey of the Town of Rose was completed in 1991 and 1997 and that a survey of the Village of Wild Rose was conducted in 1973 and 1981.

A search of the DHP's on-line Architecture and History Inventory (AHI) reveals the following about the Town of Rose and Village of Wild Rose:

- Forty-five properties in the Village of Wild Rose are included in the AHI. These properties include houses, retail buildings, banks, churches, a mill, blacksmith shop, gas station, hotel, opera house, and the Village of Wild Rose Hall. Eight of these properties are part of the Pioneer Museum.
- Fifteen properties within the Town of Rose are included in the AHI. All these properties are part of the historic Wild Rose Fish Hatchery and include a residence as well as a variety of utility buildings and hatchery structures.

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated. Information can be found on the DHP web site (<http://www.wisconsinhistory.org/ahi/welcome.asp>).

### ***Archaeological Sites Inventory (ASI)***

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available on-line. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process.

### ***Museums/Other Historic Resources***

Museums protect valuable historic resources for community enjoyment. The **Pioneer Museum** is located in downtown Wild Rose and was established in 1963. The museum consists of seven of the original buildings in the village including a school, bank, and Victorian style house. One building currently houses the Wild Rose Gift Shop. Exhibits document the early history of the settlement. Tours are available Wednesdays and Saturdays throughout the summer. The **Waushara County Museum** is housed in the former county jail in Wautoma. The Waushara County Historical Society maintains several exhibits detailing the genealogy, antiques, and the history of the sheriffs department. The original doors and bars of the jail cells have been preserved. Other nearby museums are located in the Oshkosh and Appleton areas.

### ***Local Landmarks***

In every community, there are specific buildings, trees, geological formations, or other natural or man-made landmarks everyone within the community recognizes. These landmarks often have historical or cultural significance unique to the community. It is important to preserve the history and significance of these local landmarks. There is a gas station in the Village of Wild Rose that has an Oriental style tile roof which is significant because it is a representative architectural icon from that period. The buildings preserved in the Pioneer Museum also represent typical local architecture.

Churches are often important landmarks as they serve as the focal points for both community worship and social events. There are several churches located in the Village of Wild Rose.

#### **Wild Rose**

- ◆ Grace Bible Church (Wild Rose High School, 600 Park Avenue)
- ◆ Saint Paul's Lutheran Church (420 Park Avenue)
- ◆ Plainfield United Methodist Parsonage (631 Carey Avenue)
- ◆ Wild Rose Baptist Church (626 Carey Avenue)
- ◆ Wild Rose United Methodist Church (223 Summit Avenue)
- ◆ Wild Rose Presbyterian Church (501 Jackson Street) (Welsh heritage)

Neither the Town nor the Village have a historic preservation commission but the Wild Rose Historical society is a very active advocate group which frequently publishes historical articles in the Argus newspaper.

Town-wide historic preservation ordinances and commissions exist in other parts of the state and should be enacted in Waushara County. Towns that already have ordinances tend to be in the vicinity of larger cities where cultural resources are threatened by the effects of sprawl. For example, the towns of Perry and Westport outside of Madison have enacted such legislation. These towns have historically had larger populations and commensurately large numbers of resources with which a commission can work. Nevertheless, rural towns are beginning to lose resources due to sprawl from smaller municipalities and changes in the farming base of Wisconsin. Town historic preservation commissions can help counteract the negative effects of these trends and help to preserve the agricultural heritage of the state.

### ***Additional properties nominated to the National Register***

The benefits afforded properties on the National Register need to be publicized within the area. The benefits include protective consideration during state and federal projects as well as eligibility for two tax credit programs: the 25% Historic Preservation Tax Credit for Income Producing Properties and the 25% Historic Homeowners Tax Credit. Both of these typically require that the property in question be listed on the National Register. The Archaeological Sites Property Tax Exemption program is also available for listed archaeological sites.

The DHP provides funds for surveys to identify and evaluate historical, architectural, and archaeological resources; nominating properties and districts to the National Register; and establishing a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identifies target communities during each funding cycle. In recent years, the DHP has favored underrepresented communities including unincorporated communities or villages or fourth-tier cities with a population less than 5,000. In addition, many private funding sources specifically target smaller communities in the more rural areas of the state.

The Village of Wild Rose and the Town of Rose should seek – either independently or collectively – grant money to fund architectural and historical surveys. Such surveys would identify properties that are potentially eligible for the National Register and contribute a base of information to AHI for future planning endeavors.

### ***Historic preservation included in smart growth planning***

Smart Growth is an umbrella term for a set of tools that communities can use to ensure that growth occurs in harmony with community goals and interests. Smart Growth is also a broad movement embraced by environmentalists and public officials across the country seeking, not to prevent progress, but to ensure that growth is planned in order to produce a high quality of life. Historic preservationists care about Smart Growth because they understand that larger land use decisions made about transportation, zoning, and subdivisions can directly impact local efforts to preserve a historic building, and archaeological site, or a historic downtown.

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

Wisconsin's important agricultural base is strongly integrated with its natural resources. Complex agricultural patterns are mixed with the state's natural features to form a patchwork of different land uses. Natural resource issues and concerns are closely linked to activities taking place on agricultural lands, not only adjacent to one another, but in the area. Soil erosion from farm fields and surface water runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers, and lakes. Leaching of pesticides and nutrients has the potential to impact underground aquifers and affect drinking water supplies. There is a growing concern, especially in areas where rural residential development is occurring, about the impact of livestock farming on air quality. However, it is important to note that individual farming operations differ in management practices and vary widely in their contribution to these environmental problems.

Although agricultural activities can have negative impacts on the environment, they can also provide positive benefits. People value the open agricultural landscape and the benefits of maintaining wildlife habitats. Other benefits include nutrient recycling and enhanced water recharge.

The long, rich history of farming in Wisconsin has led to the creation and exposure of many of the state's archaeological sites. In the area it is not uncommon to find evidence of native villages and burial mounds. Architecturally distinctive homes, barns or entire farmsteads can reflect a significant time period, be associated with a notable person, reflect ethnic building types and construction practices, or represent an example of a once important agricultural specialty.

### **Economic Development**

Agriculture and natural resources should be considered when developing a plan for economic development. It is important to remember that farming is still an important segment of Waushara County's rural economy. There may be specific economic development strategies that could help improve the well-being of local farmers, as long as financial conditions remain difficult, farmers will continue to find alternative uses for their land. Natural resources can provide a positive economic benefit to the area through recreational uses and overall aesthetics. However, protection and impact to the area's natural resources should be considered whenever a new business or development is proposed.

Cultural and natural elements provide opportunities for enhanced quality of life for current residents and can be a valuable tool to bring new workers and employers to the area. Historic preservation can be used to enhance unique qualities that are found in the Town of Rose and Village of Wild Rose.

### **Housing**

Agriculture and natural resources need to be considered when planning for the housing element. Most new residential construction is occurring on agricultural land or adjacent to significant natural resources such as a lake, stream, river, wetland, steep slope, or woods. Although these natural features provide aesthetically pleasing views for new homeowners, residential encroachment has detrimental impacts to the natural resource base. In many areas, housing development patterns have been rather haphazard. Scattered housing patterns have resulted in high costs to local communities in the form of lost farmland, increased demand for public services, and conflicts between homeowners, farmers, environmentalists, and recreationalists. Demand for home sites also drives land costs upward, reducing the ability of farmers to buy land to either begin farming or expand existing operations.

Existing older housing stock provides community character and reflects the historical development of the area. Older neighborhoods often offer the best opportunities for low income housing that can be rehabilitated using community improvement programs. Abandoned historic industrial buildings and old schools can be retrofitted and preserved to provide unique and attractive affordable housing for the community.

As the baby boom population ages there will be an increased need for alternative housing for those who can no longer afford to keep up with the maintenance of a home. At present three senior housing opportunities exist: Grace Apartments – independent living for seniors; Rosemoore Village – independent assisted living; and Elmar Apartments - a 12 unit subsidized housing lower income development that accepts seniors.

## **Transportation**

Transportation planning should consider the transportation needs of the area. Transportation is critical to the agricultural community because it provides access to suppliers, processors, haulers, and other support industries. The transportation network also allows goods to be brought to local, regional, national, and international markets. An efficient transportation network can increase income levels for Wisconsin farmers. Additionally, when planning for transportation, it is important to consider how rural residential developments and expanding agricultural operations will affect the transportation infrastructure and safety of the local area. Development and subsequent transportation improvements may impact the area's natural resources, wetland areas, and farmland adjacent to existing highway corridors. To minimize this impact, the Town of Rose, Village of Wild Rose, and Waushara County should monitor these situations and consider development techniques that offer greater environmental protection.

When transportation corridors are expanded or proposed, care should be taken to minimize the effects on historical and cultural resources. Sensitivity must be shown for historic buildings and markers as well as archaeological sites and objects. The integrity and identity of a community is depended on the preservation of its historic character and distinctive natural features. For example, the identity and aesthetics of a historic neighborhood can easily be threatened by a street widening project that removes large trees and narrows street terraces.

## **Utilities and Community Facilities**

Planned development leads to an efficient use of public infrastructure and reduces the amount of sprawl, which leads to the consumption of the rural landscape and other natural resources. Educating local officials and citizens about how local land use decisions impact the agricultural industry is important if the ability to grow and raise food is to be preserved. Diminishing farmland also affects a community's ability to land spread bio-solids, a byproduct of the wastewater treatment process. As large areas of farmland in close proximity to suburban areas decrease, communities must travel longer distances to dispose of this waste, thereby increasing the cost of sewage disposal.

Similar to farmland, our natural resources are limited and are being consumed at an alarming rate. Renewable energy, or green energy, an alternative energy source, is created from sustainable natural resources. Fossil fuel emissions lead to persistent health and environmental problems, regional haze, acidification of lakes, streams, and forests, mercury in fish and other wildlife, acidic damage and erosion to buildings and other materials, ozone damage to forests, and eutrophication of water bodies.

To maintain our quality of life, it is essential that not only is growth accommodated but that it be done while protecting our natural environment. The quality of the region's surface and

groundwater resources are linked to the proper siting, installation, and maintenance of individual on-site wastewater systems. Improper treatment and discharge of human waste and bacteria can contaminate public and private water supplies. The impact of increased development and associated impervious area can adversely affect groundwater quality and quantity.

Public building such as city or town halls, county courthouses, schools, water treatment plants, water towers, libraries, and fire stations are often architecturally significant landmarks in a community and are an important element of the community's character. Even when these buildings have outgrown their original use, they are often converted into a community center, senior center, housing or another productive use due to the community's attachment to them.

### **Land Use**

Land use is an integral part of all the elements in the plan. Residents have clearly indicated through the community questionnaire that preservation of agricultural land and the area's natural resources is very important to them. People also expressed the need for planning to protect the rural atmosphere while allowing for controlled orderly development. Opportunities for historical preservation should also be considered in all future planning, zoning, and development decisions.

### **Intergovernmental Cooperation**

Many agricultural and natural resource issues affect more than just the local area. Watersheds and other ecosystems, economic conditions, transportation patterns, and housing can impact regions as a whole. Activities in one area will affect areas downstream or downwind. Regional development patterns and neighboring municipal land use policies can affect the prices and availability of land and the economic performance of local farms in adjoining towns. Unless towns, cities, villages, and counties communicate and coordinate effectively, it may be difficult to control growth in agricultural areas, preserve farmland, and plan for agriculture. The Town of Rose entered into a joint fire protection district with several other surrounding towns. The fish hatchery trail development project stretches from its origins in the Village of Wild Rose to the Towns of Rose and Springwater. This is a good example of intergovernmental cooperation on a project that includes about 200 acres.

## **POLICIES AND PROGRAMS**

### **State, Regional, County, and Local Policies**

**Wisconsin Administrative Code.** Comm 83, revised during the 1990s to add provision for new wastewater treatment system technologies and land suitability criteria, came into effect on July 1, 2000. Unlike the code it replaced, the new rules prescribe end results – the purity of wastewater discharged from the system – instead of specific characteristics of the installation. This rule provides land owners with more on-site wastewater treatment options, while at the same time protecting natural resources and groundwater. Within Waushara County, holding tanks are banned for new construction and are not allowed for replacement systems unless the property cannot support any other on-site sewage disposal systems.

NR-103, Water Quality Standards for Wetlands, establishes water quality standards for wetlands.

NR-115, Wisconsin's Shoreland Management Program, requires counties to adopt zoning and subdivision regulations for the protection of all shorelands in unincorporated areas.

NR-116, Wisconsin's Floodplain Management Program, requires municipalities to adopt reasonable and effective floodplain zoning ordinances.

NR-117, Wisconsin's City and Village Shoreland-Wetland Protection Program, establishes minimum standards for city and village shoreland-wetland zoning ordinances.

NR-135 was established to ensure that nonmetallic mining sites are properly abandoned. This law promotes the removal or reuse of nonmetallic mining refuse, removal of roads no longer in use, grading of the nonmetallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative groundcover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing nonmetallic mining sites, and development and restoration of plant, fish and wildlife habitat if needed to comply with an approved reclamation plan.

**Wisconsin State Statutes.** The Town of Rose has adopted village powers under Wis. Stats. Ch 60, Sec 60.62. This allows the towns to adopt their own zoning regulations, provided they are at least as restrictive as the Waushara County's. However, since Waushara County has already adopted a County Zoning Ordinance, the town would need to obtain permission from the County prior to adopting town zoning.

### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central is currently working on a regional comprehensive plan. As a part of this planning effort, East Central has proposed several core policies and/or goals for agricultural, natural, and cultural resources.

### **Agricultural Resources**

- Encourage appropriate and practical conservation oriented land and wildlife management practices.
- Promote management of renewable resources in ways compatible with sustained yield.
- Support land use patterns which are consistent with soil suitability and other environmental considerations.
- Encourage development on lands not suitable for farming and community recreation.
- Maintain employment and increased income in the agricultural sector.
- Encourage contiguous planned development to eliminate the intermingling of farms and urban land uses.

- Preserve land suitable for the production of food and fiber to meet present and future needs.
- Promote adoption of exclusive agricultural zoning districts to ensure that valuable farming lands are not lost or disrupted by urban land uses.

### **Natural Resources**

- Improve and protect surface and groundwater quality.
- Improve and/or maintain high air quality.
- Preserve and protect environmentally sensitive areas and promote the linking of these areas into environmental corridors.
- Manage wildlife and wildlife habitat in a manner that maintains ecological stability and diversity while considering the social and economic impacts.
- Protect nonmetallic mineral deposit sites.
- Ensure sufficient natural public open space is provided to meet the active and passive recreational needs of all residents while preserving and protecting the region's natural and cultural resources.
- Promote the consideration of design and aesthetics as a means of ensuring that communities and the region as a whole remain attractive as places to live, work, and play.

### **Cultural Resources**

- Establish a regional cultural resource implementation committee to work on pursuing implementation of the regional cultural resources plan.
- Hold an annual Cultural Resources Summit where local organizations, preservation professionals, HP commissioners, and the general public could hear speakers, exchange ideas and interact with each other, raise and address current issues and needs, and encourage support for cultural resource appreciation, enhancement, and protection.
- Create a web-based clearinghouse to serve the region, offering a variety of resources to support preservation of our prehistoric and historic, archeological, and cultural heritage.
- Ensure that decision makers have understanding of, and an appreciation for, cultural resource protection.
- Make the public better aware of the tax benefits and protections which are available to local landmarks, state and national register site properties, as well as associated responsibilities.

- Work with the Wisconsin Historical Society to increase access to the WHS WHPD database and expand its usefulness to a broader user base.
- Develop an easy, reliable way to alert local government officials conducting permit reviews, and prospective buyers making land/home purchase decision, as to the location of culturally significant properties by including these cultural resource status designations in all title transfer records.
- Work with local and regional groups to update the State's list of archaeological and historical inventories.
- Revise the Wisconsin State Statutes (709.02) to expand and include "archaeological sites" as well as historic buildings and sites, in the items which realtors must make known to potential buyers.
- Prevent generational loss of cultural heritage by encouraging the use of more cultural resource programming in the history and social studies curriculum of K-12 and higher education institutions in the region.
- Establish a Cultural Resource Center for the ECWRPC region.
- Encourage greater interaction and sharing of ideas, resource materials, etc. between the private sector and the public sector, volunteers and professionals.

These policies and goals are consistent with the Town of Rose and the Village of Wild Rose visions for the future to preserve the natural resource base while allowing for environmentally sound development and provision of recreational needs.

### ***County***

**Waushara County Zoning Ordinance.** The Waushara County Zoning Ordinance regulates zoning in the Town of Rose. The following Chapters contain relevant information.

Chapter 22, Manure Waste Storage Ordinance regulates the location, design, construction, installation, alteration, closure, and use of manure storage facilities in order to prevent water pollution and the spread of disease. The county does not currently regulate large animal farming operations (CAFOs); however, regulation of these operations is being investigated and may be included under the Manure Waste Storage Ordinance.

Chapter 54, Utilities, of the Waushara County Code of Ordinance regulates private on-site wastewater treatment systems within the unsewered portions of the towns of Aurora and Bloomfield. 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 is contained within Chapter 22. This ordinance declares that improper disposal of sewage and effluents are a public health hazard.

Chapter 58, Zoning defines the different zoning categories and identifies what land uses are permitted in a given zone. Approximately 94 percent of the Town of Rose is zoned for General Agriculture (A-G), the town also has a limited amount of land assigned to other zoning districts, including Parks and Recreation and Single Family (R-20), which allow for on-site conventional septic systems. Exclusive agricultural zoning is not practiced within the county. The A-G zone is designed primarily for large-scale agricultural uses of land related to growing of crops and the raising of livestock. However, single family residential homes are permitted. According to the Waushara County Zoning Ordinance, all unincorporated areas within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages within 300 feet of the ordinary high water mark of a navigable river or stream fall under Shoreland Jurisdictional Area. Restrictions meant to protect these areas address lot size, setbacks, building, permitted uses, vegetative shore cover, grading and filling.

**Waushara County Farmland Preservation Plan.** Waushara County adopted a Farmland Preservation Plan on June 9, 1981. The goal of program is to preserve productive and potentially productive agricultural land, forest land, and environmentally sensitive areas while providing other areas for well planned growth in other appropriate areas of the county. Adoption of this plan allows farmers in preservation areas (existing farms with a minimum of 35 acres of productive cropland that are mapped as preservation areas) to sign a voluntary agreement under the State's Farmland Preservation Act for tax credits. Even though existing cropland is enrolled in this program, farmland in the County continues to be lost as more people seek homesites in rural areas.

### *Local*

#### **Village of Wild Rose**

The Village of Wild Rose regulates zoning within the Village.

**Floodplain Ordinance.** The Village of Wild Rose Floodplain Zoning Ordinance Chapter 4 was adopted in 1989; a revised Chapter 4 dated April 2007 is currently in draft form and has not been formally adopted<sup>27</sup>. The ordinance regulates development in flood hazard areas to protect life, health and property. It provides a uniform basis for the preparation, implementation and administration of sound floodplain regulations for all floodplains with the municipality to protect life, health and property; minimize expenditures of public monies for costly flood control projects; minimize rescue and relief efforts, generally undertaken at the expense of the tax paying public; minimize business interruptions which usually result in the loss of local incomes; minimize damages to public facilities on floodplains such as water mains, sewer lines, streets and bridges; minimize the occurrence of future flood blight areas on floodplains and prevent increases in regional flood heights that could increase flood damage and may result in conflicts or litigation between property owners.

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<sup>27</sup> Village Clerk. Personal conversation 5 23 07.

## Federal and State Programs

### *Federal*

#### United States Department of Agriculture

**Conservation Reserve Program (CRP) and Conservation Reserve Enhancement Program (CREP).** These programs protect sensitive land by reducing erosion, increasing wildlife habitat, improving water quality, and increasing forestland. CREP, a partnership between federal and state agencies and county land conservation departments, allows a landowner to enroll agricultural lands into various land conservation management practices. To be eligible under this program, farmland needs to be highly prone to erosion and must have been planted for 4 to 6 years before the enactment of the 2002 law. Marginal pastureland is also eligible. Producers need to develop and follow a plan for the conversion of cropland to less intensive use and to assist with the cost, establishment, and maintenance of conservation practices.

**Grassland Reserve Program (GRP).** This program is used to protect private grasslands, shrublands, and pasturelands. Agricultural areas which were formerly one of these ecosystems are also eligible for enrollment. The program helps to restore native grasslands and forbs by banning any agricultural practice which requires breaking the ground. Landowners must place their land into an easement for a period of between 10 and 30 years. An accompanying restoration plan delineates how best to return the area to a natural state. Program participants must share in installation costs.

**Wildlife Habitat Incentives Program (WHIP).** This voluntary program is used to develop or improve wildlife habitat on privately owned land. All private land is eligible for this program unless the land is enrolled in CRP, WRP, or other similar programs. Producers must design and implement a wildlife habitat development plan and assist in the implementation costs.

**Environmental Quality Incentives Program (EQIP).** This voluntary conservation program promotes agricultural production and environmental quality and compatible goals. Financial assistance and technical help are offered to assist eligible participants in the installation and implementation of structural improvements and management practices which better protect agricultural land from environmental degradation. All private agricultural land is eligible for enrollment including cropland, grassland, pastureland, and non-industrial private forestland. Participants are required to develop and implement a EQIP plan that describes the conservation and environmental purposes to be achieved. Participants must share in the overall costs.

**Forest Land Enhancement Program (FLEP).** This program aids landowners in the application of sustainable forestry on private land. The program places a permanent easement on farmland. All non-industrial private forestlands are eligible for financial, technical, and educational assistance. Landowners must develop and implement a management plan to harvest timber while protecting the environmental quality of the forest.

**UDSA Farmland Protect Policy Act (FPP).** The purpose of this program is to maintain prime farmland in agricultural use through agricultural conservation easements. This program

provides funding for state, tribal, or local government to purchase development rights on prime agricultural land.

**Wetland Reserve Program.** This program which provides financial and technical assistance to private landowners to restore, protect, and enhance wetlands. The management goals include restoring both the functional values of the wetlands and providing optimal wildlife habitat. Most private wetlands that were converted to agricultural uses prior to 1985 are eligible. Participants must develop and follow a plan for the restoration and maintenance of the wetland and, if necessary, assist in the cost of restoration.

## **US Environmental Protection Agency**

**Clean Water Act (1977).** The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the United States.

**National Pollution Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two–phased program addresses the non-agricultural sources of stormwater discharges and industrial/municipal effluents 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.

## ***State***

### **Wisconsin Department of Agriculture, Trade and Consumer Protection**

**Wisconsin Farmland Preservation Program.** The 1977 Wisconsin Farmland Preservation Program was developed to preserve farmland through local planning and zoning; promote soil and water conservation; and provide tax relief to participating landowners. Landowners qualify if their land is located in an exclusively agricultural zoning district or if they sign an agreement to use their land exclusively for agricultural purposes. Participating landowners must comply with soil and water conservation standards set by the state Land Conservation Board.

### **Wisconsin Department of Revenue**

**Farmland Tax Relief Credit Program.** The Farmland Tax Relief Credit Program provides tax relief to all farmland owners with 35 or more acres. The credit is computed as a percentage of the first \$10,000 in property taxes up to a maximum credit of \$1,500. The DOR determines the actual percentage based on the estimated number of claims and amount appropriated for the credit.<sup>28</sup>

### **Wisconsin Department of Natural Resources**

**Wisconsin Pollutant Discharge Elimination System Permits (WPDES).** The Wisconsin Pollutant Discharge Elimination System Permits (WPDES) was instituted as a complement to the

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<sup>28</sup> Wisconsin Department of Revenue. 2002. *Division of Research and Policy Farmland Preservation Credit Program and Farmland Tax Relief Credit Program.*

NPDES program. WPDES regulates municipal, industrial, and agricultural operations which discharge (or have the potential to discharge) into local surface waters. Depending on the site-specific land use, the program regulates three different uses. Wastewater discharge permits regulate effluents discharged by industries and municipalities into surface and groundwater. Construction sites greater than one acre and industrial sites (non-metallic mining) are regulated through stormwater runoff permits.<sup>29</sup> Concentrated Animal Feeding Operations (CAFOs) with 1,000 animal units or more are regulated as a result of potential contamination from animal waste.<sup>30</sup> If an individual operation is found to be a significant contributor of pollutants, it may be considered a medium-sized CAFO; permits can be issued for medium-sized CAFOs which exceed 300 animal units.

In order to be defined a CAFO, the agricultural operation must first be defined as a animal feeding operation (AFO). AFOs are facilities which animals are stored, stabled, or fed for at least 45 days within a 12 month period and which vegetation or post-harvest residues are not sustained in the normal growing season over any portion of the facility.<sup>31</sup> Permits require CAFOs to provide runoff management plans for outdoor lots and feed storage areas; a manure storage facility plan/diagram, an annually updated comprehensive manure management plan; and routine monitoring and reporting of daily operations. Permits are issued for a maximum of five years. The permit system regulates land application, manure storage, and runoff management; it does not address noise, land values, traffic, odors, traffic, or other similar types of issues because there is no statutory authority to do so. These issues must be regulated by county and local ordinances.

