

# WAUSHARA COUNTY

## 20-Year Comprehensive Plan

### Volume One: Goals, Objectives and Recommendations

Waushara County, Wisconsin

Approved by Planning & Zoning Committee  
November 19, 2009



Schreiber Anderson Associates, Inc  
Project Number 2342





# ACKNOWLEDGEMENTS

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## Waushara County UW-Extension

Waushara County engaged in a multijurisdictional comprehensive planning process led by Waushara County UW-Extension to prepare this plan. UW-Extension was successful in acquiring a grant through the Department of Administration, assembled the County Land Use Committee, and provided funding for municipal plan development. The countywide document was prepared utilizing adopted local comprehensive plans and assimilating portions of developing local plans prepared as part of the countywide process. Patrick Nehring was the community agent who led the planning process for UW-Extension.

## East Central Wisconsin Regional Planning Commission (ECWRPC)

The Waushara County 20-Year Comprehensive Plan is composed of two documents – Volume One and Volume Two. Together, the two volumes contain all information necessary to meet state requirements.

This volume, “Volume One: Comprehensive Plan (Goals, Objectives, and Recommendations),” contains issues, goals, objectives, and recommendations for each of the nine required comprehensive plan elements for implementation over the next twenty years.

A companion document, “Volume Two: Existing Conditions Report,” contains an analysis of existing conditions within the County. Content was developed and/or assembled by East Central Wisconsin Regional Planning Commission (ECWRPC). Portions of Volume One also contain data produced by ECWRPC.

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# INTRODUCTION: ISSUES AND OPPORTUNITIES

## 1.1 Plan Purpose and Use

The Waushara County Comprehensive Plan has been developed to establish a strategy for countywide development and preservation within the County. It serves as an umbrella document to the municipal comprehensive plans that have been created. The goals, objectives, and recommendations identified by the communities that comprise Waushara County were incorporated into this countywide document with some variation. For example, to better encapsulate the essential purposes and local desires of each municipality, statements in the countywide plan have been written with some ambiguity to account for slight variations among local municipalities. This was done to ensure that the countywide document supports local desires with general statements of support, rather than restating the local goal or recommendation. Each municipal comprehensive plan should be considered a support document for the policies outlined in this countywide plan. Specific policies for local jurisdictions are specified in local planning documents.

The purpose of this comprehensive plan is to provide direction to Waushara's decision makers on matters related to the use and prosperity of regional resources. It has been prepared under the State of Wisconsin's Comprehensive Planning Law under section 66.1001 of the Wisconsin State Statutes to meet all elements and requirements. The law requires that all County land use decisions be consistent with the plan. It is a working document that is intended to be reviewed and updated as necessary. The review serves as a checkpoint to ensure that the document is providing clear direction and that it remains consistent with both local and regional goals, values, and needs.

## 1.2 Comprehensive Plan Format

This plan is composed of two documents – Volume One and Volume Two. Together, the two volumes contain all information necessary to meet state regulations. The purpose of the two reports is to create a user-friendly plan that separates a majority of the required background material from the County's goals, objectives, and recommendations. Generally speaking, Volume One serves as the "guide" for decision making whereas Volume Two provides data and support for actions detailed in Volume One. Specific details are provided below for each volume.

Volume One: "Comprehensive Plan (Goals, Objectives, and Recommendations)". This volume contains issues, goals, objectives, and recommendations for each of the nine required comprehensive plan elements for implementation over the next twenty years. It describes actions and strategies to achieve the goals and objectives listed in each of the nine planning elements, or chapters, within the plan. This document should be consulted by the Planning & Zoning Committee and County Board when managing community resources. It will also be used by Waushara County on matters where a county land use control, such as zoning, is applied to a county-zoned town. Since no previous land management plan exists, all content was developed and/or assembled by the County and its consultants.

Volume Two: "Existing Conditions Report". The second volume of this comprehensive plan contains an analysis of existing conditions within the County. It provides a series of Census and other empirical data available through local, regional, state, and national sources. These data reveal current findings within the County and how these compare to historical numbers within the County and the State of Wisconsin. These data were primarily used to identify challenges and opportunities in Volume One. The report is a companion document to Volume One and should be used to locate evidence of existing conditions that provide support for recommendations and strategies located in Volume One. Content was developed and/or assembled by East Central Wisconsin Regional Planning Commission.

### 1.3 Planning Process

Public input is a fundamental component of any planning process. Public participation is especially important for this document because this countywide plan is a composite of the ideas and concepts forged at the local level. This “bottom-up” approach is based on consensus building and plan preparation at the each of the local towns, villages, and cities within the county. The result is a stronger countywide plan because each locality within the county had the opportunity to identify the issues, needs, and goals that will drive the overall recommendations within the plan. The following formal public participation activities contributed to the development of this countywide plan. All public meetings and events were properly noticed.