### **Wisconsin Shoreland Management Program**

Shoreland zoning can enhance the quality of surface water, protect wildlife habitat, and improve its aesthetic appearance. The Wisconsin Shoreland Management Program is a cooperative effort between state and local governments. Local governments are allowed to adopt shoreland and floodplain zoning to direct development in compliance with state minimum standards. Specific ordinances regulate zoning for wetlands (NR-103), shorelands (NR – 115), and floodplains (NR – 116). Cities and villages can adopt similar zoning ordinances under NR – 117.

**Forest Crop Law and Managed Forest Law.** In 1927, the Wisconsin Legislature enacted the Forest Crop Law (FCL), a voluntary forest practices program to encourage sound forestry on private lands. It has promoted and encouraged long-term investments as well as the proper management of woodlands. This law allowed landowners to pay taxes on timber only after harvesting, or when the contract is terminated. Since the program expired in 1986, participants are not allowed to re-enroll in the program. Since 1986, the Managed Forest Law has replaced the Forest Crop Law.

The Managed Forest Law (MFL), enacted in 1985, encourages the growth of future commercial crops through sound forestry practices. To be eligible, a landowner must own at least 10 contiguous acres of woodlands in a village or town. The landowner must implement a forestry management plan for future commercial harvests on the land. Contracts can be entered for a period of either 25 or 50 years. Portions of the land enrolled are open to public access for

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<sup>29</sup> Wisconsin State Statutes NR 135 and NR 216.

<sup>30</sup> Wisconsin State Statutes NR 243.

<sup>31</sup> U.S. Environmental Protection Agency and U.S. Department of Agriculture. 1999. *Unified National Strategy for Animal Feeding Operations*.

hunting, fishing, cross-country skiing, sight-seeing, and hiking. The program recognizes individual property owners' objectives while providing for society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources.

**Wisconsin Forest Landowner Grant Program.** The Wisconsin Forest Landowner Grant Program assists private landowners in protecting and enhancing their woodlands. Only private non-industrial forest owners of at least 10 acres but no more than 500 acres who have an approved or pending forest stewardship management plan are eligible for assistance. Qualified projects include reforestation; soil and water protection; wetland and riparian protection, restoration, and creation; fish and wildlife habitat enhancement; recreational, historic, and aesthetic forest enhancement; and endangered or threatened resources protection.

The Town of Rose owns over 405 acres in the northwest area of the Town, and over half of this land is in the school forest program. The school district has an additional 135 acres in the school forest program which are used for hiking, hunting and educational purposes. The Town's acreage in this program is a perpetual source of revenue for the town, as well as a recreational benefit for the community.

**Forest Land Enhancement Program (FLEP).** The purpose of this program is to assist private landowners in protecting and enhancing their forested lands and water by providing cost-share reimbursement for sustainable forestry practices.

**Partners for Fish and Wildlife.** Partners for Fish and Wildlife is a program which provides financial and technical assistance to private landowners to restore, protect, and enhance wildlife habitats on their land. This is a voluntary incentive based program. State resource agencies and individual landowners work closely with the Service to help establish priorities and identify focus areas. The restoration of degraded wetlands, native grasslands, streams, riparian areas, and other habitats to conditions as close to natural is emphasized. The program's philosophy is to work proactively with private landowners for the mutual benefit of declining Federal trust species and the interests of the landowners involved. A 50 percent cost sharing is required from individual landowners. Landowners must sign an agreement to retain the restoration for a minimum of 10 years. During this time period, no other private property rights are lost.

### **Wisconsin Historical Society**

The Wisconsin Historical Society (WHS) Division of Historic Preservation (DHP) provides funds for conducting surveys to identify and evaluate historical, architectural, and archaeological resources, nominating properties and districts to the National Register, and carrying out a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identified target communities during each funding cycle. In recent years the DHP has favored underrepresented communities: unincorporated communities or villages or fourth-tier cities with a population less than 5,000. A set of funds is also designated for use by Certified Local Government (CLG) status communities. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

**Federal Historic Preservation Credit.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in the federal income taxes. To qualify, buildings must be income producing historic buildings, must be listed on the National Register of Historic Places, or contribute to the character of a National Register Historic District.

**Wisconsin Supplemental Historic Preservation Credit.** This program returns an additional 5 percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get National Park Service approval before they begin any work.

**25-Percent State Income Tax Credits.** This program can be used for the repair and rehabilitation of historic homes in Wisconsin. To qualify, buildings must be either listed on the state or national register; contribute to a state or national register historic district; or be eligible for individual listing in the state register.

**EXHIBIT 7-1**  
**IMPORTANT FARMLAND CLASSES**

**EXHIBIT 7-2**

**SOIL LIMITATIONS FOR ON-SITE WASTE DISPOSAL**

**EXHIBIT 7-3**

**SOIL POTENTIAL FOR BUILDING SITE DEVELOPMENT**

**EXHIBIT 7-4**  
**SOIL LIMITATIONS FOR SEPTAGE SPREADING**

**EXHIBIT 7-5**  
**STEEP SLOPES**

**EXHIBIT 7-6**  
**FLOODPLAINS**

**EXHIBIT 7-7**

**WDNR WETLANDS**

**EXHIBIT 7-8**  
**DEPTH TO GROUNDWATER**

## AGRICULTURAL RESOURCES – Town of Rose

**Goal AG 1. To protect viable agricultural operations and Town residents by adopting policies which: minimize land use conflicts, preserve the quality of the environment, and provide existing farmers with economic opportunities that protect productive soils.**

### **Objectives:**

- **AG 1.1. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.**

### **Strategies:**

- (1) **Encourage best farming practices to maximize land stewardship through education and incentives. Best management practices not only are good for the long term productivity of the farm, they also serve a broader common good by protecting the watershed and other natural features that contribute to a high quality environment.**
  - (2) **Support local farm product processing and marketing initiatives. Local farmers markets, such as that currently existing in Wild Rose, can provide an outlet for locally produced products.**
- **AG 1.2. Provide opportunities for farmers to profit from the equity in their land.**

### **Strategy:**

- (1) **Educate farmers on how to take advantage of their land's development potential in ways that maintain the utility of remaining lands for:**
  - **Productive agricultural activities.**
  - **Possible leasing income**

## **NATURAL RESOURCES - Town of Rose**

**NATURAL RESOURCE GOAL: To implement policies, actions and strategies that will protect and enhance the natural resources of the Town, including groundwater and surface waters, natural features, and the visual qualities of the scenic landscape.**

### **Goal NR 1. To Protect the Town's Groundwater Resource.**

#### **Objectives:**

- **NR 1.1. To preserve the quality and quantity of our groundwater supplies.**

#### **Strategies:**

- (1) **Recommend that residents follow the state water quality standards on private and public wells to ensure that adequate amounts of safe drinking water are available throughout the town.**
- (2) **Continue to follow state and local requirements for monitoring the safety of on-site waste treatment and disposal systems.**
- (3) **Continue to support county approval for placement of a well within 1200 feet of a known landfill site.**

### **Goal NR 2. To Preserve and Protect the Quality of the Town's Surface Water Resources.**

#### **Objectives:**

- **NR 2.1. To maintain the water quality of our wetlands, ponds and streams.**

#### **Strategies:**

- (1) **Encourage minimizing non-point nutrient runoff into wetlands, ponds and streams.**
- (2) **Encourage farmers to use best farm management practices (i.e. Fertilizer use/timing, no-till planting, contour plowing, fencing water bodies from livestock, re-establishing windbreaks).**
- (3) **Continue to control storm water runoff from construction activities through enforcement of the UDC program.**
- (4) **Encourage a buffer of filtering vegetation along shorelines and wetlands.**
- (5) **Minimize nutrient contributions from private on-site septic systems.**

### **Goal NR 3. Protect key natural features and resources.**

#### **Objectives:**

- **NR 3.1. Work toward the eradication of invasive species in area lakes, streams, wetlands, and forests.**

**Strategy:**

- (1) **Increase public awareness of its role/responsibility in introducing and introducing/containing invasive species.** Use media and educational materials to inform the public of issues and preventative measures.
- **NR 3.2. Protect all designated class I and class II trout streams from degradation.**

**Strategies:**

- (1) **Encourage landowners to maintain shoreline buffers in natural vegetation.** Use educational materials to promote this practice.
- (2) **Support existing county setbacks and other protective site criteria for development adjacent to these streams.**
- **NR 3.3. Maintain wetland areas in native vegetation.**

**Strategies:**

- (1) **Encourage keeping wetland areas in natural vegetation adjacent to all designated wetlands.** Evaluate the adequacy of present setback requirements in existing codes. Strictly enforce rules to prevent the removal of native vegetation adjacent to wetlands and water bodies.
- (2) **Encourage control of the spread of invasive species such as purple loosestrife.** Advocate that the DNR be provided with adequate funding and manpower to be effective.
- **NR 3.4. Maintain a quality forest resource.**

**Strategies:**

- (1) **Encourage private landowners to manage their forests and woodlots as sustainable resources.** Educate landowners on available incentive and technical assistance programs.
- (2) **Control the spread of diseases and insects which threaten the resource.** Use media and educational materials to help the public identify diseases and insect pests when they occur in the landscape.

**Goal NR 4. Preserve the intrinsic visual qualities of our landscape that define its rural character.****Objectives:**

- **NR 4.1. Protect the visual integrity of important scenic features and/or vistas.**

**Strategies:**

- (1) Protect and promote outstanding natural and cultural heritage features such as the Pine River.
  - (2) Protect the area's rich glacial heritage.
- **NR 4.2. Minimize the adverse visual impact of non-farm development on the rural landscape.**

**Strategy:**

- (1) Determine if existing ordinances and regulations will provide adequate protection of the rural landscape in the town.
- **NR 4.3. Influence the types and locations of rural residential development.**

**Strategies:**

- (1) Regulate the lot size of future lots throughout the Town to be a minimum of 5 acres per unit.
  - (2) Direct subdivisions to areas where municipal services are available.
- **NR 4.4. Place a ban on construction of all new billboards and off-premise outdoor advertising.**

**Strategy:**

- (1) Adopt an ordinance to permanently ban the construction of any new billboards and outdoor advertising in the Town of Rose.
- **NR 4.5. Support enforcement of existing County nuisance/litter ordinances and building codes.**

**Strategies:**

- (1) Strengthen the commitment to enforcement.
  - (2) Refer the offending unlicensed vehicles and junked appliances to the Waushara County Zoning Land Committee/Office
  - (3) Commit to stronger enforcement of litter ordinances.
  - (4) Step up educational efforts.
  - (5) Promote expansion of the "Adopt-a-Highway" program.
- **NR 4.6. Preserve the night sky by strongly encouraging the use of full cutoff fixtures that direct the light downward.**

**Strategy:**

- (1) Work with the county to enact a light ordinance addressing shielding, light directing, and similar measures to address these concerns.

## CULTURAL RESOURCES – Town of Rose

### Goal CR 1. Preserve the community's important cultural resources.

#### Objectives:

- CR 1.1. Encourage unpaid volunteers that have an interest in preserving the Town's heritage to compile a list of the Town's significant cultural resources.

#### Strategies

- (1) The Rose Town Board should invite interested local residents to seek an appointment to a committee which would develop a list of significant cultural resources.
  - (2) Encourage private business use of historic or visually significant buildings, thereby making them self-sustaining and economically viable.
- CR 1.2. Develop and utilize existing local expertise on historic preservation issues.

#### Strategies:

- (1) Encourage Town of Rose residents to work on creating a showcase for local history in the County/Local Historical Museum facility.
  - (2) Obtain input from local residents who have historical knowledge when considering decisions that could adversely affect a historical or cultural resource.
- CR 1.3. Consistent with preserving local decision making under the smart growth law, consider opportunities for historic preservation in all future planning, zoning and development decisions.

#### Strategies:

- (1) The Town of Rose should include cultural resources and historic preservation in any local land use plans it may undertake in the future.
  - (2) The Town of Rose should consistently seek the input of a local historic preservation group and other informed individuals when making decisions that involve existing sites and structures.
- CR 1.4. Educate local officials and the public at large on the importance of historic preservation.

#### Strategies:

- (1) Encourage historic marker signage for the town's rural roads.
- (2) Make property owners aware of tax credits, state assistance and educational materials related to the benefits available to historic properties enrolled in the National Register program.

## CHAPTER 8: LAND USE

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## LAND USE

### INTRODUCTION

Land use directly influences all the various elements presented in the previous chapters. Many aspects of daily life within the planning area are impacted by elements of the previous chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions for factors including housing growth and the protection of natural resources. For example, rural areas in Waushara County are under pressure from scattered rural residential and vacation home development. In some cases overdevelopment of attractive natural resources has placed greater stress on the lakes, streams, woodlands and other environmentally sensitive areas.

This chapter describes existing land use patterns and current zoning ordinances. Development trends over the past 20 years were analyzed, and future land use needs were extrapolated. Finally, the chapter discusses the land use policy context and the need for additional intergovernmental cooperation. Several potential land use conflicts are identified, and issues that must be addressed are discussed.

#### ***Land Use Vision for 2030***

*New growth in the Town of Rose has been accommodated in a manner which has not adversely compromised the beautiful woodlands, farmlands, wetlands, rivers and streams that give the Town its' attractive rural character. The town's choice to pursue a low density development strategy to preserve it's rural character has succeeded because the town board has adopted policies which have protected the town's most sensitive natural resources, and stressed to new land owners the value of preserving the community's natural resources found on those large lots so that they remain intact. This vigilance by town officials has protected the integrity of the rural landscape and the area's most highly valued environmental and scenic features, so prized by town residents. Land use conflicts such as those between the remaining long time farming operations and new residential development have been kept to a minimum.*

*The Town of Rose has a good working relationship with the Village of Wild Rose recognizing that the village's investment in public sewer and water protects their own groundwater resources, and offers employment opportunities and retail services for town residents. The town has allowed annexations by the village because both communities have a common interest in the employment and growth that results from the provision of needed services. This mutually beneficial partnership sharing a fire district, a school district and a community medical facility, has allowed the Town of Rose to maintain it's commitment to a low service, low tax, and efficient governing philosophy. The majority of new residential subdivisions and commercial and industrial development has been successfully redirected to the Village of Wild Rose which can serve these higher density uses more cost effectively with public services. Keeping major truck traffic generators along state highway 22 has insured businesses and industries good access, and helped to keep unnecessary traffic off of the local road network insuring a longer lifespan for this costly infrastructure.*

## INVENTORY AND ANALYSIS

### Existing Land Use

A detailed field inventory of land uses was conducted in the Town of Rose and the Village of Wild Rose in 2000. Subsequent updates to the original inventory were completed during the comprehensive planning process. Land use information was compiled into the general land use categories and is presented in Table 8-1 and Exhibit 8-1. As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to guide future land use planning efforts in the planning areas.

### Land Use Categories

**Agricultural.** Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation). The Town of Rose has a managed town forest which actually generates a revenue stream for the benefit of town residents.

**Residential.** Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units; condos; room and boarding houses; residence halls; group quarters; retirement homes; nursing care facilities; religious quarters; and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under residential.

**Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing; motion picture and sound recording; telecommunications; information systems; banks and financial institutions; real estate offices; insurance agencies and carriers; waste management; accommodations; restaurants and drinking places; repair and maintenance; personal and laundry; social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

**Industrial.** Industrial land uses represent a broad category of activities which involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction; manufacturing (includes warehousing with factory or mill operation); mining operations and quarries; and other industrial facilities (truck facilities).

**Transportation.** Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way; support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots); rail related facilities; and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

**Utilities/Communications.** Utilities and communications are classified as any land use which aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks); water treatment plants; wastewater processing (plants and lift stations); landfills (active and abandoned); and recycling facilities.

**Institutional Facilities.** Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools); hospitals; assemblies (churches, religious organizations); cemeteries and related facilities; all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.); and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

**Recreational Facilities.** Recreational facilities are defined as land uses which provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

**Water Features.** Water features include all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

**Woodlands.** Woodlands are forested areas which are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

**Open Other Land.** This category includes land which is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

### **Current Land Use Inventories**

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. Less than six percent (5.2%) of land is developed in the Town of Rose, while about 40 percent (39.1%) of the land is developed within the Village of Wild Rose (Tables 8-1 and 8-2). The primary developed land uses in both municipalities are residential and transportation. Woodlands and open other land are the two most common land uses in both communities.

A detailed analysis of existing land use for each community is found below. Residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family units, and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

### **Village of Wild Rose**

The Village of Wild Rose encompasses approximately 944 acres (Table 8-1 and Figure 8-1). Approximately 39 percent (39.1%) of the total area is developed. The primary developed uses include residential (single family, farmstead, multi-family and mobile home parks, 30.9%), recreational facilities (9.5%), commercial (9.2%), institutional facilities (11.6%) and transportation (34.5%). Collectively these uses account for about 96 percent (95.7%) of the developed area.

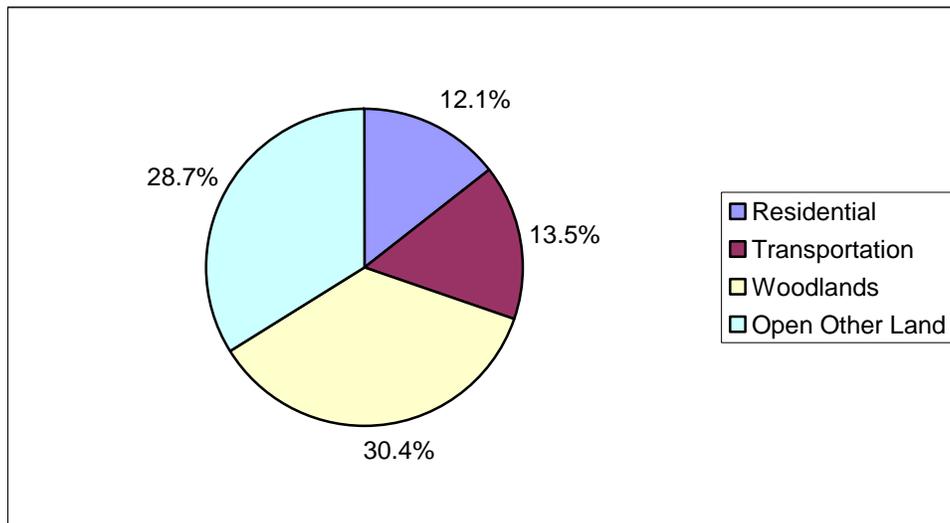
Overall, woodlands (planted and unplanted) account for about 30 percent (30.4%) of the total land use, while other open land makes up another 29 percent (28.7%). Single family residential (10.0%) and Transportation (13.5%) make up another 23.5 percent of the total land use. Farmsteads (0.3%), multi-family residential (0.7%), mobile home parks (1.1%), industrial (0.6%), commercial (3.6%), recreational facilities (3.7%), institutional facilities (4.5%), utilities/communications (1.0%), and water features (1.7%) comprise the remaining 17 percent (17.2%) of the remaining land uses.

**Table 8.1. Village of Wild Rose Existing Land Use, 2006**

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	93.9	25.4%	10.0%
Farmstead	3.1	0.8%	0.3%
Multi-Family Residential	6.7	1.8%	0.7%
Mobile Home Parks	10.7	2.9%	1.1%
Commercial	33.8	9.2%	3.6%
Industrial	5.9	1.6%	0.6%
Recreational Facilities	35.1	9.5%	3.7%
Institutional Facilities	43.0	11.6%	4.5%
Utilities/Communications	9.8	2.6%	1.0%
Transportation	127.6	34.5%	13.5%
<b>Total Developed</b>	<b>369.5</b>	<b>100.0%</b>	<b>39.1%</b>
Non-Irrigated Cropland	0.3		0.0%
Irrigated Cropland	0.0		0.0%
Planted Woodlands	59.3		6.3%
Unplanted Woodlands	227.7		24.1%
Quarries	0.0		0.0%
Open Other Land	271.0		28.7%
Water Features	16.3		1.7%
<b>Total Acreage</b>	<b>944.0</b>		<b>100.0%</b>

Source: East Central Wisconsin Regional Planning Commission, 2006.

**Figure 8.1. Village of Wild Rose Existing Land Use, 2006**



**Town of Rose**

The Town of Rose is a largely undeveloped town in which woodlands is the most predominant land use (Table 8-2 and Figure 8-2). About 63 percent of the total undeveloped land in the town is woodlands (planted and unplanted). Other major land uses are open other land (16.1%) and cropland (15.3%). Less than six percent (5.2%) of the 22,307 acres are

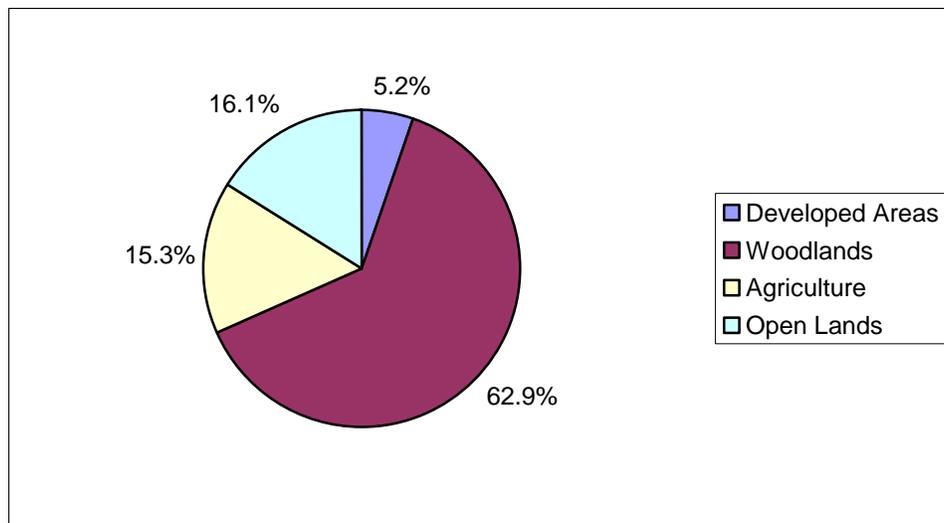
developed. Farmsteads (0.4%), single family residential (1.4%), recreational facilities (0.7%) and transportation (2.3%) are the most prevalent developed land uses; they comprise about 93 percent (92.9%) of the total developed land.

**Table 8.2. Town of Rose Existing Land Use, 2006**

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	315	27.1%	1.4%
Farmstead	95	8.2%	0.4%
Multi-Family Residential	1	0.1%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Commercial	2	0.1%	0.0%
Industrial	29	2.5%	0.1%
Recreational Facilities	148	12.7%	0.7%
Institutional Facilities	46	4.0%	0.2%
Utilities/Communications	5	0.4%	0.0%
Transportation	522	44.9%	2.3%
<b>Total Developed</b>	<b>1,163</b>	<b>100.0%</b>	<b>5.2%</b>
Non-Irrigated Cropland	2,005		9.0%
Irrigated Cropland	1,412		6.3%
Planted Woodlands	5,196		23.3%
Unplanted Woodlands	8,846		39.7%
Quarries	0		0.0%
Open Other Land	3,590		16.1%
Water Features	95		0.4%
<b>Total Acreage</b>	<b>22,307</b>		<b>100.0%</b>

Source: East Central Wisconsin Regional Planning Commission, 2006.

**Figure 8.2. Town of Rose Existing Land Use, 2006**



## Development Trends

The growth of the area has been influenced by a number of factors. These factors include an abundance of beautiful woodlands, rivers and streams that offer recreational opportunities such as trout fishing, and the proximity of the area to the southern half of the state, the Fox Cities, Wautoma, Waupaca, and Oshkosh. The rural charm, a relaxed, safe living environment and the many natural resources of the area continue to attract new residents.

In the Town of Rose and the Village of Wild Rose area, a trail used by Native Americans and early settlers intersected the area approximately along what is now CTH A. The Village of Wild Rose was the former location of a rather large Native American camping ground containing garden beds on both banks of the Pine River east of the present Millpond. There was also a Native American camp at the location of what is now the Wild Rose State Fish Hatchery. There are several mound sites and a camp in the Town of Rose. A small oval mound stood on a hill in approximately the center of the Town of Rose. On what is now the grounds of Camp Moshava there were a series of three conical mounds in a triangular formation on the southeast corner of Fish Lake. There was also a conical mound and a campsite on the ridge between the two small lakes directly east of Fish Lake known at the time as Mud Lake and Devil's Lake.<sup>1</sup> On October 18, 1846, the Menominee Tribe ceded their land, including the Town of Rose and the Village of Wild Rose, to the U.S. Government.

The first settlers to establish homes in the Town of Rose were Elisha Stewart in 1850, Josiah "Jesse" Etheridge in 1851, and Ben Evans in 1853.<sup>2</sup> The Village of Wild Rose was established in 1873 by J.H. Jones when he built a store on John Davies farm and ran a post office there. The Village of Wild Rose continued to develop when the Chicago Railroad arrived in the Village in 1905. With the railroad came thieves, and in 1905 robbers attempted to steal from the bank, post office, and the Holt and Jones store. The four robbers were captured by a posse from Wild Rose; this event is reenacted annually by the Village. In 1908 the Wild Rose Fish Hatchery was established, it is now a State Fish Hatchery and historical site.<sup>3</sup>

The early businesses of this bustling little village included the Rose Milling Company and the Wild Rose State Bank, and many of these building still stand today. Around the turn of the last century (1900) the Village also had the Walla and Holt General Store, the Upton Hotel, and a pickle factory, a blacksmith shop, a machine shop and a few saloons. Eventually the Town Wild Rose became the commercial center of a quiet, friendly mostly rural farming and recreation focused community.

Today, the Wild Rose Fish Hatchery has called attention to the area as a popular fishing, hunting and tourist area. The Town of Rose is gaining popularity as a rural setting with many vacation and retirement homes. The commercial district of Wild Rose located primarily on Main Street is thriving and healthy. Main Street has only a handful of infill opportunities where new commercial enterprises could fill gaps in the Downtown commercial district. Wild Rose has the only hospital located within Waushara County, and the three school districts provide K-12 education. Wild Rose also has an excellent library and community center facility which serves the Village and the surrounding region. Wild Rose has developed an industrial park on the

<sup>1</sup> Fox, Geo. R. and Tagatz, E.C. *The Wisconsin Archeologist: Indian Remains in Waushara County*. no. 3, vol. 15. October 1916.

<sup>2</sup> Apps, Jerry. *Village of Roses*. Wild Rose Historical Society. Wild Rose, WI. 1973.

<sup>3</sup> Ramlow, Robert A. *Wild Rose Wisconsin Centennial: 1873 to 1973*. Village of Wild Rose, WI. 1973.

southwest corner of the Community with good access to Highway 22. The Wild Rose Fish Hatchery, which is located in the Town of Rose, and the Mill Pond within the village, offer employment and recreational opportunities for residents and visitors alike. With the community's commitment to construct a public water tower and distribution system, a new subdivision is being developed on the Northeast side of the Village. The Village of Wild Rose and the Town of Rose offer a nice quiet, friendly residential setting which is quite appealing, and bodes well for the community's future trends.

As growth occurs, land use changes in intensity and net density. Analyzing the patterns in land use provides valuable information to local communities in determining how the community has changed and assessing current needs. This information can be used to plan for the appropriate development in the future. To analyze land use changes, East Central Wisconsin Regional Planning Commission (ECWRPC) looked at a number of different data sources, including its own land use inventories of the area, revenue data from the Wisconsin Department of Revenue (DOR), and building permit records from the Wisconsin Department of Administration (DOA), the Waushara County Zoning and Land Conservation Department (WCZLC) and the Town.

Several limitations with the information in all four data sets necessitate utilizing general summaries for land use trends. A brief discussion of the limitations follows.

ECWRPC conducted land use inventories in 1980 and again in 2000. This information was updated by the planning committees representing the communities in the cluster. Two distinct classification systems were used in the 1980 and 2000/2006 land use inventories. This made it difficult to compare specific categories between the two inventories. Secondly, computer technology has changed the degree of specificity in which data is collected. In 1980, computerized parcel data was not available. Current land use utilizes parcel data; therefore if a house is located in a subdivision, the entire parcel may be included as residential. Residential areas in 1980 may have included only a portion of these areas.

A comparison of Wisconsin Department of Revenue (DOR) data was used to analyze land use changes between 1990 and 2004. The DOR collects information by real estate class for each minor civil division in the state.<sup>4</sup> Acreage figures from DOR do not include Department of Natural Resource (DNR) lands or other tax-exempt properties.<sup>5</sup> Acreage data for incorporated communities is also incomplete, as their information is frequently provided in number of parcels, as opposed to the total acreage of the parcels. Beginning in 1996, the DOR also changed their classification system. Wisconsin Act 27 mandated that agricultural land was categorized from a standard based on use value instead of a standard based on full market value.<sup>6</sup> Therefore, some land use changes between 1990 and 2004 are a direct result of Act 27 and do not necessarily reflect a change in land use but a change in the way that the land was classified. Following the implementation of the use value standard, agricultural land with improvements was moved to other categories. If these improvements included residential, then the agricultural land with improvements was moved to residential. Additionally, following the use value assessment, less productive land was moved out of agriculture and reclassified as swamp and waste land. Furthermore, the increasing popularity of privately owned recreational land caused a shift of lands from agriculture to both forestland and swamp and wasteland.

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<sup>4</sup> DOR. 1990, 2000, and 2005. *Statement of Equalized Values*.

<sup>5</sup> DOR. 1990, 2000, and 2005. *Statement of Assessments*.

<sup>6</sup> Wisconsin State Assembly. 1995. *Wisconsin Act 27 (Assembly Bill 150)*.

The Wisconsin Department of Administration (DOA) collects building permit information for new construction as well as demolition information from communities within the state.<sup>7</sup> This data is annually reported by communities and includes single-family, two-family, multi-family and mobile homes. The data is an inventory of the net change in the number of residential units for each community that were reported to DOA. This data set includes information that is reported by individual communities to the DOA. If a community does not accurately report its building permit information, it is infeasible to determine actual land uses changes.

Building permit data from the Waushara County Zoning and Land Conservation Department (WCZLC) is collected for new residential development.<sup>8</sup> Records are maintained for single family residential dwelling and mobile homes. WCZLC issues building permits only in towns which have adopted County zoning. If a town has not adopted county zoning, building permits are issued only for areas affected by the Waushara County Shoreland Zoning Ordinance. Otherwise, building permits are issued by the minor civil division. Furthermore, this data set indicates only the number of permits issued each year. If the building is not constructed after a permit is issued, it still appears as if a new residential unit was constructed within the data set.

While the historical data from ECWRPC, DOR, DOA, and WCZLC gives us an incomplete picture of the total amount of land historically devoted to the various land uses, it does give us a picture of land consumption patterns within the communities. According to these data sources, several trends can be seen within the planning cluster. The collective summary utilizing the various sources is presented for each individual community; general trends are discussed.

### **Village of Wild Rose**

Historical data from ECWRPC indicates that the Village of Wild Rose experienced gains in residual<sup>9</sup> and recreational land uses with simultaneous losses in agricultural land over the last 26 years. Past data from the DOR shows that gains were been made in residential land uses, while losses were seen in agricultural and commercial land uses between 1990 and 2006. These gains in residential acres correspond to information obtained from the DOA that indicates that 32 residential buildings were added in the Village between 1990 and 2000. DOR data also specifies that between 2000 and 2005, no new residential land acres were added in the Village; this matches DOA data that shows that the Village did not gain any residential buildings during this time period. Forestland has fluctuated over the last 26 years according to DOR data. It increased slightly between 1980 and 1990, fell between 1990 and 2000, and then rose during the next five years before falling again between 2005 and 2006.

### **Town of Rose**

According to historic data from ECWRPC, the Town of Rose experienced gains in residential and residual<sup>9</sup> land uses between 1980 and 2006. While gains were seen in these two categories, significant losses occurred in agricultural land. A portion of these gains in residential land use can be attributed to the difference in technology and the way that ECWRPC does land use between the two time periods. However, net building permit information from the DOA, also indicates that residential gains were made. According to the DOA, 66 residential buildings (single and two-family) were added in the town between 1990 and 2000, and another 27

<sup>7</sup> Wisconsin Demographics Service Center. 1990 to 2004. *Annual Housing Units Surveys*.

<sup>8</sup> WCZLC. 1981 to 2004. *Land Use Permits Issued*.

<sup>9</sup> Residual land use includes transportation (roads), woodlands, water features and vacant land.

single-family were added between 2000 and 2004. Information from the U.S. Census Bureau further justifies that housing is being added in the town. According to the U.S. Census Bureau, there was an increase of 39 residential dwelling units between 1990 and 2000. DOR information indicates moderate gains in residential land between 1990 and 2000, and a leveling off of new residential land between 2000 and 2006.

## **Building Permits**

As stated above, net building permit data is available from the DOA. This data has been submitted by the jurisdictions that issue building permits. Net building data indicates the net change, not the total number of building permits. Therefore, if a building is demolished within a community, this information is subtracted from the new permit numbers. Between 1990 and 2004, 125 net units were added within the planning area. This averages to over 8 units per year (units/yr).

### **Village of Wild Rose**

According to the DOA, 32 residential units (2.1 units/yr) were added between 1990 and 2004. The largest growth in single family units occurred between 1997 to 1998. During these two years, an average of 6.5 units was added per year.

### **Town of Rose**

According to the DOA, 93 single-family units (6.2 units/yr) were added in the town between 1990 and 2004. The fastest period of growth occurred between 1992 and 1994 and 1997-1999; when a total of 54 single-family units (9 units/yr) were added.

## **Density and Intensity**

### ***Density***

Density is broadly defined as "a number of units in a given area"<sup>10</sup>. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/ sq. mile), excluding water. Between 1990 and 2000, residential densities increased in the county, state, and Town of Rose and decreased in the Village of Wild Rose (Table 8-3). The total number of housing units increased by 12.4 percent in the Town of Rose; similar increases were seen in the county (11.6%) and the state (12.9%). At the same time, the number of housing units decreased from 342 housing units in 1990 to 339 housing units in 2000 in the Village of Wild Rose.

Residential densities varied between the four entities. Typically residential densities are lower in rural towns than incorporated communities. In 1990, residential densities varied from 9 units per square mile in the Town of Rose to 259.85 units per square mile in the Village of Wild Rose. By 2000, residential densities varied from 10.12 units per square mile in the Town of Rose to 256.82 units per square mile in the Village of Wild Rose.

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<sup>10</sup> Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscape, University of Minnesota.

**Table 8.3. Residential Density, 1990 to 2000**

	Land Area Sq. Miles <sup>1</sup>	1990		2000	
		Tot. Units	Units/Sq. Mi.	Tot. Units	Units/Sq. Mi.
Wisconsin	54313.7	2,055,774	37.85	2,321,144	42.74
Waushara County	626.1	12,246	19.56	13,667	21.83
Village of Wild Rose	1.3	343	259.85	339	256.82
Town of Rose	34.9	314	9.00	353	10.12

Source: U.S. Census, 1990, 2000

<sup>1</sup>Land Area Sq. Miles per 2000 Census

### **Intensity**

Intensity is the degree of activity associated with a particular land use. Generally, higher intensity land uses also have higher environmental impacts. Due to limited information available, this report will compare the intensities of single-family versus multi-family developments in the two communities. To calculate land intensities, the ECWRPC categories single and two-family residential, farmsteads, and mobile homes as "single family."

Incorporated communities or areas served by public sewer often have more intense development patterns than rural towns. Single-family residential development is typically a less intense land use than multi-family (3 or more units) which is typically restricted to areas on public sewer. Second, incorporated areas in Waushara County are smaller in overall land area than the surrounding towns; resulting in a more intensive land use. Finally, incorporated municipalities, in the county, have areas of older development that were constructed during a period when society was less dependent on cars for transportation. This necessitated the need for smaller lot development that allowed for closer proximity to neighbors and services.

Land use was more intense in the Village of Wild Rose than in the Town of Rose (Table 8-4). In 2006, single-family land use was about 3.15 units per acre (units/ac) in Wild Rose compared to 0.93 units/ac in Rose. Multi-family land use in the Village was 5.22 units per acre.

**Table 8.4. Intensity, 2006**

Municipality	Single Family <sup>1</sup>			Multi-Family		
	Units	Acres	Units/Ac.	Units	Acres	Units/Ac.
V. Wild Rose	339	107.7	3.15	35	7	5.22
T. Rose	380	410	0.93	0	0	0

Source: U.S. Census: 2000. ECWRPC Land Use 2006. DOA, Community Building Survey, 1991 to 2005.

<sup>1</sup>Single Family includes mobile homes and duplexes

## **DEVELOPMENT CONSIDERATIONS**

### **Recommended State, Regional, and County Goals**

State, regional, and county goals were developed to provide communities with a framework on which land use decisions could be based. These goals make the planning process and decisions defensible to the general public when formulating alternate scenarios for developing parcels within a community.

### ***State of Wisconsin***

The State of Wisconsin requires that communities address 14 specific goals in their comprehensive plans.<sup>11</sup> These goals encourage development to occur in an orderly well-planned manner. The goals are:

- Promoting the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouraging neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protecting economically productive areas, including farmlands and forests.
- Encouraging land uses and development patterns that promote cost-efficient government services and utility costs.
- Preserving cultural, historic, and archaeological sites.
- Encouraging coordination and cooperation with neighboring communities.
- Building community identity by improving overall appearance and attractiveness to visitors.
- Providing an adequate supply of affordable housing for all income levels.
- Providing adequate infrastructure, public services, and a supply of affordable land to meet existing needs and accommodate future growth.
- Promoting the expansion or stabilization of the current economic base and the creation of additional and better employment opportunities.
- Balancing individual property rights with community interests and goals.
- Planning and developing a pattern of land use that preserves and creates a pleasing and unique setting.
- Providing all citizens, including those that are transportation dependent, a variety of economical, convenient, and safe transportation options adequate to meet their needs.

### ***East Central Wisconsin Regional Planning Commission***

East Central Wisconsin Regional Planning Commission is currently developing a regional comprehensive plan.<sup>12</sup> As a part of this planning process, East Central has identified several key policies:

- Facilitate cost-effective, centralized, compact, and contiguous urban growth.
- Encourage urban development that is environmentally sound and compatible with the natural resource base.

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<sup>11</sup> *Wisconsin State Statutes 66.1001.*

<sup>12</sup> ECWRPC, 2004. *Milestone Report #2: Issues/Opportunities and Visioning.*

- Facilitate urban levels of development where facilities and services are readily available to support the development.
- Encourage individual community character and identity.
- Avoid intermingling urban and rural land uses.
- Promote rural land development which meets the needs of rural residents and landowners in a compatible, cost-effective, and environmentally sound manner.
- Provide government services in an efficient, environmentally sound, and socially responsible manner.
- Build community identity by improving overall appearance and attractiveness to visitors.
- Ensure that open space is available to meet the recreational needs of all residents.
- Preserve and protect natural and cultural resources.

These goals are consistent with the visions for land use development and future growth within both the Town of Rose and the Village of Wild Rose.

### ***Waushara County***

The Waushara County Zoning Ordinance has identified the following criteria for all unincorporated areas within the county:

- Promote and protect public health, safety, comfort, convenience, prosperity, aesthetics, and other aspects of general welfare.
- Establish reasonable standards to which buildings and structures shall conform.
- Regulate and restrict lot coverage and population density.
- Conserve the value of land and buildings.
- Guide the proper distribution and location of land use patterns.
- Promote safety and efficiency of transportation networks.
- Provide adequate light, air, sanitation, and drainage.
- Prevent the uncontrolled use of shorelands and pollution of the navigable waters of the county.
- Encourage the preservation, conservation, and development of land areas for a wide range of natural resources.
- Minimize expenditures of public funds for flood control projects; rescue and relief efforts undertaken at the expense of the taxpayers; business interruptions and other economic disruptions; damage to public facilities in the floodplain; and minimize the occurrence of future flood blight areas.
- Discourage the victimization of unwary land and homebuyers.

## Local Land Use Issues

Citizen questionnaires were distributed to residents and landowners within the Village of Wild Rose and the Town of Rose to gather opinions regarding land use and development issues.<sup>13</sup> According to responses that were received, the top issues that were identified included: protection of natural resources, farmlands and woodlands; promotion of economic growth; and the balancing of individual property rights with community interests.

## Environmental and Public Utility

Development costs vary based on density, design, social, economical, political and environmental constraints. Public opposition can increase costs through project delays. Development often necessitates the expansion of public infrastructure such as sewer, water, streets, schools, parks and services such as fire and police protection. Increased development can infringe on wetland and floodplain areas, destroy wildlife habitat, and increase runoff to streams and lakes.

To protect and enhance the natural resource base, communities should identify and protect environmental corridors found within the planning area. Environmental corridors are areas in the community that contain and connect natural areas, open space, and other resources. They often lie along streams, rivers, and other natural features. Environmental corridors provide a beneficial buffer between sensitive natural resources and human development. These areas can provide flood control and valuable wildlife habitat and can significantly benefit the aesthetic appeal of the community.

## Land Supply

The amount of land available for development within the Village of Wild Rose and the Town of Rose is finite. Factors that limit the amount of developable land include environmental restrictions (floodplains, high groundwater, wetlands, steep slopes, and water quality), zoning (setbacks, conservancy and development easements, permitted uses), and conflicts between uses.

## Land Price

The price of developable lands varies depending on the surrounding land uses, location, access, services, and other subjective factors. Natural amenities such as water frontage, forests, and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependant on land prices. Real estate professionals in the area can provide updated information on land values.

The Wisconsin Department of Revenue (DOR) annually reports equalized value as set by the department by real estate class per municipality in Wisconsin. Additionally, DOR reports the individual clerk's statement of assessments that includes the number of parcels (improved and unimproved), acres, and the local assessment per real estate class (Appendix G, Tables G-1 to

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<sup>13</sup> ECWRPC. 2005. *Summary Report: Village of Wild Rose and Town of Rose Group E Planning Cluster Waushara County, Wisconsin Citizen Questionnaire Results*. The executive summary is contained in Appendix A.

G-8)<sup>14</sup>. Historical land prices within the Village of Wild Rose and the Town of Rose were derived using acreage and equalized value.<sup>15</sup>

While data from DOR can offer insight into historical land prices, this data is not complete. Within the communities, some of the changes in land acreages and price per acre can be directly attributed to the changes that have occurred since 1980 in the way that agricultural land is assessed. Starting in 2000, agricultural land must be based on use value instead of full market value.<sup>16</sup> At that time, land formally classified as agricultural was moved to other categories based on the use of the property. For example the portion of agricultural land that contained the house and buildings were transferred to residential. Agricultural land is currently taxed at a lower rate than forestland, wetlands, or other land uses within agricultural properties. Although equalized values indicate that residential properties decreased in the 1980s; this may not be the case.

### **Village of Wild Rose**

According to the DOR, the number of residential acres in the Village of Wild Rose steadily rose between 1980 and 2000, then fell between 2000 and 2005 (Appendix G, Table G-10). While the largest increase in the number of acres occurred between 1980 and 1990, there may be a problem with the data. Even though the number of residential acres increased from 2 acres in 1980 to 46 acres in 1990, the number of residential parcels remained constant. A jump in residential acreage also occurred between 1990 and 2000. During this five year period, residential acreage increased from 46 to 259 acres. Since 2000, residential acreage has decreased by about three percent in the Village. In more recent times, the average value of residential land per acre increased by 38 percent between 2000 (\$9,042) and 2005 (\$12,466).

Commercial acreage has steadily increased between 1990 and 2005 from 58 to 126 acres. During this time period the average value of land decreased from \$8,705 in 1990 to \$8,248 in 2005. The number of manufacturing acres decreased from a high of 20 acres in 1990 to a low of 9 acres in 2000 and 2005. The average cost of an acre of manufacturing land increased from \$1,500 per acre in 1990 to \$6,322 per acre in 2005.

Following state, county and area trends, the acres of land devoted to agricultural use has declined since 1990. In 1990, 226 acres of land was designated as agricultural use, while in 2005, this number had fallen to 21. The average value of an acre of agricultural land has declined from a high of \$1,255 an acre in 2000 to a low of \$167 an acre in 2005.

### **Town of Rose**

While the amount of land devoted to residential use fell between 1980 and 1990, it increased between 1990 and 2000 and has remained constant during the next five years (Appendix G, Table G-9). Between 1990 and 2000, residential land acreage grew by over nine percent (9.2%). Residential land prices also increased during this time period; the average price per acre rose by about 167 percent between 1990 and 2005. In 1990, there were 1,870 acres of

<sup>14</sup> DOR 1980 Statistical Report of Property Values Waushara County, Wisconsin. DOR 1990, 2000, and 2005. Statement of Assessments.

<sup>15</sup> DOR 1980 Statistical Report of Property Values Waushara County, Wisconsin. DOR 1990, 2000, and 2005. Statement of Equalized Values.

<sup>16</sup> Wisconsin State Assembly. 1995. Wisconsin Act 27 (Assembly Bill 150).

residential land in the town valued at an average of \$1,098 per acre. By 2005, residential acres had increased to 2,927, while the average cost per acre had risen to \$2,927. Commercial acreage has been decreasing, while manufacturing land has fluctuated between 1980 and 1990 before remaining constant between 2000 and 2005. Similar to residential acreage, the average value of commercial and manufacturing land has risen. Commercial average land value increased by 226 percent from \$553 per acre in 1980 to \$1,805 per acre in 2005, while the average value of manufacturing acreage increased by 353 percent over this time frame from 364 to \$1,650. Keeping in mind the changes in reporting and assessing agricultural land and other related real estate classes between 1980 and 2005, the number of agricultural acres fell by 57 percent from 11,962 acres to 5,196 acres. Similar to other communities, the value of agricultural land fell from \$545 in 1990 to \$130 in 2005. Forest land, however, rose in value from \$618 in 1980 to \$2,495 an acre in 2005. Forest land remained relatively constant at around 5,800 acres.

### **Energy demands**

Development is dependant on the availability of a cost-effective, abundant, efficient energy supply. Industry needs to know that reliable energy will be available to run equipment and people rely on affordable energy to heat and power their homes. Not only is energy important for heating and power, but the cost and availability of gasoline may also impact development in both the Village of Wild Rose and the Town of Rose. Tourism is a major revenue generator for the county, and many people within the county also regularly commute to work. Over half the people in the county regularly travel further than 27.1 minutes to work. In 2000, there were about 99 seasonal units in the Village and the Town. An increase in gas prices may cause some residents to move closer to their place of employment and out of Waushara County or cause others to consider closer locations from home for their vacation destinations. Therefore, energy availability can have an impact on new and sustained development in the towns.

## **FUTURE LAND USE PROJECTIONS**

### **Future Land Use Map**

Future land use needs and the resulting future land use map represents a compilation of the previous elements (Exhibit 8-2). This map was developed using:

- Existing land use maps and patterns
- Demographics (population, housing)
- Natural resource areas with limiting conditions (wetlands, floodplains, water resources)
- Development limitations (quarries, abandoned landfills, atrazine prohibition and wellhead protection areas)
- Future land use projections
- Results from public input including the citizen questionnaire
- Committee input including the SWOT analysis and visioning exercise
- Waushara County and Village of Wild Rose Zoning Ordinances

The following land use categories were used in the Future Land Use Map

- **Future Residential:** Future residential land is classified as land that that will be used primarily for future human habitation. Future residential land uses include single-family residential, farmsteads, individual mobile homes and duplexes. The Town of Rose would like to retain its rural character and has chosen to require a minimum lot size of 5 acres with the intention of keeping more of the natural resources intact on the lots. The Village of Wild Rose is capable of offering a more typical lot size that can take advantage of the public facilities provided by the village.
- **Future Multi-Family.** Future multi-family land is classified as land that will be used primarily for future residential uses of more than two residential units per building.
- **Future Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade; services; and other related businesses. The Village of Wild Rose is emphasizing infill of this use along Main Street (STH 22)
- **Future Commercial/Industrial.** The Town of Rose and the Village of Wild Rose also have a combined future commercial and industrial classification and have designated contiguous areas in both communities along STH 22 in the SW corner of the Village, as an area for future commercial and light industrial use.
- **Future Industrial.** Industrial land uses represent a broad category of activities not classified as future commercial such as construction, manufacturing, and other industrial facilities.
- **Future Recreational.** Recreational facilities are defined as land uses that provide opportunities for citizens to enjoy leisure activities. This category encompasses both active and passive activities. It includes designated parks; hunting and fishing areas; nature areas; areas for spectator sports, hiking, mini-golf, bowling, bicycling, skiing, golf courses, country clubs; and other related activities. The Town and the Village are jointly working on a walking trail that will connect the Mill Pond with the Wild Rose Fish Hatchery.
- **Others.** In addition the future land use plan also identifies land use categories for future cemetery expansion, and proposed new fire station site, and water tower site alternatives.

These maps should be used as a planning tool by the communities in accordance with the Smart Growth Law. Elected and appointed officials should use these maps as a guide for making future land use decisions.

### **Future Land Use Projections**

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.<sup>17</sup> A summary of future land use projections and criteria follows.

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<sup>17</sup> *Wisconsin State Statutes 66.1001.*

While projections can provide extremely valuable information for community planning, by nature, projections have limitations which must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current base. Their reliability depends to a large extent on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas which are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate of growth and amount of future growth communities experience can be influenced by local policies which can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns which maximize the use of land resources while minimizing the impact on the natural resource base.

### **Village of Wild Rose**

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. An anticipated range of population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends and future population and household projections.