1. Adoption of a Formal Public Participation Plan
2. Citizen Questionnaire
3. Public Information Meetings (Waushara County)
4. Public Meetings (Waushara County Land Use Committee, Village Committee)
5. Written Comments
6. Distribution of Planning Documents
7. Public Hearing

#### 1.3.1 Public Participation Plan

The purpose of the Public Participation Plan is to outline the process and ways in which the public will be invited to participate in developing a comprehensive plan in accordance with 66.1001 of the Wisconsin Statutes. Waushara County adopted a Public Participation Plan on December 9, 2008. It is located in Appendix A.

#### 1.3.2 Citizen Questionnaire

As part of the information gathering process, the citizen questionnaires that were previously analyzed for municipal land management plans were evaluated as part of the countywide comprehensive plan. The information was used to prioritize the state’s comprehensive planning goals for local and countywide application. Outcomes of the questionnaire were tested at the first Kick-Off meeting at each local government to ensure current desires still reflect the citizen questionnaire outcome.

#### 1.3.3 Public Information Meetings (Waushara County)

Local residents, interested parties, and non-committee members were encouraged to participate as equals and attend county public information meetings throughout the process. This was the primary public participation method for disseminating progress made on the countywide comprehensive plan. These meetings occurred at key benchmarks in the planning process with one meeting held in each sub area.

Phase 1 began with a Public Information Meeting in each of the three sub areas. This meeting was used to test the results of the citizen questionnaires that were administered in most of the municipalities prior to development of existing land management plans. Meetings also included a discussion about the opportunities and assets within the county – specifically, what sorts of conditions added to, or detracted from, the quality of life within Waushara County. After these meetings were completed, there was a Local Kick-Off meeting held for each community participating in the countywide plan development process.

At the mid-point of the countywide plan development process, a second Public Meeting Information meeting was held in each sub area to discuss the progress of the countywide plan. These meetings discussed countywide policies and possible ordinances for development based on local plans and countywide needs.



When all comprehensive plan elements were finalized, a third Public Information Meeting was held in each of the three sub areas to present the countywide Land Use Plan and Implementation Tools.

All meeting dates were listed on the Waushara County UW-Extension website and announced in local media including press releases published at least two weeks prior to the meeting date. General informational brochures on planning and public participation produced by UW-Extension were available at the meetings. A summary of the events and outcomes at each PIM will was posted to the website.

#### **1.3.4 Public Meetings (Waushara County Land Use Committee)**

A representative from each of the participating municipalities was invited to sit on the Waushara County Land Use Committee. The intent of having local representatives on the Committee was to ensure local goals and priorities were being addressed in the countywide document.

The County Land Use Committee was the steering committee that led the development of the countywide plan. This was accomplished through review of local plans used to guide preparation of the countywide document. Members of the public were encouraged to attend meetings of the County Land Use Committee. These meetings were advertised in accordance with county protocol.

#### **1.3.5 Written Comments**

Written comments were solicited throughout the process. Members of the public who had comments were asked to submit them to any local or county official, the UW-Extension agent assigned to this process, or the consultant. Comments received were provided to committee members for review and discussion.

#### **1.3.6 Distribution of Planning Documents**

Drafts of the plan were available to the County Land Use Committee for review after each cluster of elements was written. Drafts were also available electronically on the Waushara County UW-Extension website. Members of the public were encouraged to attend County Land Use Committee meetings where elements were reviewed. Extra copies of comprehensive planning elements were available at the meeting by request. Distribution of planning documents for participating municipalities included identification of document recipients and direct mailings to these individuals. Elements of local comprehensive plans were also available online.

#### **1.3.7 Public Hearing**

A formal public hearing on the proposed Comprehensive Plan Ordinance was held by the County Board prior to recommendation and approval of the Plan. The hearing was held on November 19, 2009 to solicit comments pertaining to the content of the Waushara County Comprehensive Plan.

A public notice containing a summary of the Comprehensive Plan was published in two of the County's newspapers, the Berlin Journal and the Waushara Argus. Notices were published at least 30 days prior to the public hearing.

The entire proposed Comprehensive Plan was available for public review at the Waushara County Courthouse 30 days prior to the public hearing. Additionally, plan copies were sent to the parties identified in State Statute 66.1001 4(b). These include all adjacent and overlapping jurisdictions, nonmetallic mineral extraction operators, and local libraries. Copies were sent in digital format unless otherwise specified by the County Land Use Committee.

## 1.4 20-Year Vision

The following 20-Year Vision Statement has been developed to guide future development and resource management activities throughout Waushara County over the next twenty-year planning period.