In 2000, 765 permanent residents resided in the Village of Wild Rose in a total of 339 dwelling units<sup>18</sup>. Of these units, 312 dwelling units were occupied year round and 5 were used on a seasonal basis. The remaining vacant units were for rent, sale or other purposes. The 312 occupied dwelling units (households) had an average size of 2.26 people. Based on ECWRPC projections, the population is expected to decrease by 9.3 percent to 694 people by 2030; these people are expected to live in a total of 303 households. Due to a number of reasons including the aging population base and a decrease in the number of children that people are having; the average household size is expected to decrease to 2.11 people per housing unit. It is important to remember that the number of total dwelling units does not equal the total number of households. The total number of dwelling units in the town is a combination of occupied units and vacant units (for sale, rent, seasonal and other), while the total households is equal to the number of dwelling units times a vacancy rate. Assuming a constant vacancy rate of 7.9 percent (vacancy rate from 2000 Census held constant); it is anticipated that there will be a total of 329 dwelling units in the Village of Wild Rose by 2030 or a loss of 10 units.

Historical building permit data from the DOA indicates that between 1990 and 2000, a net total of 32 units were added in the Village of Wild Rose (3.2 dwelling units per year). Between 2000 and 2004, 0 dwelling units were added (0 dwelling units per year). According to U.S. Census data, a net total of 4 additional dwelling units were added to the village between 1990 and 2000 (0.4 dwelling units per year). While historical building permit data from DOA and the U.S. Census indicates that the village averaged 0.3 to 3.2 dwelling units per year between 1990 and

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<sup>18</sup> U.S. Census 2000.

2000, and zero dwelling units per year between 2000 and 2004, this declining trend is not expected to continue.

Recent building permit information from the Village of Wild Rose indicates that there were 2 new residential buildings permits issued in 2005 and 2006, both for two-family structures. Even though past information from the Census and the DOA indicates that the Village has and will continue to experience stagnant growth, at best, the assumptions fail to take into account major changes which could potentially shift the current trends. Because of the forthcoming public water system, a sizeable new residential subdivision is developing in the northeast portion of the village, and increased job creation is being generated by the expansion of the industrial park. This leads the community to feel that the Village of Wild Rose could reasonably anticipate as many as 2 new dwelling units per year during the planning period.

Based on existing information, there are approximately 309 single/two-family residential units in the village that occupy approximately 108 acres. As a result, the average size of a residential parcel in the Village of Wild Rose is approximately 0.35 acre. Based on the assumption that there will be 2 new dwelling units added per year at a density of .35 acres per unit, the Village of Wild Rose would likely experience an increase of about 16 acres of new residential growth. In standard residential developments, approximately 15 percent of the gross land area will be needed to construct streets, stormwater management facilities, and other infrastructure required by current and future legislation. With this taken into account, it is anticipated that 19 acres are necessary for future residential growth (Table 8-7). Per the future land use map, several areas have been targeted for new residential growth. The Village of Wild Rose has primarily targeted residential development to areas in the southwest and northeast portions of the village, as well as areas surrounding CTH A immediately north of the Pine River. It is also anticipated that infill development will occur within platted subdivisions that have not been fully developed.

To calculate commercial land use projections, the current ratio of residential acreage was compared to commercial land use acreage (33.8 acres) based on the current land use inventory. This ratio (appx. 3:1) was held constant over the planning period. The village can anticipate an additional five acres of commercial development by 2030. The Future Land Use Map designates the downtown Main Street area along STH 22, and the STH 22 frontages in the southwest portion of the village as the preferred locations for this new commercial development to occur.

Industrial lands are projected in the same manner as the commercial lands. According the 2006 land use inventory, the current ratio of residential acreage to industrial acreage is approximately 18:1. By 2030, the town is anticipated the village will develop 1 additional acre for industrial uses. Since this is a small amount of land, this will most likely occur in just one new development. In our opinion it is likely that we will see considerably more development than the projections would indicate. Due to the expected village-wide public water system, an increased demand for industrial uses may occur. In addition, annexation of new industrial development from the Town of Rose is plausible. On the future land use map, the village has designated the area near STH 22 in the southwest portion of the village for commercial/industrial development. It is important to note that this projection is based on current trends. Factors such as changes in the interest rate and other market demand factors can alter the results in a small community substantially.

Growth within the Village of Wild Rose will generally occur in areas where woodlands or open land is the current land use. Therefore, agricultural acreage will most likely experience no change (Table 8-5).

**Table 8.5. Village of Wild Rose Land Use Projections**

Future Land Use Projections (in acres)	2006	2010	2015	2020	2025	2030
S.F. Residential	108	111	115	119	123	127
Commercial	34	35	36	37	39	40
Industrial	6	6	6	6	7	7
Agricultural	0.3	0.3	0.3	0.3	0.3	0.3

*Source: ECWRPC 2006, Village of Wild Rose Land Use Committee, 2006*

### **Town of Rose**

The Town of Rose had a population of 595 persons in 2000. There were 341 housing units in the town that were divided between single family detached (267), and mobile homes (74). The residents of the town comprised a total of 244 individual households. Based on ECWRPC projections, the population will increase by 80 individuals by 2030; there will be an estimated 312 individual households. Although population levels will increase slightly, the average household size is expected to decrease. This will result in an increased need for additional housing units. Assuming a constant vacancy rate of 30.9 percent (units that are available for rent and sale) of which we can assume a constant 86.2 percent are seasonal, this indicates 451 housing units are estimated to be inhabited in 2030. Since there are negligible amounts of multi-family units and the town does not wish to promote this type of development, it is assumed all new units will be single family dwellings. This indicates 71 new single family houses are anticipated to be constructed by and 2030. This averages to about 3 new homes per year.

Historical building permit data from the DOA indicates that between 1990 and 2000, a net total of 66 units were added in the Town of Rose (6.6 dwelling units per year). Between 2000 and 2004, 27 dwelling units were added (5.4 dwelling units per year). According to U.S. Census data, a net total of 39 additional dwelling units were added to the town between 1990 and 2000 (3.9 dwelling units per year). Recent building permit information from Waushara County indicates that there were 10 new residential buildings permits issued in 2005 and seven in 2006. While historical building permit data from DOA, the U.S. Census, and Waushara County indicates that the town averaged 3.9 to 6.6 dwelling units per year between 1990 and 2000, and approximately 6.3 dwelling units per year<sup>19</sup> between 2000 and 2006.

Slight modifications were made to ECWRPC population modeling scenarios and past building trends to complete housing projections. A consensus was made that it was necessary to acknowledge that growth rates will most likely decrease slightly over the planning period. Due to the uncertainty of interest rates, the variability of seasonal vacancy rates, and evidence of a region-wide housing downturn, it seems reasonable to assume, for planning purposes, that on

<sup>19</sup> Average of DOA and Waushara County building permit data, 2000-2007.

an average, 4 dwelling units per year will be added in the town over the planning period, resulting in a net gain of 96 housing units.

One primary area within the town was targeted for concentrated development. Specifically, an area immediately to the southwest of the village of Wild Rose on State Highway 22 has been designated for future industrial/commercial development. In addition, although it is anticipated that scattered residential development will continue throughout the town, infill development within platted subdivisions is preferred and will be highly encouraged.

Specific lot sizes have been recommended for each of the targeted areas. Residential development in the Town of Rose should have a minimum lot size of five (5) acres. This minimum acreage allows adequate area for individual on-site sewage disposal systems while retaining the rural character of the town. Where feasible, landowners should maintain their properties in natural vegetation to retain the natural beauty of the town and to improve stormwater filtration.

Land use projections were calculated assuming residential development would be evenly distributed throughout the town, while industrial/commercial development would be constrained to the proposed industrial/commercial park adjacent to the Village of Wild Rose. Utilizing these and previously discussed parameters for residential intensities, an additional 469 acres are expected to be for allocated single-family homes, not considering additional land needed for infrastructure. In standard residential developments, approximately 15 percent of the gross land area will be needed to construct streets, stormwater management facilities, and other infrastructure required by current and future legislation. With this taken into account, it is anticipated that 552 acres are necessary for future residential growth (Table 8-6). While this is an estimate, actual development will depend on land and housing availability and affordability; the local and state economies; and other factors. It must be taken into consideration that:

- It is not the intent of the plan to see an entire area within the specified zones to develop. Instead, the specified use shall be allowed if consistent with the type, location, and density of the development; and
- Some of the land would hinder development based on soil suitability, adjacent natural resources, conflicting land uses, or other factors.

To calculate commercial land use projections, the current ratio of residential acreage was compared to commercial land use acreage (2.0 acres) based on the current land use inventory. This ratio (appx. 206:1) was held constant over the planning period. The town can anticipate an additional three acres of commercial development by 2030. The Future Land Use Map designates the area along STH 22, still within the town but adjacent to the southwest portion of the Village of Wild Rose. This area is designated as "Future Industrial/Commercial."

Industrial lands are projected in the same manner as the commercial lands. According to the 2006 land use inventory, the current ratio of residential acreage to industrial acreage is approximately 14:1. By 2030, it is anticipated the Village of Wild Rose may annex as much as 39 acres from the Town of Rose for industrial uses. This development would likely occur in the area identified as "Future Industrial/Commercial" area. As the area contains nearly 89 acres, the additional industrial and commercial development (42 acres) should easily be accommodated.

The Town of Rose does not intend to make the large investments in providing public sanitary sewer treatment and public water distribution infrastructure needed to accommodate a great deal of industrial development so it is anticipated that large industries would be accommodated within the Wild Rose Industrial Park where public services are available. Directing new industrial development primarily to the area immediately adjacent to the existing industrial area in the Village of Wild Rose would allow the Town to have the benefits of employment without the expense of the infrastructure. This area has potential for annexation into the Village. With annexation, this area could provide adequate public facilities and services for more intensive industrial uses.

**Table 8.6. Town of Rose Land Use Projections**

Future Land Use Projections (in acres)	2006	2010	2015	2020	2025	2030
S.F. Residential <sup>1</sup>	410	502	617	732	847	962
Commercial	2	2	3	4	4	5
Industrial	29	36	44	52	60	68
Agricultural	3417	3,400	3,379	3,358	3,337	3,316

<sup>1</sup> assume 5 acres per single family dwelling unit

Source: ECWRPC 2006, Town of Rose Land Use Committee, 2006

Agricultural lands are scattered throughout the Town of Rose. It is the town's intention to preserve the right to farm for existing agricultural operations, in particular larger tracts of the most productive soils where feasible. As development pressures continue to grow, a portion of the lands currently being used for agricultural purposes may be developed over the 20 year planning period. New residential uses near existing agricultural operations should be set back and adequately buffered from the farms to minimize potential land use conflicts and serve as a buffer area.

Agricultural projections were made assuming that all new residential development would convert a combination of agricultural land, woodlands, and open land into residential use. The share of land taken from these three categories is based on each category's share of existing non-developed, but still developable land. Because the Town of Rose contains a larger share of woodlands, the anticipated loss of farmland is expected to be only 101 acres by 2030.

Areas designated for future development actually exceed the overall anticipated acreage requirements for each development type (residential and commercial/industrial). This allows increased flexibility for future development location. First, the plan conveys the conceptual ideas rather than site-specific designation. Second, environmental limitations to development such as wetlands are quite common in the Town of Rose. Allocating extra resources will allow new development to occur without jeopardizing the pristine quality of the natural resource base.

### Land Use Issues and Conflicts

Initially The Village of Wild Rose and the Town of Rose met jointly to address areas of common interest. Later in the process, the Town and the Village chose to meet independently to discuss the aspects of the plan that are unique to their community. In order to avoid future land use conflicts, neighboring towns should establish a communication process to determine the

potential effects of new developments within 0.5 mile of their common border. By doing so, the impacts of the adjoining development will be more likely to be minimized.

Future land use conflicts between the Town of Rose and the Village of Wild Rose may be minimal, as the two communities have a good working relationship and agree on annexation issues. Town officials and planning commission members from the Village of Wild Rose should continue to effectively communicate to avoid conflicts.

The Wild Rose Sanitary District serves the Village of Wild Rose and has the capacity to accommodate additional development beyond its current boundaries. Town officials and sanitary district employees will need to collaborate to ensure that the overall density of development within both towns is consistent with the overall land use visions for both towns. In addition, development will need to be monitored to ensure that the capacity on the existing sanitary sewer system is not exceeded.

Natural resource preservation and new development may be in conflict with each other. High quality wetlands, floodplains, and other features comprise the natural resource base for the Town of Rose. Increased development near these resources could lead to displacement of wildlife; degradation of surface and groundwater; and loss of forest, farmland and other open lands and resources.

Incompatibilities may arise between adjacent land uses as development continues. Future land use maps designate specific areas for various uses. To minimize these conflicts, other land use controls such as setbacks, screening, and buffering should be utilized to limit potential conflicts. Any subdivision that is approved should be designed in a manner that preserves the rural character of the area while enhancing the natural resource base.

## **INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS**

Land use cannot be considered in isolation from other elements. Economic development; housing; transportation; community and public facilities; and agricultural, natural and cultural resources all interact with one another. A vibrant economy brings people to the area in search of jobs and housing. Additional jobs may require the construction of more businesses, while additional people may demand other housing and services. Infrastructure such as roads and sewer and water extensions may be needed to serve these areas and people. This development may impact existing farm lands, forest areas, and other natural features.

### **Economic Development**

Commercial and industrial land uses should be located in areas that are compatible with adjacent land uses, minimize environmental impacts, and utilize existing infrastructure. Additionally, industrial and concentrated commercial land uses should be situated in areas, if possible, where public sanitary sewer and water are available. Public sewer is not available in the Town of Rose, therefore commercial and light industrial uses should be concentrated near Highway 22 where good access is available, properties can be served by sanitary sewer, and will be adjacent to compatible land uses, such as are proposed for the Village of Wild Rose.

The Village of Wild Rose Sanitary District has available sanitary sewer capacity and a new water distribution system will allow continued growth in the community's commercial/industrial park over time. Commercial land use infill is being encouraged for the few residential uses that line STH 22. Incorporating historic elements of the region into the visual character of new buildings and directing unique businesses to these areas are important to the economic vitality of both communities. Although the Towns of Rose does not garner direct tax benefits from the new industrial development, town residents will still benefit from the creation of good paying jobs.

## **Housing**

It is critical that an adequate supply of reasonably priced land be available for residential development. The amount of land that is required depends on the density, design, and placement of development. Residential development should be placed to minimize environmental impacts and utilize existing infrastructure. Scattered residential development increases the cost to provide public services such as fire, police and emergency protection; consumes and fractures large tracts of agricultural and forested areas; and increases conflicts between agricultural and residential uses.

Demand for property with access to natural resources has driven up land values and the cost of housing in the area. New residential development may not be affordable to residents who depend on the area for jobs. The provision of a mix of residential units must be available for all income ranges. Affordable housing including smaller homes on smaller lots and reasonable priced rental properties must be provided for individuals on low or fixed incomes. These areas should be located within walking distance of schools, stores, and other services.

## **Transportation**

A well planned transportation system provides access to housing, schools, work and through traffic. As part of this transportation system, bike and pedestrian facilities should be expanded in existing areas to provide safe access to schools and business. When new subdivisions or roads are built or existing roads are reconstructed, pedestrian and bike access should be incorporated into these new designs.

Communities should carefully consider the creation of a system of recreational trails for both non-motorized and motorized traffic. Bicycling and pedestrian trails provide alternative transportation methods for local residents and potential tourist attractions. A year-round trail system for ATVs will also increase recreational opportunities for local residents and tourists alike.

## **Utilities and Community Facilities**

New development should occur in proximity to existing infrastructure. Unsewered development should not be allowed to occur in areas that can be cost effectively and readily served by public sewer. In rural areas, scattered residential development increases the cost or makes costs prohibitive for services such as fire, police and emergency protection and public transportation (school bus and elderly/disabled). The road network should provide easy access to all areas as valuable time is lost when emergency vehicles must travel on winding local roads.

## **Agricultural Resources**

Agriculture not only supports the economy of the county, but also defines the rural character that residents of the area value. The county is experiencing a decrease in the number of farming operations as farmland is converted to other uses. Farmland areas are being fragmented by scattered residential development which often results in agriculture operational conflicts and limits farm expansion for farmers who wish to remain in farming.

## **Natural Resources**

An abundance of natural resources including streams, woodlands, wetlands, wildlife habitat, agricultural land and other open spaces can be found in the area. People who visit and live in the area value these resources. Increased development can adversely affect these very resources that drew people to the area and caused them to remain. New development should be directed away from sensitive environmental areas including floodplains and wetlands. Care should be taken to minimize the effects of new construction on the existing environment by strictly enforcing erosion control practices. Older septic systems should be inspected regularly to minimize the consequences of failing systems on water quality.

## **Cultural Resources**

The historical past of the area helps to define the present. Care should be taken to preserve, protect, and enhance the cultural resources, historic areas, and buildings that remain. New development should be incorporated into existing development so that it enhances the historic components that remain. The downtown areas of the Village of Wild Rose could be developed to enhance the historical significance of the downtown commercial district.

## **Intergovernmental Cooperation**

Land use decisions that are made within one municipality often affect the decisions and land use of another. For example, the development of a heavy industrial activity near the border of one community has the potential to affect the land use, natural resources and economy of an adjacent community. In this example, a residential use may not be compatible with the heavy industrial use, the industry may pollute a stream that flows through another community, or the business may purchase raw products or supplies from a business in an adjacent community. To minimize conflicts, communities should solicit input and find an effective form of communication with neighboring communities and residents.

## **POLICIES AND PROGRAMS**

### **Regional, County and Local Policies**

#### ***Zoning Ordinances***

The Wisconsin enabling legislation requires that zoning ordinances must be reviewed and modified if necessary to be consistent with a community's comprehensive plan.

Local municipalities and counties can enact wind energy zoning ordinances to proactively plan for siting future wind energy projects.<sup>20</sup> Wind energy zoning ordinances can establish setbacks from property lines, roads, communication and electricity transmission systems, and residential structures. Additionally, setbacks can be established for undeveloped residential properties. Although noise level effects may be difficult to determine due to differences between individuals, it is possible to establish maximum allowable decibel levels at residential dwellings and specific public facility sites. Height restrictions can be placed on individual turbines. Height restrictions must be used cautiously since a restriction could lead to an increased number of turbines and decreased land use efficiencies. Several safety features can be incorporated into a zoning ordinance. For example, restrictions can be placed controlling the accessibility (lockable, non-climbable towers), electrical connection systems, and appropriate warning signage installation to cite a few examples. Ordinances can also include specific plans for site reclamation if a turbine is abandoned or its use is discontinued.

Other zoning tools can also be utilized to limit the number of potential sites for wind energy facilities. Extra-territorial airport zoning can restrict the maximum height of structures to a distance of three miles from a public airport facility. In addition, overlay zoning can be utilized to further protect significant natural or cultural resources by limiting the conditional uses within a specific area.

### ***County Policies***

**County Zoning.** The Waushara County Code of Ordinances regulates private on-site wastewater treatment systems, land divisions and land uses. A few of the chapters that relate to land use are summarized below.

**Waushara County Utilities Ordinance** is contained within Chapter 54 of the Waushara County Code of Ordinances. This ordinance regulates all private on-site wastewater treatment system within the county. Although this ordinance does not directly determine land uses, it influences the location of future development according to soil suitability.

**Waushara County's Subdivision Ordinance** is contained in Chapter 42 of the Waushara County Code of Ordinances. The ordinance facilitates division of larger parcels of land into smaller parcels of land. Land divisions create less than three lots of 15 acres or less. Land divisions can be classified as either major or minor subdivisions. A major subdivision creates five or more lots which are each 5 acres or less in area by successive divisions within a 10-year period. A minor subdivision contains three or more lots that are 15 acres or less in area by successive divisions within a 10-year period. The ordinance also contains design standards for streets, setbacks, utility easements, stormwater management techniques, and erosion control.

The **Floodplain Zoning Ordinance** is contained within Chapter 18 of the Waushara County Code of Ordinances. The purpose of the floodplain ordinance is to protect life, health, and property; to minimize the costs associated with flood control projects; and to minimize the costs associated with relief and reconstruction efforts. The ordinance regulates residential uses, storage of hazardous materials, sewage disposal, wells for drinking water, and uses mentioned in NR 110.

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<sup>20</sup> *Wisconsin State Statutes 66.0401.*

The **Shoreland Zoning Ordinance** is contained within Chapter 58 of the Waushara County Code of Ordinances. Shorelands are defined as unincorporated areas which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagooning, and other uses which may be detrimental to this area.

Chapter 58 also addresses **wind energy generation facilities**.<sup>21</sup> The existing ordinance permits wind energy facilities in areas that have been zoned for either general agricultural (A-G) or forestry (O-F) uses. As such, the landscape within these areas must be dominated by agricultural practices or woodlots. Several setbacks, safety restrictions, and ground clearance requirements have been established. The County and local municipalities may wish to collaborate to designate specific sites appropriate for future wind energy facilities.

**Farmland Preservation Plan.** Waushara County adopted the county Farmland Preservation Plan on June 9, 1981.<sup>22</sup> The goal of plan is to preserve productive and potentially productive agricultural land, forest land, and environmentally sensitive areas while providing other areas for well planned growth in other appropriate areas of the county. Agriculturally productive areas are defined as existing farms consisting of a minimum of 35 contiguous acres of productive farmland. This plan allows farmers in preservation areas to sign agreements on a voluntary basis under the state's Farmland Preservation Act for tax credits.

**Pine River/Willow Creek/Poygan South Priority Watershed Plan.** The Pine River/Willow Creek/Poygan South Priority Watershed was selected as a priority watershed in 1995.<sup>23</sup> The watershed drains 308 square miles in Waushara and Winnebago Counties. Both waterways are clear, hard water streams that drain the southern two-thirds of Waushara County. The local soils, geology, and other physical resources present in the watershed are highly susceptible to groundwater and surface water contamination from poor land use practices. The high occurrence of agricultural uses exacerbates this vulnerability. The overall goal of the High Priority Watershed program is to reduce sedimentation and nutrient loading to local water resources. The project will end in 2009. In 1997, the Pine River/Willow Creek/Poygan South Priority Watershed Plan was adopted to protect these watersheds.

**Land and Water Resource Management (LWRM) Plan.** The Waushara County LWRM plan was written in 1999.<sup>24</sup> In 2005, it was revised in response to legislative call to redesign Wisconsin's programs to reduce pollution from unknown sources. The revised plan was adopted in February 2006. The plan identifies long term goals and implementation strategies to reduce non-point source pollution into rivers, streams, and lakes in Waushara County. The four goals that were identified include: 1.) Reduce soil erosion and continue to protect natural resources; 2.) protect and enhance in-stream, riparian, wetland and upland habitat; 3.) protect surface waters from construction site erosion control & non-metallic mining; and 4.) implement the animal waste prohibition.

<sup>21</sup> WCZLC. 2006. *Code of Ordinances: Waushara County, Wisconsin 58.236 (20)*.

<sup>22</sup> WCZLC. 1980. *Waushara County Farmland Preservation Plan*. [http://www.co.waushara.wi.us/more\\_lcd.htm](http://www.co.waushara.wi.us/more_lcd.htm).

<sup>23</sup> WDNR. 1995. *Pine River and Willow Creek Watershed*.  
<http://dnr.wi.gov/org/gmu/wolf/surfacewaterfiles/watersheds/wr02.htm>.

<sup>24</sup> WCZLC. 2005. *Waushara County Land and Water Resource Management Plan*.  
[http://www.co.waushara.wi.us/more\\_lcd.htm](http://www.co.waushara.wi.us/more_lcd.htm).

## ***Local Policies***

**Village of Wild Rose.** The Village of Wild Rose does not currently exercise extraterritorial zoning rights on adjoining lands within the Town of Rose and the Town of Springwater. While the village could establish extraterritorial zoning up to a mile and a half from the corporate boundary of the city, the City and Town have opted for a cooperative relationship that reflects mutual common interests at this time.

**Official Map.** An official map is intended to implement a master plan for a city, village, or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use. The Waushara County parcel map may serve as a basis for their official map.

**Existing Comprehensive/Land Management Plans.** This is the first planning effort for the Village of Wild Rose and the Town of Rose. Several adjacent towns in Waushara County have already adopted land management plans (towns of Oasis, Deerfield, Mt. Morris and Springwater). The Town of Wautoma has adopted a comprehensive plan. The Towns Almond and Belmont which are adjacent to the north in Portage County have adopted comprehensive plans, (10-20-2004 and 6-14-2005 respectively), and the Town of Dayton in Waupaca County has a plan in draft form but it has not been adopted at this time. All of these plans should be taken into consideration when decisions along an adjoining border are being made.

## **Federal, State and Regional Programs**

### ***State of Wisconsin***

**Land and Water Resource Management Planning Program (LWRM).** The land and water resource management planning program (LWRM) was established in 1997 by Wisconsin Act 27 and further developed by Wisconsin Act 9 in 1999.<sup>25</sup> Although both Acts are designed to reduce non-point pollution, Wisconsin Act 27 regulates rural and agricultural sources while Wisconsin Act 9 regulates urban sources.<sup>26</sup> Counties are required to develop and periodically revise LWRM plans. Citizens and professionals in each county identify local needs and priorities in regards to conservation needs through watershed based planning. All LWRM plans must be approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

**Wisconsin Act 204.** Recent blackouts and other incidents throughout the United States have raised concerns regarding both the supply of energy and the adequacy of the transmission grid. Wisconsin Act 204 mandates that a portion of electricity generation facilities be from renewable resources. To ensure that the renewable energy goals set forth in Wisconsin Act 204 are not unduly hindered, the State passed additional legislation restricting the ability of local governments to prohibit or curtail the development of wind and solar energy system.<sup>27</sup> Municipalities can only impose restrictions on the construction and operation of wind turbines to protect public health and safety. Furthermore, communities cannot impose regulations which increase construction/operation costs, decrease the efficiency of wind generation systems, or specifically prohibit installation of alternate energy systems.

<sup>25</sup> Wisconsin Legislative Reference Bureau. 1997. *Budget Brief 97-6*.

<sup>26</sup> Wisconsin Legislative Reference Bureau. 2000. *Budget Brief 00-7*.

<sup>27</sup> Wisconsin Statutes 66.0401

Although traditional approaches such as coal and natural gas are still utilized, other options are being explored that include renewable resources. Under this mandate, other sources of energy such as wind are currently being proposed at several locations throughout Wisconsin. While there is an extensive review process for the placement of large electrical generation facilities, smaller facilities, such as wind turbines, often fall below the size limitation and bypass this review process. Thus, many communities find themselves unprepared to handle future wind turbine proposals.

**EXHIBIT 8-1**  
**EXISTING LAND USE**

**EXHIBIT 8-2**  
**EXISTING ZONING**

**EXHIBIT 8-3**  
**FUTURE LAND USE**

## LAND USE – Town of Rose

**Goal LU 1. To develop and implement a land use plan which preserves an attractive visual character, minimizes land use conflicts, and adequately addresses the future needs of the Town for housing, transportation, public facilities, and recreational opportunities.**

### **Objectives:**

- **LU 1.1. Promote future development that will meet the future needs of the area while preserving the visual qualities of the area's environment that define its rural character. The plan recommends that a minimum single family lot size of 5 acres be adopted by the Town Board.**

### **Strategies:**

- (1) **Target desired new commercial and industrial development to appropriate locations in surrounding industrial parks where the existing infrastructure can accommodate new industrial and commercial uses.**
  - Where feasible, direct future large scale new industrial/commercial development to existing industrial parks in the nearby region serviced by public sewer and water utilities.
  - When practical, direct light intensity new commercial/mixed-use, and small scale "cottage industry" businesses to areas along highway 22 and in the Village of Wild Rose when compatible with existing uses.
- (2) **Support limiting the number of new access driveways on through traffic roadways to improve efficiency and public safety and reduce the number where feasible, on Town, County and State highways.** (Support Waushara County design standards for driveways as noted in Sections 58-22 and 42-81)
- (3) **Support enforcement of current regulations regarding shoreland development and vegetation removal which protect surface and groundwater from development.** These provide for 100 foot building setbacks along trout streams and 75 feet around lakes.
- (4) **Encourage the adoption and enforcement of a town ordinance that protects existing scenic vistas by banning off-premise outdoor advertising.**
- (5) **Consider buffering rural land from new residential development by encouraging land owners to establish woodlands and other natural plantings.**
- (6) **That the town will strictly follow the county requirements that regulate the enforcement on, and removal of, visually objectionable items in outdoor yards to maintain our scenic beauty (ie: unlicensed cars, abandoned appliances, etc.)**

- **LU 1.2. Promote land use patterns that protect and promote public health, safety, and welfare.**

**Strategies:**

- (1) **Promote development that occurs in a planned and coordinated manner that maintains or improves the quality of life for town residents.**
  - (2) **Support County regulations regarding issuing building permits on locations near abandoned land fill sites. ( see Exhibit 8-3 )**
  - (3) **In areas where scotch pine plantations present a fire hazard, improve public safety and guard against loss of life and property, by adhering to the fire prevention standards stated in Section 58-822 of the Waushara County Zoning Code. (Maintain 18' width and 15' height clearances for emergency vehicle access, utilize fire numbers, etc.) The Town Board should address insect and disease issues associated with scotch pine plantations.**
- **LU 1.3. The town should encourage the preservation of local agricultural operations and traditions.**

**Strategies:**

- (1) **The town should support the "Right to Farm Act".** A carefully managed land use pattern can provide an environment in which residential neighborhoods and a diverse mixture of enterprises including agricultural operations can co-exist with minimal conflicts.
    - The Town should encourage farming operations to incorporate best management practices which improve the environment and reduce the potential for conflicts with residential uses.
    - Work with Waushara County to revise zoning ordinances which consider the appropriate siting of concentrated animal feeding operations.
- **LU 1.4. Collaborate with surrounding municipalities and towns to ensure compatible land uses near their common boundaries.**

**Strategies:**

- (1) **Communities within the Group E planning cluster and the County should foster open communications which allow mutually beneficial developments.**
- (2) **Work with the County to ensure the Town is notified of and has the opportunity to provide comments on any new industries and/or retail development, home occupations, mobile homes and cell tower or wind turbine generator placements, which may negatively impact the rural character, aesthetics, natural resource base, or provision of community services within its boundaries.**

- **LU 1.5. Assess the impact of future changes to the transportation network within the planning area.**

**Strategy:**

- (1) **As new development is planned the Town Board will determine what roadway infrastructure is needed to facilitate and accommodate the growth.**

- **LU 1.6. Assess the current and future recreational needs of town residents.**

**Strategy:**

- (1) **Consider being supportive of the Village of Wild Rose proposal to develop a pedestrian and bicycle connection between the Village Mill Pond Park and the reconstructed Fish Hatchery facility to the north.**

## CHAPTER 9: INTERGOVERNMENTAL COOPERATION

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## INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, the provision of services, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

#### ***Intergovernmental Cooperation Area Vision for 2030***

*In the year 2030 the Town of Rose and the Village of Wild Rose are working closely with each other, and neighboring communities on areas of mutual interest. They also collaborate on a whole range of issues and public services. This spirit of cooperation has led to a more cost-effective delivery of government services by eliminating duplication of costs, facilities and equipment, and achieving larger economies of scale. In addition, the interchange of ideas, and information gained from ongoing dialogue among the participants has helped each community plan better for its future needs. Local officials have recognized that their economies and quality of life are inextricably interlinked and interdependent on each other so intergovernmental cooperation has provided mutual benefits for the entire area.*

## INVENTORY AND ANALYSIS

### Governmental Units and Relationships to Communities

#### ***Communities***

The Village of Wild Rose borders the towns of Rose and Springwater. The Village has not established a border agreement with either the Town of Rose or the Town of Springwater. Even though the Village does not have a border agreement with either town, few conflicts have arisen that have not been resolved to everyone's satisfaction. The Village of Wild Rose and the Town of Rose have mutual interests and their economies are interlinked by industry/service and employment relationships.

The Town of Rose shares its borders with the towns of Springwater, Wautoma, Oasis and the Towns of Almond and Belmont in Portage County. Towns cannot annex land from one another and therefore, borders between these entities are fixed and boundary disputes are non-existent. The towns in the area share a common rural character and enjoy a good working relationship.

At present the Wild Rose Sanitary District (WRSD) serves only the Village of Wild Rose although it has adequate capacity to serve a larger area and future growth in the adjacent areas of the Town of Rose and the Town of Springwater, for the foreseeable future. The Wild Rose Sewer Service Area (SSA) only includes areas within the Village of Wild Rose corporate limits.

### ***School Districts***

The Town of Rose/Village of Wild Rose is served by three different public school districts; the Wild Rose Area School District, the Almond-Bancroft School District and the Tri-County Area School District. The Wild Rose district serves all of the Village and the majority of the Town of Rose. The Almond-Bancroft district serves the northwest corner of the Town of Rose and the Tri-County district takes in students from the Southwest corner of the town. The Wild Rose School District has all of its school buildings and its athletic facilities within the Village of Wild Rose. The high school and the middle school campus are located adjacent to each other on Park Avenue and can share some facilities. The elementary schools are at two separate locations, Wild Rose elementary on Mt. Morris Road, and the other, Pleasant View Elementary is located in Pine River. The facilities for the Almond Area School District are located in Almond, and the Tri-County Area School District facilities are located in Plainfield. Both are outside of the plan's study area. The Wild Rose School District owns and makes use of an educational school forest property located in the northwest corner of the Town of Rose.

While school districts are working with area communities, additional communication and cooperation can be done that will benefit both the school districts and the communities. This may include sharing recreational facilities, utilizing existing school facilities for after school meeting space, and working together to coordinate the siting and utilization of new school facilities. Local governments and school districts should establish a method of communication and explore ways in which they can work together. Joint cooperation between school districts will allow the goals of the comprehensive plan to be met while providing safe, efficient transportation, community services, and related amenities.

The planning area is served by two technical college districts. The majority of the plan's area is encompassed within the Fox Valley Technical College's district (FVTC-Appleton and Oshkosh), and the remainder falls within the Midi-State Technical College's District (Steven's Point) which serves the northwest and southwest portions of the Town of Rose. The plan proposes that the three economic development committees representing the two communities work with the technical colleges and local industries to develop training programs to develop skills needed by area industries.

### ***Community Facilities***

Due to the rural nature of Waushara County, many of the larger facilities are located in the City of Wautoma, Village of Wild Rose or one of the other incorporated communities in the area. Ambulance, sheriff, fire and emergency medical services are dispatched from the City of Wautoma to neighboring communities. Fire protection for both the Town of Rose and Village of Wild Rose is provided by the Wild Rose Fire District. The Wild Rose Fire District has mutual aid agreements with other fire districts in the area, including the Town of Almond, the Town of Springwater-Saxeville, The Town of Plainfield, the City of Wautoma and many other fire districts throughout the County. EMS and ambulance protection is also served by a cooperative arrangement managed by the Waushara County EMS in Wautoma.

The Wild Rose Community Hospital (WRCH) located in the village serves multiple communities in the region for many common health care needs. Waushara Family Physicians operates a clinic in the Village. There are no healthcare facilities physically located in the Town of Rose.

Library facilities utilized by town and village residents are Patterson Memorial Library located in the Village of Wild Rose and the Wautoma Public library located in the City of Wautoma. Both libraries are a part of the Winne-Fox library system that cooperatively share use of partner library collection materials.

Communities should also periodically meet with providers of utility infrastructure (gas, electric, telephone, etc.) to discuss upcoming road construction and utility upgrades. Coordinating construction projects (both community and utility) saves everyone time and money.

Currently both communities within the planning area and beyond have various intergovernmental agreements with one another with regard to public services and facilities. The several area fire districts/departments have mutual aid agreements with each other and the other districts/departments in both Waushara County, and the adjoining counties of Portage and Waupaca.

### ***County***

The Town of Rose has adopted county zoning and has therefore given the county jurisdiction over zoning matters including land divisions and private on-site wastewater systems. The Town works well with the County Zoning Administrator's office to handle all zoning issues. The Village of Wild Rose has adopted their own zoning.

Communities work with the various county departments to coordinate road construction and maintenance, solid waste and recycling efforts, senior citizen and other social services, and park and recreation facilities and programs. The communities and the County continue to maintain open communications with one another that works to foster good working relationships and mutual respect.

### ***Region***

Waushara County is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region. These services include environmental management, housing, demographics, economic development, transportation, community facilities, land use, contract planning, and others. ECWRPC has worked with the Town of Rose and the Village of Wild Rose on several projects over the years including the preparation of local and county park and open space plans, sewer service area planning, land use plans, and the current comprehensive plan.

### ***State of Wisconsin***

**Wisconsin Department of Natural Resources (WDNR).** The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water quality management, habitat preservation, air quality management, recreational trail development, and other programs. The WDNR helps local landowners successfully manage their woodlots for wildlife habitat and timber production throughout Waushara County. The WDNR also maintains environmentally sensitive protection corridors which enhance surface water quality and stream habitat throughout the planning area,

including properties associated with the Pine River and Willow Creek watersheds and the Wild Rose Fish Hatchery. The WDNR maintains a service center in the Wautoma Industrial Park.

**Department of Agriculture, Trade, and Consumer Protection (DATCP).** The overall mission of DATCP is multi-fold. The agency oversees programs which ensure the safety and quality of food, fair business practices for buyers and sellers, consumer protection, efficient use of agricultural resources in a quality environment, healthy animal and plant populations, and the vitality of Wisconsin agriculture and commerce. Since agriculture will continue to be an important economic industry within the planning area, many of the programs DATCP offers will benefit and help local citizens.

**Wisconsin Department of Transportation (WisDOT).** WisDOT deals with issues related to all transportation uses in the planning area. WisDOT evaluates existing transportation infrastructure for bicycle and pedestrian trails as well as assists in planning efforts for future trails. The County maintains through an agreement with WisDOT the maintenance of the STH 22, and STH 73 corridors. Although there are no major expansion plans for these highways, the County and communities should collaborate with WisDOT to address transportation issues including a long-term vision for the STH 22 corridor.

### **Intergovernmental Comprehensive Planning Efforts**

The Town of Rose and the Village of Wild Rose began with joint meetings throughout much of the planning process and have discussed issues related to each of the nine elements. By doing so, the municipalities have had the opportunity to discuss common goals and work together to resolve differences. Periodically, representatives from various agencies and businesses (WDNR, CAP Services, Waushara Area Chamber of Commerce, Waushara County Economic Development Corporation) have been invited to talk and/or provide input into the planning process.

### **Laws, Ordinances and Regulations**

**Cooperative Boundary Plans and Agreements.** Cooperative boundary plans and agreements are joint planning efforts in which two or more municipalities establish a mutually agreeable plan to establish boundary lines, provide public services and facilities, share revenues, and establish land use criteria.<sup>1</sup> The majority of municipal boundary agreements are conducted between a town and an incorporated village or city. Cooperative boundary plans, which are subject to a minimum of a ten-year period, must be approved by the Wisconsin Department of Administration. At this time no cooperative boundary agreement exists between the City of Wild Rose and the Town of Rose, largely because they have maintained good relations and have always reached amicable agreements on growth issues.

**Extra-territorial Subdivision Regulation.** Incorporated villages and cities can exercise plat review authority in unincorporated areas adjacent to their communities.<sup>2</sup> This allows incorporated areas the same authority to approve or reject a specific plat or CSM as if it were within its own jurisdiction. This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and small cities and 3.0 miles for cities with population of

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<sup>1</sup> *Wisconsin State Statutes* s.66.0307.

<sup>2</sup> *Wisconsin State Statutes* s.236.10.

greater than 10,000. The incorporated area must have a subdivision ordinance in place in order to exercise this authority. The Village of Wild Rose has been working on drafting a subdivision ordinance, but it has not been adopted yet as of the writing of this plan, therefore they have not exercised their extra-territorial jurisdiction authority.

Cities and villages can work to ensure that land use conflicts are minimized near the incorporated boundaries. If the incorporated area has more restrictive guidelines than the adjacent town, the city/village can require that the subdivisions meet the more restrictive regulations. A plat can be rejected if it conflicts with a city/village ordinance, fails to comply with state statutes, or fails to comply with the city/village master plan.

**Extra-territorial Zoning.** Incorporated villages and cities have been given authority to practice extraterritorial zoning authority if they have developed a zoning ordinance for the incorporated areas.<sup>3</sup> This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and cities with populations less than 10,000, and 3.0 miles for cities if the population exceeds 10,000. Extraterritorial zoning allows for smooth transitions between suburban and rural areas, reduces conflicting land uses, and promotes intergovernmental cooperation in planning for future community needs.

Three major steps are involved in the adoption of an extraterritorial zoning ordinance.<sup>4</sup> First, the incorporated area must adopt and publicize a resolution to establish its intent to exercise its zoning authority within the extraterritorial area. Second, a joint committee with members from both the incorporated municipality and town must develop the specific zoning ordinance. Finally, the final plan must be adopted through the joint committee. The joint committee consists of 3 members from the city or village and 3 members from each affected town. This ensures that zoning cannot happen unless there is mutual agreement between governmental jurisdictions.

## INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS

### Economic Development

Communities should partner with community, county, and regional economic development groups; the local chamber of commerce; organizations such as CAP Services; state agencies such as Wisconsin Department of Commerce and UW-Extension; area school districts and technical schools; local businesses and others which promote economic development. Since the economy of the individual communities in the Group E cluster is somewhat dependent on the economy of all the municipalities in the area, all communities within Waushara County and the Tri-County region must work together.

### Housing

Housing choices that reflect the needs of individual households is an integral part of comprehensive planning. Economic development professionals, housing providers, local government officials, county departments and consumers should work together to promote the

<sup>3</sup> *Wisconsin State Statutes* s.62.23.

<sup>4</sup> Ohm, B. 1999. *Guide to Community Planning in Wisconsin*.

development of housing that meets the needs of all income levels within the area. Communities should continue to work with and forge new ties with agencies such as CAP Services, United Migrant Opportunity Services (UMOS), the Federal Department of Housing and Urban Development, and private entities to ensure that an adequate amount of affordable housing is present.

### **Transportation**

Communities should work with WisDOT, Waushara County and ECWRPC to resolve local, regional and state transportation related issues. Traffic flow, on-street parking and safety concerns in the downtown areas of the Village of Wild Rose with regard to STH 22 should be resolved through coordination with WisDOT and the County. A possible STH 22 redesign or realignment should be collaborated through a joint effort with input from the village and the town; WisDOT, WDNR and other state agencies; regional planning commissions; interested citizens; and others.

Roadway projects must be jointly coordinated with public utilities, local emergency rescue departments, community departments, school districts and others to ensure that repairs are made cost-effectively and on a timely basis.

### **Utilities and Community Facilities**

Coordination of road construction projects and utility upgrades can save everyone time and money. If a community is aware of a needed utility upgrade on a local street, they may also decide that it would be cost-effective for them to resurface the roadway after construction has occurred. Likewise, if a utility knows that a local road is going to be under construction, they may decide to upgrade their facilities at the same time.

Coordination of new school facilities is also key. Communities need to plan for increased traffic, reuse of former buildings, and needed public infrastructure (roads, sewer, water, police and fire protection). Multi-use and extended use of buildings can also save the community money. A school facility is an ideal location to hold evening classes for adults, as well as recreational programs and public meetings. In some instances, school districts have worked with communities to construct joint library projects and recreational facilities (swimming, gym and weight room).

Communities and the County should work together on joint and regional park and recreational programs and facilities. Some of the larger facilities such as a ski or tubing hill, ice rink and swimming pool may too costly for one entity to tackle alone. Moreover, the use of these facilities is not limited to the residents of one community but is usually enjoyed by the residents and visitors of the entire area. Countywide recreational leagues may also be something that can be investigated. One community alone may not have enough participation to field a sufficient number of teams to support league play, but with input from a number of communities in the area, this may become feasible. Some things that could be investigated may include soccer (adult and youth), baseball (adult and youth), volleyball, or others. The Village of Wild Rose and the Town of Rose are coordinating plans for a recreational walking trail that would link the Mill Pond (Roberts Park with the Popular Fish Hatchery attraction located in the Town of Rose.

## **Agricultural Resources**

The economy and the character of the area are dependent on a viable agricultural economy. Preserving productive agricultural land and maintaining a critical mass of farmers in the area to sustain the local agribusiness are tasks that can not be tackled alone. It will take input and support from communities, farmers, economic development groups, local agencies, and citizens alike. The goals, objectives and strategies that communities and the County develop during the comprehensive planning effort will have a direct impact on the agricultural economy.

## **Natural Resources**

Preserving the natural resources of the area is a joint effort. Natural resources do not stop at municipal boundaries. The actions and policies of one community impact the resources of another. A topographic divide separates surface water drainage between the Upper Wisconsin River Basin to the west and the Upper Fox and Wolf River Basins to the east in Waushara County. For this reason, the area has a number of pristine class 1 trout streams and exceptional water resources. The success of the County and the individual community's protection of these resources will impact the quality of the surface and groundwater for communities downstream and down gradient. To protect these valuable resources, communities must work with the WDNR and County to ensure that the actions and policies that they are using are effective in protecting water quality.

## **Cultural Resources**

The cultural and historical features of a community help to shape it. Preserving these resources that residents feel have made meaningful contributions to the community's heritage allows a connection to the past and an opportunity to pass this heritage onto future generations. Communities should work together to seek funding from the Wisconsin Historical Society to identify and evaluate historical, architectural and archeological resources in the area. Joint efforts should be made to ensure consistency between communities on planning related issues that affect cultural and historical resources. Finally, communities and the County should work together to educate citizens and elected officials about the importance of these resources and how they can be protected. The Village local historical museum and the historical museum in Wautoma should work together to support each others efforts.

## **Land Use**

Land use brings all of the other elements together. The future land use map illustrates existing and future development based on the goals, objectives and strategies that each community has established. Land use decisions of one community have a direct impact on other communities. Communities should work together to jointly develop visions of how land along joint borders should be developed or preserved. When new development or land divisions occur in these areas, joint input should be obtained before decisions are made. The Village of Wild Rose may consider exercising extraterritorial jurisdictions within a 1.5 mile boundary of their community. Extraterritorial zoning would not only give the village input on how these areas are to develop, but it would also strengthen ties in the area. Joint planning would provide cohesiveness to establishing the direction development should take and allow area-wide consensus in the decision making process that will ultimately shape the future of the entire area.

## POLICIES AND PROGRAMS

### State, Regional and County Policies

#### *State*

The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) routinely engage in master planning for natural resource management and transportation purposes. The University of Wisconsin Extension office located in Wautoma serves as an educational resource for County residents.

Waushara County is located within the Northeast Region of the WDNR. The Northeast Region has a regional office in Green Bay and a service center in Waushara County. A master plan is developed for each property that WDNR owns. This plan establishes goals and objectives for how the property will be managed and developed.<sup>5</sup> In addition, the master plan delineates adjacent lands or related parcels that should be acquired in the future to expand the property. The master plan discusses not only the proposed future of the property, but also the benefits it will provide to local communities. In order for the WDNR master planning process to be effective, local participation from the affected communities is needed. All citizens affected by the WDNR owned land should consider becoming involved in the planning process or attending meetings related to the projects.

Waushara County is located within the North Central Region of the Wisconsin Department of Transportation (WisDOT). The North Central Region has regional offices in Wisconsin Rapids and Rhinelander. WisDOT has prepared several master plans specifically for various modes of transportation as well as a highway improvement plan.<sup>6</sup> Although the plans are adequate to 2020, these plans will be periodically updated. The Village of Wild Rose and the Town of Rose should take a proactive role in all transportation planning processes in the future to ensure that, as existing transportation facilities are expanded to meet the existing and future needs of the individual communities, the planning area, Waushara County, and the State of Wisconsin, other local concerns are addressed.

#### *Regional*

**East Central Wisconsin Regional Planning Commission.** East Central Wisconsin Regional Planning Commission has adopted the first two of four milestones in their regional comprehensive planning process. It is anticipated that the final milestone report will be adopted in 2007. The communities within the planning cluster should take advantage of using the information identified in the first two milestone reports and actively participate in the remaining planning effort.

#### *County*

**Waushara County Comprehensive Plan.** While Waushara County has not adopted a smart growth comprehensive plan in accordance with s.66.1001, it does anticipate completion of a county-wide plan within the next several years. It is the responsibility of the communities

<sup>5</sup> Wisconsin DNR. 2005. *Property Master Planning*. [http://dnr.wi.gov/master\\_planning/](http://dnr.wi.gov/master_planning/).

<sup>6</sup> Wisconsin DOT. 2005. *Plans and Projects*. <http://www.dot.state.wi.us/projects/mode.htm>.

within the Group E planning cluster to actively participate in the county-wide plan and to promote the incorporation of their land use planning decisions into the overall Waushara County plan.

**Waushara County Land and Water Management Plan.** Waushara County has recently adopted the County Land and Water Management Plan. This plan was developed by the County Land Conservation Committee with assistance from a citizen advisory committee that included representatives from the WDNR, NRCS, CWWP, and Watershed Lakes Council. It is the responsibilities of the communities within the planning cluster to review and implement this plan within their respective jurisdiction.