*Waushara County is a unique and vibrant rural community set amid active agriculture and scenic forests. Within this setting are valuable natural, agricultural, cultural, transportation, and economic resources. These resources provide residents, businesses, and visitors access to distinct urban amenities and small-town livability. Preserving these resources and strengthening the connections between them is the foundation for maintaining and enhancing quality of life and economic opportunity.*

## 1.5 Key Demographic Findings and Projections

The following section identifies the key demographic findings and projections for Waushara County. A complete listing of demographic information can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Demographic Trends

- Over the past fifty years, the population within Waushara County has seen a substantial increase. The population decreased from 1950 (13,920) to 1960 (13,497) before starting a steady increase to a year 2000 population of 23,066.
- Recent Waushara County growth trends from WDOA indicate that between 2000 and 2005 population increase has slowed but continues to outpace the East Central Region and Wisconsin.
- Migration has played a greater role in population change in Waushara County than natural increase between 1950 and 2005. 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.
- Since natural increase rates were negative, the entire increase in population in Waushara County since 1990 can be attributed to in-migration.
- As the County's population ages, an increase in demands or desires may exist for a wider variety of housing, healthcare, support services and transportation options than are typically available in rural communities.
- The average population density in Waushara County was 37 persons per square mile in 2000.
- The change in population by age cohort between 1990 and 2000 indicates that the County's population is aging.
- Between 1990 and 2000, the median age increased by 3.5 years in Waushara County, as a result the county (42.1) continued to have a higher median age than the state (36.0).

*Interpretation:* The County's population has been increasing over the past fifty years. The population increase is mostly due to older people moving into the County from other parts of Wisconsin and, anecdotally, other States. This will result in an increased demand for services in the future.

### Household Structure

- Household size for Waushara County has been decreasing since 1970. Waushara County had an average household size of 2.5 in 1990 and 2.4 in 2000.
- In 1990 and 2000, the majority of households in Waushara County were family households, and the majority of family households were married couple families.
- The population in Waushara County is less diverse than that of the state. In 2000, whites comprised 96.8 percent of Waushara County's population compared to 88.9 percent of the state's population.

*Interpretation:* Household size is decreasing and the population is aging in the County. These two factors generally coincide as older populations often live as couples or singles after their offspring move out of the home.

### Income Levels

- At this point in time, telecommuting (use of technology to work outside of the traditional office or workplace setting) occurs very infrequently in Waushara County.
- Access to earning opportunities is a strong determinant in meeting the income needs of residents in both Waushara County and Wisconsin.
- The State of Wisconsin maintains higher median household, family and per capita incomes than Waushara County overall.
- 2000 Census information indicates that in 1999 Waushara County had 779 (8.4%) households with incomes below \$10,000. The income range with the largest number and share of households was between \$45,000 to \$59,999 with 1,558 households or 16.7 percent. There were 175 households (1.9%) with incomes of \$150,000 or more.
- About eighty-eight percent of households in Waushara County reported incomes below \$75,000 in 1999.
- Between 1989 and 1999, both the number and percentage of persons living below the poverty threshold declined in Waushara County and Wisconsin. In spite of the decline in poverty, 9.0 percent of Waushara County residents and 8.4 percent of Wisconsin residents still lived below the poverty line in 1999.
- In 1989, 20.1 percent of children in Waushara County lived in poverty, compared to 13.9 percent of the elderly. By 1999, the share of children living in poverty in Waushara County had decreased to 10.9 percent, while the share of elderly living in poverty had decreased to 10.8 percent.
- Between 1989 and 1999, the number of families in poverty declined in both Waushara County and the state.

*Interpretation:* The number of persons living in poverty in Waushara declined between 1989 and 1999, yet Waushara County has a lower median household, family, and per capita income than that State average. These data do not indicate there is a lower standard of living in Waushara County based on income because the costs of many items, such as housing, are also lower.

### Population Forecasts

- Population growth in Waushara County will result in an increase in demand for services and land consumption.
- Waushara County is expected to grow by 21.6 percent between 2000 and 2030.
- Waushara County population projections by age cohort<sup>1</sup> indicate that the number of county residents age 65 and older may double between 2000 and 2030 (from 1,306 to 2,811), while the number of children may decline by 21 percent.

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<sup>1</sup> WI DOA, 2004

*Interpretation:* As the population continues to increase and grow older, there will be a need for more services that support an aging population. At the same time, as the population of children decreases, the focus of community programming will need to shift focus to meet the demands of shifting demographics.

**Household Forecasts**

- 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 (from 9,336 to 12,023).

*Interpretation:* As population increases and the number of people living in each housing unit decreases, more housing units will need to be constructed.