## INTERGOVERNMENTAL COOPERATION – Town of Rose

**Goal IC 1. Work with neighboring municipalities, Waushara County, state and federal departments and agencies when opportunities and/or issues arise that can be more effectively addressed cooperatively.**

### **Objectives:**

- **IC 1.1. Strengthen existing partnerships and build new relationships to promote economic growth in the Town, the area and county.**

#### **Strategies:**

- (1) **Monitor monthly meetings of area economic development organizations.**
  - (2) **Work with the Waushara County Economic Development Corporation, the Tri-County Regional Economic Development Corporation.**
- **IC 1.2. Participate in a countywide effort to promote the agricultural economy.**

#### **Strategies:**

- (1) **Support ongoing efforts of the county to explore opportunities for alternative crop or product development and the corresponding support industries.**
  - (2) **Participate in a county agricultural marketing effort.**
- **IC 1.3. Improve communication within the Town and between utilities, the Wild Rose Area School District, neighboring municipalities, Waushara County and state and federal agencies.**

#### **Strategies:**

- (1) **Establish meetings as needed with the Village of Wild Rose, and adjacent Townships, to discuss issues of common interest.**
  - (2) **Continue to set up periodic meetings with area community organizations and others to discuss community needs.**
  - (3) **Continue annual meeting with the County Highway Department and WisDOT to ensure coordination of transportation projects.**
  - (4) **Set up annual meetings with public and private utilities in the area to discuss current service needs and upcoming projects.**
  - (5) **Work with the area school districts to plan new facilities when they are needed.**
- **IC 1.4. Work with the County to secure state and federal funding.**

#### **Strategy:**

- (1) **Work with neighboring communities to secure grant money for any economically viable project.**

- **IC 1.5. Encourage joint efforts to protect the natural resources.**

**Strategies:**

- (1) **Work to protect the waterways in the Town of Rose from degradation.**
- (2) **Work with the county and other municipalities to control specific problem (invasive) species on a countywide basis.**
- (3) **Discuss the expansion of public sewer and water to surrounding areas when needed.**

- **IC 1.6. Work with the Waushara County, WisDOT and adjoining municipalities to insure that the transportation system is safe and fills the diverse needs of area residents.**

**Strategies:**

- (1) **Encourage the WisDOT to share future STH 22 corridor plans with the Town of Rose and to work with the Town and the Village of Wild Rose.**
- (2) **Collaborate with the County Department of Aging to insure that the needs of the elderly and disabled residents of the Town are being met.**
- (3) **Collaborate with the Waushara County Highway and Parks departments, the WisDOT, utilities and others to coordinate roadway improvement projects.**

- **IC 1.7. Explore opportunities for cost efficiencies through shared services.**

**Strategies:**

- (1) **Work with adjoining municipalities to share road maintenance contracts where cost savings will result.**
- (2) **Where appropriate, utilize and share limited resources and offer joint services (i.e. fire district, police, county agreements).**

- **IC 1.8. Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.**

**Strategies:**

- (1) **Establish a method of effective communication with nearby municipalities so that all can stay apprised of development within 1,000 feet (or other agreed upon distance) from common borders.**
- (2) **If a situation arises, create a joint committee with surrounding areas to discuss planning issues within the area.**
- (3) **Consider cooperative boundary agreements with all surrounding towns.**

## CHAPTER 10: IMPLEMENTATION

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## IMPLEMENTATION

### INTRODUCTION

A Smart Growth comprehensive planning document serves a community by establishing priorities for the future, evaluating available resources, and providing a reliable means for dealing with change. The purpose of the planning effort is to develop a plan that will function as a guide to both public and private decision makers. In order to follow the plan as described in the previous chapters, it is necessary to implement the goals, strategies, and objectives as outlined in the plan. If a plan is to be successful it must be implemented.

This chapter prescribes a specific series of sequential actions to be completed by the Town. Each goal identifies a priority that resulted from ideas voiced in the public survey responses, or committee discussions of the issues identified. The Objectives define “why” the goal is important from a planning perspective, while strategies discuss a specific action plan on how the goal can be achieved via regulations, ordinances, incentives, expenditures, information, and education.

#### ***Implementation Vision for 2030***

*In 2030, The Town of Rose residents have seen how the careful implementation of their comprehensive plan has provided well managed growth, responsible government, and allowed the residents of the Town to continue to enjoy their community's unspoiled rural character and natural resources. Town leaders have continued to rely on the goals set forth in their comprehensive plan to guide new development to appropriate locations which has prevented land use conflicts. They have found their original plan, revised over time to reflect new community visions, has proven to be a successful working document which has allowed the Town to accommodate new growth without compromising community values regarding protecting scenic rural character and the agricultural base of the Town. The Plan Commission and the Town Board have been diligent in establishing new ordinances and policies which will implement the plan. The Town values the opinions of its residents and business owners and has implemented a plan which has improved the quality of life for its residents.*

### ROLE OF THE PLAN

All land use decisions made by the town should be kept consistent with the community's adopted comprehensive plan.<sup>1</sup> The planning commission for the Town of Rose is responsible for ensuring that current ordinances are in compliance with the plan. When the planning commission reviews an application for development, any recommendation for future development must be based on the identified goals, objectives, and strategies, visions, and proposed land use patterns within this plan. If the planning commission must ultimately make a decision that is inconsistent with the plan, the plan must be amended to reflect the change in policy.

<sup>1</sup> Wisconsin State Statutes 66.1001.

## **RESPONSIBILITY**

### **Elected Officials**

Elected officials must make decisions based on how development will affect the entire community as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from planning staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. The final decision made by elected officials should be compatible with the goals and objectives of the publicly adopted comprehensive plan.

### **Community Planning Commission**

The powers and duties of individual planning commissions have been established by Wisconsin Statutes.<sup>2</sup> The planning commission is the primary entity responsible for implementing and updating the comprehensive plan. As such, the planning commission must promote good planning practices within its municipality. Commission members should be knowledgeable about the contents, visions, and goals of the community as expressed in the comprehensive plan. Moreover, the commission must promote active citizen participation in future planning efforts. The commission must keep the citizens and elected officials informed of any technical issues and proceedings within the current planning issues. The planning commission is responsible for periodic amendments to the plan so that regulations and ordinances are in compliance with plan. Likewise, the planning commission must review all new and existing ordinances to verify they are compliant with the goals and objectives of the plan.

## **INTERNAL CONSISTENCIES**

The comprehensive plan was developed sequentially with supportive goals, objectives, and strategies. Utilizing the community survey and SWOT analysis as a basis, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features; past population and housing data; population and housing projections; and an analysis of existing infrastructure, a desired vision for the Town of Rose was created. The identified vision, goals, and objectives expressed in this plan were used to prepare the Future Land Use Map as well as the specified strategies and implementation actions which the Town will need to employ throughout the lifespan of the plan. In several instances, objectives and strategies pertain to more than one element and are therefore listed more than once. To maintain internal consistency, any amendment to the plan should be accompanied by an overall review of all nine elements and their associated goals, objectives, and strategies.

Beginning January 1, 2010, if a local governmental unit engages in any of the following actions, those actions should be consistent with that local governmental unit's comprehensive plan<sup>3</sup>: official mapping, local subdivision regulation, town, city, village and county zoning ordinances, and zoning of shorelands or wetlands in shorelands.

<sup>2</sup> *Wisconsin State Statutes* 62.23 and 60.62.

<sup>3</sup> *Wisconsin State Statutes* 66.1001.

## EXTERNAL CONSISTENCIES

Not only is it important to maintain internal consistencies but communities should also be aware of state and other planning documents and their relevance to their individual comprehensive plan. An attempt should also be made to maintain consistencies with these plans if possible. Some examples of these plans include:

### State Plans:

- *Wisconsin State Airport System Plan 2020*
- *Wisconsin State Bicycle Transportation Plan 2020*
- *Wisconsin State Highway Plan 2020*

### Regional Plans:

- *East Central Wisconsin Regional Planning Commission Comprehensive Plan, 2030*
- *NorthEast Wisconsin (NEW) Economic Opportunity Study*

### County Plans:

- *Waushara County Outdoor Recreation Plan, adopted 2006*
- *Waushara County Solid Waste Plan Update*
- *Waushara County Comprehensive Plan (when adopted)*
- *Waushara County Farmland Preservation Plan, adopted 1981*
- *Waushara County Land and Water Resource Management (LWRM) Plan, adopted 2006*
- *Winnebago County Comprehensive Plan*
- *Pine River/Willow Creek Priority Watershed Plan, adopted 1995*

### Local Plans:

- *Village of Wild Rose Comprehensive Plan, adopted, 2007*
- *Town of Oasis Land management Plan, draft form, not adopted*
- *Town of Deerfield Land Management Plan, adopted, 2005*
- *Town of Wautoma Comprehensive Plan, adopted, 2006*
- *Town of Mt. Morris Land Management Plan, adopted, 2002*
- *Town of Springwater Land Management Plan, adopted, 2003*
- *Town of Almond Comprehensive Plan, adopted, 2004*
- *Town of Belmont Comprehensive Plan, adopted, 2005*
- *Town of Dayton Comprehensive Plan, draft form not adopted*

## MONITORING PROGRESS

It is the community planning commission's responsibility to monitor the progress of implementation, utilizing the schedules that are found at the end of this chapter. The progress of plan implementation should periodically be reported to the town board. Additionally, the planning commission should annually review the goals, objectives and strategies and address any conflicts which may arise between the elements of the plan. While it is the planning commission's and elected official's responsibility to monitor progress, others may also check progress, including community staff persons, zoning administrators, planners, and citizen groups.

## UPDATING THE COMPREHENSIVE PLAN

A comprehensive plan must be updated at least once every ten years.<sup>4</sup> However, it is strongly recommended that the planning commission annually review both the implementation schedule and current planning processes to ensure compliance with the goals and objectives of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a “major” plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data is released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the Town is likely to experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, objectives and strategies may be no longer relevant. The update to a plan should take less time than the comprehensive planning process, but should include public participation. A recommended review timeline is presented for the elements of this comprehensive plan (Table 10-1).

The first “major” update of the plan should be completed by 2017. It is strongly recommended that the town of Rose and the Village of Wild Rose undertake this process as part of a multi-jurisdictional effort. This will allow for increased efficiency and reduce the overall cost of the planning efforts. The 2017 update should involve a review of the inventory and goals, objectives and strategies presented in each chapter, a revised future land use map, and a timetable of updated implementation strategies.

## ADOPTION OF THE PLAN and FUTURE UPDATES

As directed by *Wisconsin Statutes* s.66.1001(4), any Plan Commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, adopt a resolution by a majority vote of the entire commission or governmental unit (vote shall be recorded in the official minutes of the plan commission, the resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan). One copy of the recommended plan shall be sent to the following:

- Every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts).
- The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan or update.
- The Wisconsin Land Council.
- The Wisconsin Department of Administration.
- East Central Wisconsin Regional Planning Commission.
- The public library that serves the area in which the local government unit is located.
- Others identified in the adopted public participation procedures.

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<sup>4</sup> Wisconsin Statutes 66.1001

**Table 10.1. Recommended Review Timeline**

Plan Components	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Goals, Objectives, Strategies/ Vision Statement		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Review Chapter Goals			Review Chapter Goals		Review & Update Plan Goals
Issues and Opportunities		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Evaluate			Review Chapter Goals		Evaluate & Update
Population/Housing		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Review Chapter Goals			Evaluate Against WDOA/ ECWRPC Estimates		Evaluate & Update
Economic Development		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Evaluate			Review Chapter Goals		Update
Agricultural, Natural, Cultural Resources		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Transportation		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Community Facilities		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Land Use		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals	Evaluate Shared Goals	Evaluate Shared Goals	Evaluate Shared Goals			Evaluate Shared Goals		Evaluate Shared Goals

The elected officials may spend time reviewing, revising, and requesting the plan commission revisions to the recommended plan. The governing body shall draft an ordinance adopting the plan. A class 1 public notice shall be published 30 days prior to the hearing on the proposed ordinance to adopt the final "recommended plan". The local governing body must provide an opportunity for written comments by the public and must respond to those comments. A public hearing must be held on the ordinance. By majority vote, the governing body must approve the ordinance. Finally, the adopted plan and the ordinance must be distributed to the list on previous page.

## LAND USE PLANNING CONTROLS

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several innovative tools which can be utilized to ensure that new development occurs in an organized and desired fashion. Local communities and counties can choose to utilize a few or several of these implementation tools. The Town of Rose may want

to establish local ordinances which regulate new development. Furthermore, the Town may want to collaborate with Waushara County to adopt uniform county-wide development tools.

## **Zoning**

The Town of Rose is under jurisdiction of Waushara County zoning. The town may adopt its own zoning ordinances if it has village powers. Town ordinances must be as strict as or stricter than the county ordinances.

Land use plans and zoning perform differently. Land use plans provide a vision for 10 to 20 years, while zoning ordinances have an immediate impact on land use decisions. In order to rectify this difference, re-zoning is completed on an on-going basis in a manner that is consistent with the overall vision of the plan. The timing of re-zoning is dependent on market forces, political climate, and the accuracy of the plan's predictions.

Individual planning commissions and elected officials must continually ensure that any future zoning changes are consistent with the local comprehensive plan as well as the future Waushara County Comprehensive Plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map.

- Compare intended future land uses with existing local and county zoning in each of the communities. Amend current zoning to reflect the intended future uses for all areas within the Town of Rose.
- Encourage local citizens and elected officials to actively participate in ongoing Waushara County meetings regarding all zoning and planning issues.
- Persuade local citizens and elected officials to participate in the Waushara County comprehensive planning process which will occur within the next five years.
- Cooperate with Waushara County to amend existing ordinances and develop new ordinances which are reflective of the goals, objectives, and strategies of all elements in the comprehensive plan.

## **Official Maps**

Cities, villages, and towns which have adopted village powers have the authority to develop an official map.<sup>5</sup> An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. The map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Once an official map is adopted by ordinance, no building permits may be issued to construct or enlarge any building within the limits of the features listed above.

Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

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<sup>5</sup> Wisconsin Statutes 62.23(6).

- Future costs for land acquisitions for town streets and other delineated features are lowered or minimized because the land will remain vacant.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential by-pass for a major state highway can be delineated. Local governments can preserve sensitive environmental features (i.e. trout streams) while establishing a preferred corridor for a by-pass.

### **Sign Regulations**

Many communities are interested in regulating signage for local business in order to preserve a rural atmosphere and “community character.” Restrictions are especially important in major transportation corridors, historic downtowns or neighborhoods, or other culturally or environmentally significant areas. As signs have become increasingly larger and bolder due to illumination, roadways have become more cluttered and communities have become less distinctive.

### **Erosion and Stormwater Control Ordinances**

Local communities may adopt a construction site erosion control and stormwater management ordinance. The purpose of these ordinances is to protect surface water quality and minimize the amount of sediment and other pollutants in stormwater runoff from construction sites to lakes, streams, and wetlands.

### **Historic Preservation Ordinance**

As development continues to modernize the appearance of an area, the use of an historic preservation ordinance can help a community protect and enhance key cultural and historical features. A historic preservation ordinance can designate local landmarks and protect these properties by regulating new construction, alterations or demolitions that affect them.

### **Design Review Ordinance**

Design review can be applied to many different development activities and assist communities in achieving an identified look and character as expressed within the community’s vision statements. These ordinances, however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types, structural guidelines, colors, and other aspects will have to be specifically identified within any ordinance.

### **Building/Housing Codes**

Waushara County enforces the Uniform Dwelling Code in the towns of Aurora, Bloomfield, Coloma, Dakota, Deerfield, Hancock, Leon, Marion, Mt. Morris, Oasis, Plainfield, Poy Sippi, Richford, Rose, Saxeville, Springwater, Wautoma, and the villages of Coloma, Hancock, Lohrville, Plainfield and Redgranite. The Uniform Dwelling Code promotes health, safety, and

general welfare; protects property values; and provides for orderly, appropriate development and growth in the communities. The enforcement of the uniform dwelling code along with enforcement of other local codes can help ensure properties are adequately maintained and that property values are protected.

### **Floodplain Ordinance**

Waushara County regulates development within the FEMA designated floodplain areas through a Floodplain ordinance. This ordinance regulates development within the identified floodplain areas. In some instances, it may be important to readjust the floodplain boundaries in specific areas. In order to do so, local communities must follow these steps:

- 1) Contract with an engineering firm to conduct hydrologic and hydraulic engineering studies and modeling to calculate the floodplain for the specified area. It is recommended that 2 foot contour intervals be utilized.
- 2) Submit the recalculated floodplain boundaries to the WDNR and FEMA for review.
- 3) If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **Sanitary Systems**

Waushara County regulates private on-site wastewater treatment systems within the Town of Rose. Development within the Wild Rose Sanitary District should be connected to public sewer if feasible. Groundwater and surface water protection is of great importance to not only the immediate planning area, but also areas downstream of the Pine River – Willow Creek watershed. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values. Communities will want to periodically review codes to ensure that current efforts are effective and to keep abreast of changes to new minimum code standards.

### **Subdivision Ordinances**

*Wisconsin State Statutes* and the Waushara County Zoning Ordinance (Chapter 42) regulate the division of raw land into lots for the purpose of sale for building development. Communities under county zoning may also regulate, by ordinance, the subdivision of land within their jurisdiction. A subdivision ordinance can aid in implementation of the comprehensive plan and must be consistent with and conform to the local comprehensive plan goals. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter infrastructure. Communities can also require dedication of parks, playgrounds, or open space or a fee-in-lieu of dedication as a condition of approval of a subdivision. Individual communities, under county zoning, may wish to develop their own subdivision ordinance or petition the county to amend their subdivision ordinance to include specific goals.

### **Conservation Subdivision Ordinances**

Communities wishing to preserve an additional amount of green and open space may wish to enact more restrictive conservation subdivision ordinances. Conservation subdivisions provide a practical alternative to traditional subdivision design. Traditional subdivisions use all developable land within a parcel. Land is irreversibly converted to roads, homes, yards and

other infrastructure. Conservation subdivisions, on the other hand, incorporate large contiguous open spaces which allow significant cultural and natural resources to be preserved intact. This is accomplished by clustering homes onto smaller lots in concentrated areas. The remaining land is set aside as permanent open space. Typically, communities require a specific percentage (i.e. 50-70%) as open space. In most cases, development density (the number of units allowed per parcel) does not exceed those otherwise permitted in the zoning district. However, communities can employ density "bonuses" to encourage the development of conservation subdivisions.

### **Lighting Controls/Ordinances**

As development pressures occur, communities discover that not only are the natural features being altered, but also the scenic views of the night sky are being diminished. Both yard lighting and signage can change the character of a community as significantly as new development. This is especially true in areas where new lighting has become over-excessive in new commercial or industrial districts or residential subdivisions which have incorporated street lights. Newly developed lakefronts may also become over-lighted at night. Direct lighting or glare can and should be regulated in order to maintain the community character of rural and historic areas.

Currently, lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation. Many light manufactures have responded positively to complaints about the increased amounts of light pollution in rural areas. There are many examples of development and lighting structures which have reduced scatter light through new non-glare technologies. Many light manufactures have light cutoff shields that will remove glare, thus increasing the light's effectiveness and reducing its overall energy consumption. Other lights may direct light at ground height only. Since non-glare lighting and other similar technologies are similarly priced to current lighting practices, communities should consider developing lighting ordinances which not only reduce light pollution, but also improve energy consumption and costs.

### **IMPLEMENTATION SCHEDULE**

The goals established in the implementation schedule (Table 10-2) should be applied over the planning period which begins in 2007 with the adoption of the comprehensive plan and continues through 2027. The implementation schedule represents priorities for the Town of Rose. Objectives provide more detailed and readily measurable steps toward reaching each goal, while strategies are specific actions used to ensure plan implementation.

As seen in previous chapters, the goals and objectives of each particular element are inter-related. To ensure that implementation of the plan is achieved in a timely fashion, landmark dates have been set for each strategy. During periodic reviews, the planning commission should verify that these deadlines have been met and consider additional strategies to better achieve the stated goal, if necessary. Specific landmark dates have been established to ensure that individual objectives complement one another in their implementation. The landmark dates have been reviewed by the public, the planning committee, plan commission and elected officials to assure that they are feasible expectations.

The primary responsibility for implementing the plan recommendations contained in the implementation schedule lies with the community's elected officials. Secondary responsibility for performing the recommended strategies in the plan lies with the planning commission which is appointed by the elected officials.

The following implementation tables indicate the comprehensive plan goals and strategies by element; primary and secondary responsibility for implementation; and a milestone date for completion. An abbreviation list precedes the tables; the list should be used to interpret the responsible parties involved with implementation of specific strategies.

## ABBREVIATION LIST

AASD – Almond Area School District  
 CAP – Cap Services  
 DOA – Wisconsin Department of Administration  
 DATCP – Wisconsin Department of Agriculture, Trade, & Consumer Protection  
 DWD – Wisconsin Department of Workforce Development  
 ECWRPC – East Central Wisconsin Regional Planning Commission  
 FFA – formally Future Farmers of America  
 FVTC – Fox Valley Technical College  
 NEW ERA – Northeast Wisconsin Educational Resource Alliance  
 NEW REP – Northeast Wisconsin Regional Economic Partnership  
 NRCS-USDA – United States Department of Agriculture Natural Resources Conservation Service  
 SBDC – Small Business Development Corporation  
 TCASD – Tri-County Area School District  
 TCREDC – Tri-County Regional Economic Development Corporation  
 UMOS – United Migrant Opportunity Services  
 USDA RD – United States Department of Agriculture Rural Development  
 USGS – United States Geological Services  
 UWEX – University of Wisconsin Extension  
 WACC – Waushara Area Chamber of Commerce  
 WCB – Waushara County Board  
 WCDA – Waushara County Department of Aging  
 WCDHS – Waushara County Department of Human Services  
 WCEDC – Waushara County Economic Development Corporation  
 WCEMS – Waushara County Emergency Medical Services  
 WCFB – Waushara County Farm Bureau  
 WCHD – Waushara County Highway Department  
 WCHH – Waushara County Habitat for Humanity  
 WCHTSC – Waushara County Highway Traffic and Safety Commission  
 WCHS – Waushara County Historical Society  
 WCLUC – Waushara County Land Use Committee  
 WCPD/SWMI – Waushara County Park Development/Solid Waste Management Information  
 WCSD – Waushara County Sheriff Department  
 WCVB – Waushara Convention and Visitors Bureau  
 WCVSO – Waushara County Veteran’s Service Office  
 WCZLC – Waushara County Zoning and Land Conservation Department  
 WDC – Wisconsin Department of Commerce  
 WDHP – Wisconsin Department of Historic Preservation  
 WDNR – Wisconsin Department of Natural Resources  
 WHEDA – Wisconsin Housing & Economic Development  
 WHS – Wisconsin Historical Society  
 WisDOT – Wisconsin Department of Transportation  
 WRASD – Wild Rose Area School District

### **Village of Wild Rose:**

WREDC – Wild Rose Economic Development Committee

WRFD – Wild Rose Fire District  
WRHS – Wild Rose Historical Society  
WRPC – Wild Rose Plan Commission  
WRPCC – Wild Rose Parks and Cemetery Committee  
WRPD – Wild Rose Police Department  
WRSMC – Wild Rose Street & Maintenance Committee  
WRSUC – Wild Rose Sanitary Utilities Committee  
WRVB – Wild Rose Village Board  
WRVBFC – Wild Rose Village Board Finance Committee

**Town of Rose:**

TRTB – Town of Rose Town Board  
TRPC – Town of Rose Plan Commission

## IMPLEMENTATION – Town of Rose

### **Goal I 1. Implement recommendations contained within the Town of Rose Comprehensive Plan to the greatest extent possible.**

#### **Objectives:**

- **I 1.1. Closely monitor the implementation of plan recommendations to ensure they are followed.**

#### **Strategies:**

- (1) **The Town Planning Commission will meet on an as needed basis at the request of the Town Board to review the implementation schedule and ensure that deadlines are being met.** These reviews will be done to ensure that progress is being made to implement all aspects of the plan. After a majority of the strategies have been implemented, the Planning Commission may be able to meet less frequently for these reviews.
  - (2) **The Town Planning Commission will periodically need to update the Town Board as to the progress that is being made to implement the plan.** Initially, these updates should be done in response to Town Board requests, or at least annually. The Town Planning Commission will need to:
    - Prepare a brief annual report to submit to the Town Board. This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions; how development has (or has not) coincided with the recommendations of the plan; and if any comprehensive plan amendments were made and why.
    - Annually review the goals, objectives, and strategies to address conflicts which may arise between the elements of the plan.
    - During this review process, the planning commission should actively seek input from the Town Board, local citizens, and others to gauge the effectiveness of the plan.
    - Include an assessment of the plan implementation success as well as a consideration of additional objectives and strategies.
- **I 1.2. The Town of Rose will update the plan as necessary.**

#### **Strategies:**

- (1) **The Town Planning Commission, if necessary, will recommend modifications that will better meet the intent of the plan.** As the plan is implemented, the Town may discover that the recommended strategies may not be achieving the desired goals. Additionally, as community values change, some goals, objectives, and strategies may no longer be relevant. The goals, objectives, and strategies should be changed to best accomplish the evolving vision of the town.
- (2) **The Town must update the plan at least every 10 years to meet the standards of “Smart Growth” legislation.**
- (3) **As available, provide updated information to supplement the plan information.** This information could include new statistical information,

population projections, updated census information, updated zoning map, existing land use map, etc.

**Goal I 2. Ensure that implementation of the plan results in an orderly and cost-effective development pattern.**

**Objective:**

- **I 2.1. Continually utilize the plan as one of the primary guides for recommendations regarding future land use and land use policies.**

**Strategies:**

- (1) **Consult the plan before making final recommendations on individual developments.**
- (2) **Review existing town and County ordinances as they relate to the implementation of this plan.** If an existing ordinance is not consistent with the plan, amend the ordinance to ensure compliance with the comprehensive plan.

**Goal I 3. Emphasize the need for intergovernmental cooperation throughout the implementation process.**

**Objective:**

- **I 3.1. Encourage cooperation and communication between the Town, neighboring communities, and Waushara County in implementation of the plan.**

**Strategies:**

- (1) **Solicit input from neighboring communities, Waushara County, governmental agencies, and other appropriate organizations regarding how their activities relate to the recommendations in the Town of Rose's comprehensive plan.** It is important to coordinate and communicate with others to ensure that the Town of Rose's comprehensive plan is consistent with the activities of community organizations and surrounding municipalities.
- (2) **Present a copy of the plan to neighboring municipalities and Waushara County as discussed within the implementation element.**
- (3) **Work with Waushara County to update existing ordinances and create new ordinances as recommended by this plan.** Many issues discussed within the plan affect communities throughout Waushara County. The Town may benefit from collaborative efforts which will ensure implementation is consistent county-wide.
- (4) **Continue to support and participate in activities of the Waushara County Land Use Committee.** The committee meets periodically to discuss land use issues throughout Waushara County. Continued participation in this committee will ensure that future land use decisions in neighboring communities are consistent with the goals of the plan.

- (5) **Cooperate with Waushara County on the completion of the Waushara County Comprehensive Plan.** Upon completion of all municipal comprehensive plans, the Waushara County Zoning Department, UW–Extension, and a private consultant will be beginning a collaborative effort to create and write a county-wide comprehensive plan. The Town of Rose should appoint a representative to participate in activities related to the county plan so that it is consistent with the Town's plan.

**Goal I 4. Ensure that historic preservation concerns are continuously addressed by the town and other appropriate agencies.**

**Objective:**

- **I 4.1. Ensure that historic preservation concerns are incorporated into both the short-range and long-range planning and development processes.**

**Strategies:**

- (1) **Hold a workshop every five years with the surrounding communities, Waushara County, and the ECWRPC to update the historical preservation plan.**
- (2) **Hold meetings every five years with the historical preservation committee to review the effectiveness of the historical preservation plan.**
- (3) **Incorporate the outcomes from all historical preservation activities into the comprehensive plan updates.**

**Economic Development  
Town of Rose  
Overall Goal and Objectives**

**Goal ED 1.** Our goal is for the Town Board to work in a collaborative manner with local economic development organizations, the Village of Wild Rose, the state, county and neighboring towns and cities to create positive economic development compatible with the needs and desires of the Town of Rose residents.

**Objectives:**

- ED 1.1. To create a healthy economic environment which benefits Town of Rose residents.
- ED 1.2. To have a good road system which facilitates economic development.
- ED 1.3. Where applicable, promote the clean-up and reuse of underutilized, vacant, blighted, or brownfield commercial/industrial sites and buildings.
- ED 1.4. To protect existing residential homes and environmentally sensitive areas when approving locations for new commercial and industrial growth.
- ED 1.5. To identify the best location for future commercial/industrial growth in the Town of Rose.
- ED 1.6. Recognize and protect the quality of life in the town which plays an important role in attracting business and an educated and productive workforce.
- ED 1.7. Encourage educational institutions to promote life long learning for the area's youth and adults. Recognize that education and vocational training are essential in both preparing the local workforce for successful careers and fostering an active business community.
- ED 1.8. Support the agricultural community by meeting with farmers when necessary to discuss pertinent issues and by promoting the economic vitality of agricultural industries.

<b>ED 1.1. To create a healthy economic environment which benefits Town of Rose residents.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.1(1)</b>	Explore ways the town can work with the Tri-County Regional Economic Development Corporation.	Call the TCREDC as needed	TRTB	TCREDC WREDC	As Needed
<b>ED 1.1(2)</b>	Identify any vacant and/or underutilized structures zoned for industrial and commercial activities. Share this information with the TCREDC.	Send updated property list to TCREDC	TRTB	TCREDC WREDC	As Needed
<b>ED 1.1(3)</b>	Collaborate with economic development organizations to use other websites such as LOIS and others to list the properties in multiple sources.	Refer to WCEDC and TCREDC	TRTB	WCEDC TCREDC	Ongoing
<b>ED 1.1(4)</b>	Update and post this list on the discussed websites when additional properties buildings and lots become available.	Keep website information current	WRVB	WCEDC TCREDC	When Needed

<b>ED 1.1 To create a healthy economic environment which benefits Town of Rose residents.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.1(5)</b>	Work with Chamber of Commerce and County Parks Department staff to market tourism opportunities.	Contact Chamber & Co. Parks	WCEDC	WCPD/ SWMI	Ongoing
<b>ED 1.1(6)</b>	Collaborate with the Village of Wild Rose and other tourism focused entities in Waushara County to create partnerships to further discuss tourism opportunities which would be beneficial to the entire planning cluster.	Partner with Village of Wild Rose and tourism groups	TRTB	VBWR WCVB WACC	As Needed
<b>ED 1.1(7)</b>	To further support the Town's planning process; the administrators of the Waushara County Revolving Loan Fund (RLF) should refer to local comprehensive plans while evaluating revolving loan fund applications.	Make plan available to the RLF program administrator	TRTB	TCREDC	As Needed

See p. 10-11 for abbreviation list.

<b>ED 1.2. To have a good road system which facilitates economic development.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.2(1)</b>	The Town should take a proactive role with the Wisconsin Department of Transportation by providing their recommendations to the WisDOT on future highway improvement plans, and official mapping decisions.	Take positions on WisDot project proposals as needed	TRTB	WisDOT	As comments are needed
<b>ED 1.2(2)</b>	Work with the County and State to manage new driveway locations so that the number and location address safety concerns, and do not restrict the flow and speed of traffic on major arterial roadways.	Refer to Waushara County officials	TRTB	WCHD WisDOT	Ongoing

See p. 10-11 for abbreviation list.

<b>ED 1.3. Where applicable, promote the clean-up and reuse of underutilized, vacant, blighted, or brownfield commercial/industrial sites and buildings.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.3(1)</b>	Recognizing the difficulty and the extensive costs involved with environmental clean-up, the Town will rely on private clean-up action where possible.	None	WDNR & Private Landowner	N/A	As Needed
<b>ED 1.3(2)</b>	To protect the predominantly residential nature of the Town, encourage only environmentally sound business development that is properly permitted and regulated to protect the town's environment.	Review proposed business for environm. concerns	TRTB	WDNR	Ongoing

See p. 10-11 for abbreviation list.

<b>ED 1.4. To protect existing residential homes and environmentally sensitive areas when approving locations for new commercial and industrial growth.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.4(1)</b>	When identifying future or expanding business/industrial sites, consider the surrounding residential homes and environmental conditions of the area, such as proximity to existing homes, wetland protection, groundwater depth, and floodplain status.	As plans are reviewed consider compatibility issues	TRTB	WCZLC WDNR TRPC	As Needed
<b>ED 1.4(2)</b>	Properties along Hwy 22 south of the Village limits are the preferred locations for limited new commercial uses. (see Exhibit 8-3)	Direct new commercial growth	TRTB WRVB	WCZLC	As Needed

See p. 10-11 for abbreviation list.

<b>ED 1.5. To identify the best location for future commercial/industrial growth in the Town of Rose.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.5(1)</b>	Coordinate with the Village of Wild Rose to plan for and identify property adjacent to State Highway 22 that is best suited for accommodating the future commercial and industrial expansion needs of the Town in a coordinated manner with the Village of Wild Rose (see Exhibit 8-3, Future Land Use Plan, section 36 of the Town of Rose.)	Work with Village to coordinate new commercial & industrial expansion	TRTB WRVB	WCZLC	Ongoing

See p. 10-11 for abbreviation list.

<b>ED 1.6. Recognize and protect the quality of life in the town which plays an important role in attracting business and an educated and productive workforce.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.6(1)</b>	Promote the natural resources and related recreational opportunities, quality education, convenient services, public safety and other positive factors of the Town, as amenities in attracting new business to the Wild Rose area.	Maintain quality of life factors	WRASD WCHTSC	UWEX	Ongoing

See p. 10-11 for abbreviation list.

<b>ED 1.7. Encourage educational institutions to promote life long learning for the area's youth and adults. Recognize that education and vocational training are essential in both preparing the local workforce for successful careers and fostering an active business community.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.7(1)</b>	Communicate with the Northeast Wisconsin Educational Resource Alliance (NEW ERA).	Respond to NEW ERA initiatives	TRTB	NEW ERA	As Needed
<b>ED 1.7(2)</b>	Utilize existing Technical School programs and partner with private businesses to train and assist new small business owners through employee training and grant/loan programs, such as are offered by CAP Services and the Fox Valley Technical College.	Work with FVTC and business owners to	WCEDC	CAP FVTC	2007 and Ongoing

See p. 10-11 for abbreviation list.

<b>ED 1.8. Support the agricultural community by meeting with farmers when necessary to discuss pertinent issues and by promoting the economic vitality of agricultural industries.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>ED 1.8(1)</b>	Encourage an area-wide organized effort to promote farmers markets.	None	WCFB	USDA-RD FFA	Ongoing
<b>ED 1.8(2)</b>	Promote and encourage an annual "farm breakfast" event, and a farmer's market exhibit at the Waushara County Fairgrounds to attract vendors from throughout the tri-county area.	Refer to interested organizations	WCFB UWEX	USDA RD FFA	Annually
<b>ED 1.8(3)</b>	Where feasible, encourage local businesses such as restaurants and supermarkets to buy and sell produce and other agricultural products from local farmers.	None	WCFB	UWEX	Seasonal
<b>ED 1.8(4)</b>	Encourage sustainable and specialty farming ventures as desired in the town.	None	UWEX	WCFB	Ongoing

See p. 10-11 for abbreviation list.

**Housing  
Town of Rose  
Overall Goal and Objectives**

**GOAL H 1:** To maintain the quality of existing housing while encouraging a broad range of housing options to adequately meet the diverse needs of existing and new Town residents.

**Objectives:**

H 1.1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the region.

H 1.2. Support preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.

<b>H 1.1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the region.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>H 1.1(1)</b>	Encourage economic development professionals, housing providers and consumers to work together to help promote the development of housing that meets the needs of all income levels within a community, including entry level and low skill workers.	Work cooperatively with housing partners	WCDHS, WCDA, WCHH CAP	WHEDA	Ongoing

See p. 10-11 for abbreviation list.

<b>H 1.2. Support preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>H 1.2(1)</b>	To encourage landowners to keep farmhouses, out buildings, barns, etc. well maintained and to clean up messy looking yards and generally present an attractive appearance.	Work with appropriate agencies to promote maintenance	TRTB	WCZLC WCFB Appropriate agencies	Ongoing
<b>H 1.2(2)</b>	Encourage individuals and local groups, such as church and civic organizations, to aid any resident in need of help with home maintenance issues.	Meet with individuals and groups to discuss home maintenance issues	TRTB CHURCH And CIVIL ORGANI- ZATIONS	WCDA CAP	Ongoing
<b>H 1.2(3)</b>	Encourage private partnerships that promote and provide for decent, safe and affordable housing.	Work with private groups to coordinate efforts	TRTB	WCHH WCDHS	Ongoing

See p. 10-11 for abbreviation list.

**Transportation  
Town of Rose  
Overall Goals and Objectives**

**GOAL TR 1.** The Town of Rose should ensure that its local transportation system is well maintained and safe for its residents.

**Objectives:**

TR 1.1. Timely responding to site-specific road maintenance and/or safety issues.

TR 1.2. Ensure that the road network operates as an efficient system.

TR 1.3. To utilize the Waushara County standards for minimum standards for new town road construction.

TR 1.4. Address emergency vehicle accessibility on private roads and alleys.

<b>TR 1.1. Timely responding to site-specific road maintenance and/or safety issues.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 1.1(1)</b>	Continue to conduct a PASER evaluation of the existing Town road network to use capital improvements programming to establish appropriate funding levels.	Complete PASER Evaluation	TRTB	ECWRPC & WisDOT	Every 2 Years
<b>TR 1.1(2)</b>	Encourage residents to report any specific areas where safety or maintenance issues are a concern.	Ask residents to report problems	TRTB	WCHTSC, WCHD	Annual
<b>TR 1.1(3)</b>	Maintain contact with the Waushara County Highway Department and WisDOT to ensure coordination on regional and statewide transportation issues that may affect the village/town.	Meet as needed to address common issues	TRTB	WCHD & WisDOT	As Needed
<b>TR 1.1(4)</b>	Encourage Waushara County to maintain a countywide road and street sign replacement program.	Meet as needed to address issues	TRTB	WCHD	As Needed

See p. 10-11 for abbreviation list.

<b>TR 1.2. Ensure that the road network operates as an efficient system.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 1.2(1)</b>	Review and revise the road classification system as needed so the most important roads are eligible for federal funding.	Review current conditions and revise	TRTB	WCHD, WCHTSC	Ongoing

See p. 10-11 for abbreviation list.

<b>TR 1.3. To utilize the Waushara County standards for minimum standards for new town road construction.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 1.3(1)</b>	The Town should consider adoption of the Waushara County standards for a 66' minimum road right-of-way and minimum 22' pavement width.	Adopt standards for ROW and pavement width	TRTB	WCHD	Ongoing

See p. 10-11 for abbreviation list.

<b>TR 1.4. Address emergency vehicle accessibility on private roads and alleys.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 1.4(1)</b>	The Town should consider adoption of Waushara County's minimum width (18') and height (15') clearance standards for private driveways as well as safe spacing standards and reasonable turning radii that can be negotiated by fire and emergency vehicles.	TRTB, WRFD, WRPD, WCHD meet and discuss needs and issues	TRTB	WCHD WCEMC	As Needed

See p. 10-11 for abbreviation list.

**GOAL TR 2.** Continue to provide a diversity of affordable transportation options for all age and income groups.

**Objectives:**

- TR 2.1. Encourage the County to continue to provide taxi/medi-van/mini-van types of transportation services for elderly and disabled Town residents.
- TR 2.2. Encourage the availability transportation alternatives for those who cannot afford to maintain a car.
- TR 2.3. Encourage ride sharing for work, shopping, and other trips.

<b>TR 2.1. Encourage the County to continue to provide taxi/medi-van/mini-van types of transportation services for elderly and disabled Town residents.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 2.1(1)</b>	Assess current transportation programs and needs for elderly and handicapped Town residents.	Study whether needs are being met for elderly & handicapped residents	TRTB	WCDA, WCDHS	Ongoing

See p. 10-11 for abbreviation list.

<b>TR 2.2. Encourage the availability transportation alternatives for those who cannot afford to maintain a car.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 2.2(1)</b>	Form a joint Town/Village/County subcommittee to identify system gaps in service providers. The county should assume the lead role.	Identify and appoint committee with WRVB	WRVB	WCDA WCEMC	As Needed

See p. 10-11 for abbreviation list.

<b>TR 2.3. Encourage ride sharing for work, shopping, and other trips.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 2.3(1)</b>	Have the County Highways Department determine a county-wide system with strategic locations for "park and ride" parking areas.	Study needs and identify locations	WCHD	WisDOT	As Needed
<b>TR 2.3(2)</b>	Network with surrounding areas to expand potential participants in ride sharing.	Meet with neighboring communities	WCHD WCHTSC	WisDOT	As Needed

See p. 10-11 for abbreviation list.

**GOAL TR 3.** Encourage the expansion and safety of non-motorized transportation and transportation opportunities.

TR 3.1. Accommodate bicyclists and pedestrians in areas of high activity or concentrated development for commuter use.

TR 3.2. Consider establishing bicycle, pedestrian, and other non-motorized recreational trails.

<b>TR 3.1. Accommodate bicyclists and pedestrians in areas of high activity or concentrated development for commuter use.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 3.1(1)</b>	Identify the roadways that provide the greatest safety for cyclists and consider putting up signs which say "Caution, Bicycle Route".	Assess existing road network, evaluate for possible bike route	TRTB	WCHD, WCHTSC, WisDOT	Ongoing
<b>TR 3.1(2)</b>	Review speed limits as they relate to bicycle and pedestrian use.	Study on speed limits & pedestrian safety	TRTB	WCSD	Ongoing

See p. 10-11 for abbreviation list.

<b>TR 3.2. Consider establishing bicycle, pedestrian, and other non-motorized recreational trails.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>TR 3.2(1)</b>	Incorporate several high interest areas into a recreational trail system including cultural and historical sites, geological sites, significant natural resources, and other attractions. This could include a proposed trail connecting the Millpond in the Village with the expanded fish hatchery attraction to the north. The Town is willing to work with the Village of Wild Rose in considering proposed plans for a recreational trail system.	Coordinate with WCPD, WCHS, WDNR, WRVB, etc to discuss trail development strategies	TRTB	WCPD, WCHS, WDNR, WRTB, etc.	Ongoing

See p. 10-11 for abbreviation list.

**Utilities and Community Facilities  
Town of Rose  
Overall Goal and Objectives**

**Goal CF 1.** Plan for and encourage beneficial and functional development by delivering a level of municipal services and facilities needed to provide for the public safety, health, and welfare of Town Residents and sustain a vital economy.

**Objectives:**

- CF 1.1. Provide adequate services and facilities in a fiscally responsible manner.
- CF 1.2. Encourage the use of existing structures instead of constructing new ones.
- CF 1.3. Provide adequate recreational opportunities for town residents.
- CF 1.4. Encourage new development to occur within communities having an existing sewer/sanitary district capability such as the Village of Wild Rose.
- CF 1.5. Encourage Waushara County to develop specific ordinance provisions for wind farms.

<b>CF 1.1. Provide adequate services and facilities in a fiscally responsible manner.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CF 1.1(1)</b>	Continue to explore opportunities for shared service with Waushara County, neighboring municipalities, the school district, and other public entities.	Look for opportunities to work with others	TRTB	WRVB, WRASD	Annual Review
<b>CF 1.1(2)</b>	Promote the exchange of information with private utility providers and adjacent municipalities to encourage the coordinated scheduling of planned roadway and utility improvements.	Set up annual meeting	TRTB	WCHD WisDOT	Ongoing, Annually
<b>CF 1.1(3)</b>	Accommodate new development in ways that its infrastructural costs are not a tax burden for existing residents.	Keep Zoning Ordinance current	TRTB	TRPC	Ongoing
<b>CF 1.1(4)</b>	Evaluate the cost-benefit of improving the community's ISO rating through upgraded fire protection.	Study the cost benefit of improving the ISO rating	TRTB	WRFD	Ongoing
<b>CF 1.1(5)</b>	When approving the new building permits, make homeowners aware of standards for minimum driveway width and vegetation clearances needed to improve emergency access.	Make information available with building permit	TRTB	TRPC WRFD	As Required

See p. 10-11 for abbreviation list.

<b>CF 1.2. Encourage the use of existing structures instead of constructing new ones.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CF 1.2(1)</b>	Monitor compliance with town and county ordinances which would allow the use of existing structures for mounting new communication equipment.	Review license requests	TRTB	WCZLC	As Required
<b>CF 1.2(2)</b>	Promote opportunities for shared mountings of communication equipment.	Make applicant aware of existing regulations	TRTB	WCZLC	As Required

See p. 10-11 for abbreviation list.

<b>CF 1.3. Provide adequate recreational opportunities for town residents.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CF 1.3(1)</b>	Encourage Waushara County to maintain a quality county park system and provide improvements identified in its Outdoor Recreation Plan.	Contact WCPD	TRTB	WCPD	Ongoing
<b>CF 1.3(2)</b>	Encourage local residents to consider estate planning techniques that gift land and/or money for local parks or specific park projects.	Put notice in town newsletter	TRTB	WCPD	Ongoing

See p. 10-11 for abbreviation list.

<b>CF 1.4. Encourage new development to occur within communities having an existing sewer/sanitary district capability such as the Village of Wild Rose.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CF 1.4(1)</b>	Require new residential lots within the Town of Rose to be a minimum of 5 acres in size.	Consider adopting an ordinance regarding lot size and annexation	TRTB	WRVB WCZLC	As Needed

See p. 10-11 for abbreviation list.

<b>CF 1.5. Encourage Waushara County to develop specific ordinance provisions for wind farms.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CF 1.5(1)</b>	Proactively take a stance on potential requests by utilities to erect a wind farm within the community.	Study existing Waushara County policy and if needed create a stronger policy regarding the potential of wind farms	TRTB	WCZLC	As Needed/ Ongoing

See p. 10-11 for abbreviation list.

**Agriculture**  
**Town of Rose**  
 Overall Goal and Objectives

**Goal AG 1.** Plan for and encourage beneficial and functional development by delivering a level of municipal services and facilities needed to provide for the public safety, health, and welfare of Town Residents and sustain a vital economy.

**Objectives:**

AG 1.1. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.

AG 2.2. Provide opportunities for farmers to profit from the equity in their land.

<b>AG 1.1. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>AG 1.1(1)</b>	Encourage best farming practices to maximize land stewardship through education and incentives. Best management practices not only are good for the long term productivity of the farm, they also serve a broader common good by protecting the watershed and other natural features that contribute to a high quality environment.	Refer agricultural operations to the UW Extension and the Waushara County Farm Bureau	UWEX, WCFB	FFA	Ongoing
<b>AG 1.1(2)</b>	Support local farm product processing and marketing initiatives. Local farmers markets, such as that currently existing in Wild Rose, can provide an outlet for locally produced products.	Encourage organizations that can promote farmer's markets & the purchase of locally grown produce by restaurants & grocery stores	WCEDC, TCREDC, UWEX and local communities	Local municipal and private facilities	Ongoing

See p. 10-11 for abbreviation list.

<b>AG 1.2. Provide opportunities for farmers to profit from the equity in their land.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>AG 1.2(1)</b>	Educate farmers on how to take advantage of their land's development potential in ways that maintain the utility of remaining lands	Refer to appropriate agricultural educators	UWEX, FFA	WCFB	Ongoing

See p. 10-11 for abbreviation list.

**Natural Resources**  
**Town of Rose**  
 Overall Goals and Objectives

**NATURAL RESOURCE GOAL:** To implement policies, actions and strategies that will protect and enhance the natural resources of the Town, including groundwater and surface waters, natural features, and the visual qualities of the scenic landscape.

**Goal NR 1.** To Protect the Town's Groundwater Resource.

**Objectives:**

NR 1.1. To preserve the quality and quantity of our groundwater supplies.

<b>NR 1.1. To preserve the quality and quantity of our groundwater supplies.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 1.1(1)</b>	Recommend that residents follow the state water quality standards on private and public wells to ensure that adequate amounts of safe drinking water are available throughout the town.	Defer to the WDNR	WDNR	WCZLC	Ongoing
<b>NR 1.1(2)</b>	Continue to follow state and local requirements for monitoring the safety of on- site waste treatment and disposal systems.	Defer to WCZLC, Support existing regs.	WCZLC	WDNR	Ongoing
<b>NR 1.1(3)</b>	Continue to support County approval for placement of a well within 1200 feet of a known landfill site.	Contact WDNR or WCZLC	WDNR	WCZLC	Ongoing

See p. 10-11 for abbreviation list.

**Goal NR 2.** To Preserve and Protect the Quality of the Town's Surface Water Resources.

**Objectives:**

NR 2.1. To maintain the water quality of our wetlands, ponds and streams.

<b>NR 2.1. To maintain the water quality of our wetlands, ponds and streams.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 2.1(1)</b>	Encourage minimizing non-point nutrient runoff into wetlands, ponds and streams.	Use education , monitoring & existing County and State requirements	UWEX, WCZLC	WCFB, WDNR, FFA	Ongoing
<b>NR 2.1(2)</b>	Encourage farmers to use best farm management practices (i.e. Fertilizer use/timing, no-till planting, contour plowing, fencing water bodies from livestock, re-establishing windbreaks).	Refer to UWEX WCZLC	UWEX	WCFB, FFA	Ongoing

<b>NR 2.1 To maintain the water quality of our wetlands, ponds and streams.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 2.1(3)</b>	Continue to control storm water runoff from construction activities through enforcement of the UDC program.	Refer to WCZLC and do permitting if needed	WCZLC	WDNR	Ongoing as permits issued
<b>NR 2.1(4)</b>	Encourage a buffer of filtering vegetation along shorelines and wetlands. ( Review Dept. of Commerce regulations )	Review County's current regulations	Town of Rose Planning Commission	WDC, WDNR, UWEX, WCZLC	Ongoing
<b>NR 2.1(5)</b>	Minimize nutrient contributions from private on-site septic systems.	Support County monitoring program	WCZLC	WDNR	Ongoing

See p. 10-11 for abbreviation list.

**Goal NR 3.** Protect key natural features and resources.

**Objectives:**

- NR 3.1. Work toward the eradication of invasive species in area lakes, streams, wetlands, and forests.
- NR 3.2. Protect all designated class I and class II trout streams from degradation.
- NR 3.3. Maintain wetland areas in native vegetation
- NR 3.4. Maintain a quality forest resource.

<b>NR 3.1. Work toward the eradication of invasive species in area lakes, streams, wetlands, and forests.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 3.1(1)</b>	Increase public awareness of its role/responsibility in introducing and introducing/containing invasive species.	Encourage distribu. of educational materials	UWEX, WDNR	WCPD/SWMI	Ongoing

See p. 10-11 for abbreviation list.

<b>NR 3.2. Protect all designated class I and class II trout streams from degradation.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 3.2(1)</b>	Encourage landowners to maintain shoreline buffers in natural vegetation. ( follow best management practices, BMP's )	Provide best management practices to land owners	WDNR, UWEX	WCZLC	Ongoing
<b>NR 3.2(2)</b>	Support existing county setbacks and other protective site criteria for development adjacent to these streams.	Refer to WCZLC	WCZLC	WDNR	Ongoing

See p. 10-11 for abbreviation list.

<b>NR 3.3. Maintain wetland areas in native vegetation</b>
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Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 3.3(1)</b>	Encourage keeping wetland areas in natural vegetation adjacent to all designated wetlands.	Provide BMP's to land owners and distribute educational materials to new land owners	UWEX, WDNR	WCZLC	Ongoing
<b>NR 3.3(2)</b>	Encourage control of the spread of invasive species such as purple loosestrife.	Provide BMP's to land owners and distribute educational materials	UWEX, WDNR	WCZLC WCPD/SWMI	Ongoing

See p. 10-11 for abbreviation list.

<b>NR 3.4. Maintain a quality forest resource.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 3.4(1)</b>	Encourage private landowners to manage their forests and woodlots as sustainable resources.	Refer to WCZLC	WDNR UWEX	NRCS-USDA	Ongoing
<b>NR 3.4(2)</b>	Control the spread of diseases and insects which threaten the resource.	Refer to UWEX & WDNR	UWEX, WDNR	NRCS-USDA	Ongoing

See p. 10-11 for abbreviation list.

**Goal NR 4.** Preserve the intrinsic visual qualities of our landscape that define its rural character.

**Objectives:**

- NR 4.1. Protect the visual integrity of important scenic features and/or vistas.
- NR 4.2. Minimize the adverse visual impact of non-farm development on the rural landscape.
- NR 4.3. Influence the types and locations of rural residential development.
- NR 4.4. Place a ban on construction of all new billboards and off-premise outdoor advertising.
- NR 4.5. Enforce existing nuisance / litter ordinances and building codes.
- NR 4.6. Preserve the night sky by strongly encouraging the use of full cutoff fixtures that direct the light downward.

<b>NR 4.1. Protect the visual integrity of important scenic features and/or vistas.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 4.1(1)</b>	Protect and promote outstanding natural and cultural heritage Features such as the Pine River.	Identify additional natural or cultural features	T. Rose volunteer committee UWEX	TRTB	Ongoing
<b>NR 4.1(2)</b>	Protect the area's rich glacial heritage.	Identify important areas of glacial geology & heritage	TRTB, T. Rose volunteer committee	WDNR, USGS	As Needed

See p. 10-11 for abbreviation list.

<b>NR 4.2. Minimize the adverse visual impact of non-farm development on the rural landscape.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 4.2(1)</b>	Determine if existing ordinances and regulations will provide adequate protection of the rural landscape in the town.	Review existing county/state regulations on windpower farms, cell phone towers, billboards, etc.	TRPC	TRTB	As Needed

See p. 10-11 for abbreviation list.

<b>NR 4.3. Influence the types and locations of rural residential development.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 4.3(1)</b>	Regulate the lot size of future lots throughout the Town to be a minimum of 5 acres per unit.	Work with county to develop new zoning classes	TRPC	WCZLC	Ongoing
<b>NR 4.3(2)</b>	Direct subdivisions to areas where municipal services are available.	Consider updating zoning map	WCZLC TRTB	TRPC	Ongoing

See p. 10-11 for abbreviation list.

<b>NR 4.4. Place a ban on construction of all new billboards and off-premise outdoor advertising.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 4.4(1)</b>	Adopt an ordinance to permanently ban the construction of any new billboards and outdoor advertising in the Town of Rose	Adopt ordinance change	TRTB	WCZLC	As Needed

See p. 10-11 for abbreviation list.

<b>NR 4.5. Support enforcement of existing County nuisance / litter ordinances and building codes .</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 4.5(1)</b>	Strengthen the commitment to enforcement.	Request WCZLC to issue clean up orders	TRTB	WCZLC	Ongoing
<b>NR 4.5(2)</b>	Refer the offending unlicensed vehicles and junked appliances to the Waushara County Zoning Land Conservation office.	Request WCZLC to issue clean up orders	TRTB	WCZLC	Ongoing
<b>NR 4.5(3)</b>	Commit to stronger enforcement of litter ordinances.	Support town-wide enforcement	TRTB	WCZLC WDNR	
<b>NR 4.5(4)</b>	Step up educational efforts.	Distribute materials with town newsletter	TRTB	WDNR, UWEX	Ongoing
<b>NR 4.5(5)</b>	Promote expansion of the "Adopt-a-Highway" program.	Solicit for volunteers to join program	TRTB	WisDOT WCHD	2007, Ongoing

See p. 10-11 for abbreviation list.

<b>NR 4.6. Preserve the night sky by strongly encouraging the use of full cutoff fixtures that direct the light downward.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>NR 4.6(1)</b>	Work with the county to enact a light ordinance addressing shielding, light directing, and similar measures to address these concerns.	Meet with Waushara County to discuss possible ordinance	TRTB	WCZLC	Ongoing

See p. 10-11 for abbreviation list.

**Cultural Resources**  
**Town of Rose**  
 Overall Goal and Objectives

**Goal CR 1.** Preserve the community's important cultural resources.

**Objectives:**

- CR 1.1. Encourage unpaid volunteers that have an interest in preserving the Town's heritage to compile a list of the Town's significant cultural resources.
- CR 1.2. Develop and utilize existing local expertise on historic preservation issues.
- CR 1.3. Consistent with preserving local decision making under the smart growth law, consider opportunities for historic preservation in all future planning, zoning and development decisions.
- CR 1.4. Educate local officials and the public at large on the importance of historic preservation.

<b>CR 1.1. Encourage unpaid volunteers that have an interest in preserving the Town's heritage to compile a list of the Town's significant cultural resources.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CR 1.1(1)</b>	The Rose Town Board should invite interested local residents to seek an appointment to a committee which would develop a list of significant cultural resources.	Invite interested residents	TRTB WRHS	WCHS WHS	Ongoing
<b>CR 1.1(2)</b>	Encourage private business use of historic or visually significant buildings, thereby making them self-sustaining and economically viable.		WRHS	TRTB WCHS	Ongoing

See p. 10-11 for abbreviation list.

<b>CR 1.2. Develop and utilize existing local expertise on historic preservation issues.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CR 1.2(1)</b>	Encourage Town of Rose residents to work on creating a showcase for local history in the County/local Historical Museum facility.		TRTB WCHS	WRHS	Ongoing
<b>CR 1.2(2)</b>	Obtain input from local residents who have historical knowledge when considering decisions that could adversely affect a historical or cultural resource.	Seek info when acting on an agenda item	TRTB WRHS	WCHS	As Needed

See p. 10-11 for abbreviation list.

<b>CR 1.3. Consistent with preserving local decision making under the smart growth law, consider opportunities for historic preservation in all future planning, zoning and development decisions.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CR 1.3(1)</b>	The Town of Rose should include cultural resources and historic preservation in any local land use plans it may undertake in the future.		TRTB	WRHS WCHS	As Needed
<b>CR 1.3(2)</b>	The Town of Rose should consistently seek the input of a local historic preservation group and other informed individuals when making decisions that involve existing sites and structures.	Awareness	TRTB WRHS	Informed individuals	As items come up before the Board

See p. 10-11 for abbreviation list.

<b>CR 1.4. Educate local officials and the public at large on the importance of historic preservation.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>CR 1.4(1)</b>	Encourage historic marker signage for the town's rural roads.		WRHS	TRTB WCHS	Ongoing
<b>CR 1.4(2)</b>	Make property owners aware of tax credits, state assistance and educational materials related to the benefits available to historic properties enrolled in the National Register program.		WRHS UWEX	WHS WCHS	Ongoing

See p. 10-11 for abbreviation list.

**Land Use  
Town of Rose**

Overall Goal and Objectives

**Goal LU 1.** To develop and implement a land use plan which preserves an attractive visual character, minimizes land use conflicts, and adequately addresses the future needs of the Town for housing, transportation, public facilities, and recreational opportunities.

**Objectives:**

- LU 1.1. Promote future development that will meet the future needs of the area while preserving the visual qualities of the area's environment that define its rural character. The plan recommends that a minimum single family lot size of 5 acres be adopted by the Town Board.
- LU 1.2. Promote land use patterns that protect and promote public health, safety, and welfare.
- LU 1.3. The town should encourage the preservation of local agricultural operations and traditions.
- LU 1.4. Collaborate with surrounding municipalities and towns to ensure compatible land uses near their common boundaries.
- LU 1.5. Assess the impact of future changes to the transportation network within the planning area.
- LU 1.6. Assess the current and future recreational needs of town residents.

<b>LU 1.1. Promote future development that will meet the future needs of the area while preserving the visual qualities of the area's environment that defines its rural character. The plan recommends that a minimum single family lot size of 5 acres be adopted by the Town Board.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>LU 1.1(1)</b>	Target desired new commercial and industrial development to appropriate locations in surrounding industrial parks where the existing infrastructure can accommodate new industrial and commercial uses.	Respond to requests from interested businesses	WRVB	WRPC	Ongoing
<b>LU 1.1(2)</b>	Support limiting the number of new access driveways on through traffic roadways to improve efficiency and public safety and reduce the number where feasible, on Town, County and State highways.	Work with the WCZLC & WisDOT	WRVB WCZLC WisDOT	WRPC WCHD	Ongoing
<b>LU 1.1(3)</b>	Support enforcement of current regulations regarding shoreland development and vegetation removal which protect surface and groundwater from development.	Refer to WCZLC & WDNR	WCZLC WDNR	TRTB	As Needed
<b>LU 1.1(4)</b>	Encourage the adoption and enforcement of a town ordinance that protects existing scenic vistas by banning billboards and off-premise outdoor advertising.	Adopt an ordinance to include a ban on new billboards	TRTB	WCZLC	As Needed

<b>LU 1.1 Promote future development that will meet the future needs of the area while preserving the visual qualities of the area’s environment that defines its rural character. The plan recommends that a minimum single family lot size of 5 acres be adopted by the Town Board.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>LU 1.1(5)</b>	Consider buffering rural land from new residential development by encouraging land owners to establish woodlands and other natural plantings.	Consider when reviewing new housing.	TRTB	WCZLC UWEX WDNR	Ongoing
<b>LU 1.1(6)</b>	That the town will strictly follow the county requirements that regulate the enforcement on, and removal of, visually objectionable items in outdoor yards to maintain our scenic beauty	Take appropriate actions as needed	TRTB	WRPC WCZLC	As Needed

See p. 10-11 for abbreviation list.

<b>LU 1.2. Promote land use patterns that protect and promote public health, safety, and welfare.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>LU 1.2(1)</b>	Promote development that occurs in a planned and coordinated manner that maintains or improves the quality of life for town residents.	Support the land use plan	TRTB TRPC	WCZLC	Ongoing
<b>LU 1.2(2)</b>	Support County regulations regarding issuing building permits on locations near abandoned landfill sites. ( see Exhibit 8-3 )	Refer to the Town Future Land Use Plan (Ex 8-3)	WCZLC WDNR	TRTB	Ongoing
<b>LU 1.2(3)</b>	In areas where scotch pine plantations present a fire hazard, improve public safety and loss of life and property, by adhering to the fire prevention standards stated in Section 58-822 of the Waushara County Zoning Code.	Enforce fire safety standards	WCZLC WDNR WRFD	TRTB	Ongoing

See p. 10-11 for abbreviation list.

<b>LU 1.3. The town should encourage the preservation of local agricultural operations and traditions.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>LU 1.3(1)</b>	The town should support the “Right to Farm Act”.	Support existing state law	TRTB	UWEX USDA RD WCFB	Ongoing

See p. 10-11 for abbreviation list.

<b>LU 1.4. Collaborate with surrounding municipalities and towns to ensure compatible land uses near their common boundaries.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>LU 1.4(1)</b>	Communities within the Group E planning cluster and the County should foster open communications which allow mutually beneficial developments.	Coordinate border land use decisions	WCZLC Towns of Rose and Springwater, Village of Wild Rose	All adjacent towns	Ongoing
<b>LU 1.4(2)</b>	Work with the County to ensure the Town is notified of and has the opportunity to provide comments on any new industries and/or retail development, home occupations, and cell tower or wind turbine generator placements, which may negatively impact the rural character, aesthetics, natural resource base, or provision of community services within its boundaries.	Work with the County Zoning office	WCZLC	TRTB	Ongoing

See p. 10-11 for abbreviation list.

<b>LU 1.5. Assess the impact of future changes to the transportation network within the planning area.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>LU 1.5(1)</b>	As new development is planned the Town Board will determine what roadway infrastructure is needed to facilitate and accommodate the growth.	Keep Paser data updated	TRTB	WCHD WisDOT	Annual & Ongoing

See p. 10-11 for abbreviation list.

<b>LU 1.6. Assess the current and future recreational needs of town residents.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>LU 1.6(1)</b>	Consider being supportive of the Village of Wild Rose proposal to develop a pedestrian and bicycle connection between the Village Mill Pond Park and the reconstructed Fish Hatchery facility to the north.	Work with the Village of Wild Rose on project	WRVB TRTB Wild Rose Fish Hatchery	WCHTSC TRPC WCPD	As Needed

See p. 10-11 for abbreviation list.

**Intergovernmental Cooperation  
Town of Rose  
Overall Goal and Objectives**

**Goal IC 1.** Work with neighboring municipalities, Waushara County, state and federal departments and agencies when opportunities and/or issues arise that can be more effectively addressed cooperatively.

**Objectives:**

- IC 1.1. Strengthen existing partnerships and build new relationships to promote economic growth in the Town, the area and county.
- IC 1.2. Participate in a countywide effort to promote the agricultural economy.
- IC 1.3. Improve communication within the Town and between utilities, the Wild Rose Area School District, neighboring municipalities, Waushara County and state and federal agencies.
- IC 1.4. Work with the County to secure state and federal funding.
- IC 1.5. Encourage joint efforts to protect the natural resources.
- IC 1.6. Work with the Waushara County, WisDOT and adjoining municipalities to insure that the transportation system is safe and fills the diverse needs of area residents.
- IC 1.7. Explore opportunities for cost efficiencies through shared services.
- IC 1.8. Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.

<b>IC 1.1. Strengthen existing partnerships and build new relationships to promote economic growth in the Town, the area and county.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.1(1)</b>	Monitor monthly meetings of area economic development organizations.	Keep in contact with ED organiz.	TRTB	WREDC WCEDC TCREDC	Ongoing
<b>IC 1.1(2)</b>	Work with the Waushara County Economic Development Corporation, and the Tri-County Regional Economic Development Corporation.	Maintain working relationship	TRTB	WCEDC TCREDC	Ongoing

See p. 10-11 for abbreviation list.

<b>IC 1.2. Participate in a countywide effort to promote the agricultural economy.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.2(1)</b>	Support ongoing efforts of the county to explore opportunities for alternative crop or agricultural product development and the corresponding support industries.	Encourage efforts	TRTB WCFB	UWEX TCREDC WCEDC	Ongoing
<b>IC 1.2(2)</b>	Participate in a county agricultural marketing effort.	Work with County	TRTB WCFB	UWEX WCEDC TCREDC	Ongoing

See p. 10-11 for abbreviation list.

<b>IC 1.3. Improve communication within the Town and between utilities, the Wild Rose Area School District, neighboring municipalities, Waushara County and state and federal agencies.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.3(1)</b>	Establish meetings as needed with the Village of Wild Rose, and adjacent Townships, to discuss issues of common interest.	Sharing ideas	TRTB	Village of Wild Rose and Tn. of Springwater	As Needed
<b>IC 1.3(2)</b>	Continue to set up periodic meetings with area community organizations and others to discuss community needs.	Invite organizations to discuss needs	TRTB	Community organizations UWEX	Annually or As Needed
<b>IC 1.3(3)</b>	Continue annual meeting with the County Highway Department and WisDOT to ensure coordination of transportation projects.	Meet annually	TRTB	WCHD WisDOT	Annually
<b>IC 1.3(4)</b>	Set up annual meetings with public and private utilities in the area to discuss current service needs and upcoming projects.	Coordinate annual utility projects	TRTB	WRSUC an all private utility comp.	Annually
<b>IC 1.3(5)</b>	Work with the area school districts to plan new facilities when they are needed.	Contact WRASD	TRTB	WRASD TCASD AASD	Ongoing As Needed

See p. 10-11 for abbreviation list.

<b>IC 1.4. Work with the County to secure state and federal funding.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.4(1)</b>	Work with neighboring communities to secure grant money for any economically viable project.	Endorse grant applications	TRTB WCEDC WCEDC	UWEX WRHS	Ongoing

See p. 10-11 for abbreviation list.

<b>IC 1.5. Encourage joint efforts to protect the natural resources.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.5(1)</b>	Work to protect the waterways in the Town of Rose from degradation.	Guard in TB decisions	WCZLC WDNR	TRTB	Ongoing
<b>IC 1.5(2)</b>	Work with the county and other municipalities to control specific problem (invasive) species on a countywide basis.	Contact WDNR & UWEX	TRTB	UWEX WDNR	Ongoing
<b>IC 1.5(3)</b>	Discuss the expansion of public sewer and water to surrounding areas when needed.	Discuss with all involved	WRSUC Village of Wild Rose	TRTB TRPC	As Requested

See p. 10-11 for abbreviation list.

<b>IC 1.6. Work with the Waushara County, WisDOT and adjoining municipalities to insure that the transportation system is safe and fills the diverse needs of area residents.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.6(1)</b>	Encourage the WisDOT to share future STH 22 corridor plans with the Town of Rose and to work with the Town and the Village of Wild Rose.	Contact ECWRPC and WisDOT	TRTB WCHD	WCHTSC	Long term planning
<b>IC 1.6(2)</b>	Collaborate with the County Department of Aging to insure that the needs of the elderly and disabled residents of the Town are being met.	Work with the Washara County Dept of Aging	TRTB	WCDA WCDHS	Ongoing
<b>IC 1.6(3)</b>	Collaborate with the Waushara County Highway and Parks departments, the WisDOT, utilities and others to coordinate roadway improvement projects.	Contact and set up annual meeting	TRTB	WCHD WCPD WCHTSC WisDOT & Utilities	Ongoing Annually

See p. 10-11 for abbreviation list.

<b>IC 1.7. Explore opportunities for cost efficiencies through shared services.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.7(1)</b>	Work with adjoining municipalities to share road maintenance contracts where cost savings will result.	Look for cost sharing efficiencies	TRTB	Budgetary agents of adjacent communities	Annual Budget Time
<b>IC 1.7(2)</b>	Where appropriate, utilize and share limited resources and offer joint services (i.e. fire district, police, county agreements).	Look for opportunities to share costs	TRTB	WRFD WCSD WRPD	Annual Budget Review & Ongoing

See p. 10-11 for abbreviation list.

<b>IC 1.8. Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>IC 1.8(1)</b>	Establish a method of effective communication with nearby municipalities so that all can stay apprised of development within 1,000 feet (or other agreed upon distance) from common borders.	Set up a meeting to discuss	TRTB	Nearby communities	As Needed
<b>IC 1.8(2)</b>	If a situation arises, create a joint committee with surrounding areas to discuss planning issues within the area.	Investigate creating a joint committee	TRTB	Area communities	As Needed
<b>IC 1.8(3)</b>	Consider cooperative boundary agreements with the Village of Wild Rose.	Discuss within Board	TRTB	WRVB	As Needed

See p. 10-11 for abbreviation list

**Implementation  
Town of Rose  
Overall Goal and Objectives**

**Goal I 1.** Implement recommendations contained within the Town of Rose Comprehensive Plan to the greatest extent possible.

**Objectives:**

I 1.1. Closely monitor the implementation of plan recommendations to ensure they are followed.

I 1.2. The Town of Rose will update the plan as necessary.

<b>I 1.1. Closely monitor the implementation of plan recommendations to ensure they are followed.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>I 1.1(1)</b>	The Town Planning Commission will meet on an as needed basis at the request of the Town Board to review the implementation schedule and ensure that deadlines are being met.	Town Board requests meeting as needed	TRTB	TRPC	Ongoing
<b>I 1.1(2)</b>	The Town Planning Commission will periodically need to update the Town Board as to the progress that is being made to implement the plan.	Town PC provides progress reports	TRPC	TRTB	Ongoing

See p. 10-11 for abbreviation list.

<b>I 1.2. The Town of Rose will update the plan as necessary.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>I 1.2(1)</b>	The Town Planning Commission, if necessary, will recommend modifications that will better meet the intent of the plan.	Monitor plan & make recomm.	TRPC	TRTB	Ongoing
<b>I 1.2(2)</b>	The Town must update the plan at least every 10 years to meet the standards of "Smart Growth" legislation.	Review ex. Plan & update per state statutes.	TRPC	TRTB	Ongoing
<b>I 1.2(3)</b>	As available, provide updated information to supplement the plan information.	Update plan as needed	TRPC	TRTB	Ongoing

See p. 10-11 for abbreviation list.

**Goal I 2.** Ensure that implementation of the plan results in an orderly and cost-effective development pattern.

**Objectives:**

I 2.1. Continually utilize the plan as one of the primary guides for recommendations regarding future land use and land use policies.

<b>I 2.1. Continually utilize the plan as one of the primary guides for recommendations regarding future land use and land use policies.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>I 2.1(1)</b>	Consult the plan before making final recommendations on individual developments.	Use as policy guide for devel. review	TRTB	TRPC	Ongoing
<b>I 2.1(2)</b>	Review existing town and County ordinances as they relate to the implementation of this plan.	Review ordinances for consistency with this plan	TRTB	TRPC	Ongoing

See p. 10-11 for abbreviation list.

**Goal I 3.** Emphasize the need for intergovernmental cooperation throughout the implementation process.

**Objectives:**

I 3.1. Encourage cooperation and communication between the Town, neighboring communities, and Waushara County in implementation of the plan.

<b>I 3.1. Encourage cooperation and communication between the Town, neighboring communities, and Waushara County in implementation of the plan.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>I 3.1(1)</b>	Solicit input from neighboring communities, Waushara County, governmental agencies, and other appropriate organizations regarding how their activities relate to the recommendations in the Town of Rose's comprehensive plan.	Contact others to annually solicit input	TRPC	TRTB WRVB WCB UWEX WisDOT	Ongoing
<b>I 3.1(2)</b>	Present a copy of the plan to neighboring municipalities and Waushara County as discussed within the implementation element.	Distribute to others when completed an approved	TRPC	TRTB WCZLC	As Needed
<b>I 3.1(3)</b>	Work with Waushara County to update existing ordinances and create new ordinances as recommended by this plan.	Meet with Waushara County for ordinance review	TRTB, TRPC	WCZLC	Ongoing

<b>I 3.1. Encourage cooperation and communication between the Town, neighboring communities, and Waushara County in implementation of the plan.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>I 3.1(4)</b>	Continue to support and participate in activities of the Waushara County Land Use Committee.	Maintain participation in WCLUC	TRPC, TRTB	WCLUC	Ongoing
<b>I 3.1(5)</b>	Cooperate with Waushara County on the completion of the Waushara County Comprehensive Plan.	Maintain dialogue on issues	TRTB	WCLUC	Ongoing As Needed

See p. 10-11 for abbreviation list.

**Goal I 4.** Ensure that historic preservation concerns are continuously addressed by the town and other appropriate agencies.

**Objectives:**

I 4.1. Ensure that historic preservation concerns are incorporated into both the short-range and long-range planning and development processes.

<b>I 4.1. Ensure that historic preservation concerns are incorporated into both the short-range and long-range planning and development processes.</b>					
Related Objectives	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
<b>I 4.1(1)</b>	Hold a workshop every five years with the surrounding communities, Waushara County, and the ECWRPC to update the historical preservation plan.	Coordinate with ECWRPC to develop workshop	ECWRPC, TRTB	WCHS, WRHS	every five years thereafter
<b>I 4.1(2)</b>	Hold meetings every five years with the historical preservation committee to review the effectiveness of the historical preservation plan.	Coordinate with WCHS to schedule meetings	TRTB	WCHS WRHS	every five years thereafter
<b>I 4.1(3)</b>	Incorporate the outcomes from all historical preservation activities into the comprehensive plan updates.	Record and maintain outcome records for plan update	TRTB	ECWRPC	Ongoing

See p. 10-11 for abbreviation list.