# 2 HOUSING

## 2.1 Housing Chapter Purpose and Contents

The Housing Element of a comprehensive plan provides direction to ensure an adequate supply of housing is available for existing and forecasted housing demand. For the purposes of the Waushara County plan, the element includes policies that local governmental units should explore to promote the development of housing choices for all income levels, age groups, and persons with special needs.

This element includes a brief summary of existing housing conditions followed by a series of goals, objectives, and recommendations to guide the future development and character of housing throughout the County. The element also provides direction to ensure an adequate supply of housing is available for existing and forecasted housing demand.

## 2.2 Summary of Existing Housing Conditions

The following section identifies key housing conditions for Waushara County. A complete listing of housing information can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Age of Occupied Dwelling Units

- Census information regarding the age of owner-occupied units indicates that Waushara County was well established by 1960.
- Between 1990 and 2000, Waushara County experienced a higher level of growth in owner-occupied units than was indicated in previous Census periods (1960 to 1990) based on the age of structure information provided in the 1990 and 2000 Censuses.

*Interpretation:* The highest percentage of homes in Waushara County were built over forty years ago (38.7%). However, the rate of housing development in the County has outpaced the state overall every decade since 1970.

### Change in Structural Type

- As with most rural counties, the dominant housing type in Waushara County is single family housing.
- By 2000, the share of single family units increased to 82.6% in Waushara County, while the number of mobile homes, trailers and others had decreased to 1,780 units or 13.0% of total housing units.
- Communities within Waushara County also experienced a housing composition change between 1990 and 2000.

*Interpretation:* A surge of single family construction during the 1990's resulted in more communities seeing an increase in the share of single family housing stock in their communities. Generally, the cities and villages within Waushara County provided more choice in the form of duplexes and multifamily units, while the towns saw a higher number of mobile homes, trailers and others.

### Occupancy Status

- Occupancy rates indicate that Waushara County had a higher percentage of seasonal units than the state as a whole.
- The majority of occupied units within Waushara County are owner-occupied. Waushara County has a higher percentage of owner-occupied than the state overall (84% to 68%).

*Interpretation:* The decrease in the number and share of seasonal units between 1990 and 2000 and the increase in the number and share of occupied units and total units indicates that additional year round units were built and seasonal units were likely converted to year round residences.

### **Vacancy Status**

- Countywide, the homeowner vacancy rate was 1.9 percent in 2000, which indicates that the county should have had an adequate number of homes on the market to meet demand.
- The small number of units coupled with lower vacancy rates means that communities likely had an inadequate number of units on the market to provide choice for prospective homebuyers.
- The rental vacancy rate for Waushara County, at 6.8 percent, was higher than the state's rental vacancy rate of 5.6 percent.
- Between 1990 and 2000, the share of vacant units identified as seasonal increased from 83.9 percent in Waushara County to 85.3 percent in 2000.

*Interpretation:* The total number of units for sale or rent in most communities remained small enough that there were likely few homes available at any given time.

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

- 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.
- Over 85 percent of the owner-occupied housing stock in Waushara County and 72.5 percent in Wisconsin were valued at less than \$150,000 in 2000.

*Interpretation:* Home prices are lower in Waushara County when compared to the state overall but this does not necessarily mean that housing is more affordable as income level is also a component of affordability.

### **Housing Affordability**

- A review of housing stock values for Waushara County indicated that although housing values were on average lower than the state, many of those units were not affordable for county residents.
- Between 1989 and 1999, housing affordability became a larger issue for homeowners in the state and county. 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.
- 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. By 1999, the share of renters paying more than 30% of their income for housing had decreased to 23.4 percent of Waushara County residents and 32.3 percent of state residents.

*Interpretation:* The affordability of housing (for both renters and owners) in Waushara County is still an issue.

### **Housing Conditions**

- By 2000, less than one percent (0.7%) of occupied units within Waushara County are lacking complete plumbing facilities.
- Slightly more than two percent (2.1%) of the total dwelling units within Waushara County are overcrowded in 2000. Overcrowding is defined by the Census as having more than one person per room within a structure.

*Interpretation:* These two measures of standardized data provide limited comparables for structural characteristics between communities. Based on the low percentages indicated by these data, no additional inspection needs are evident. The determination of housing condition is better suited to qualified building inspectors on a case-by-case basis.

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

- There were a total of 120 federally assisted rental units in Waushara County in 2005.
- Assisted living options within Waushara County are located in the incorporated communities of the City of Wautoma (134 units) and the villages of Coloma (16 units), Redgranite (60 units) and Wild Rose (8 units).

*Interpretation:* Assisted living options are available within Waushara County, but these options are heavily concentrated in the south central portion of the County (C. Wautoma, V. Redgranite).

## **2.3 Housing Issues Identified Through the Planning Process**

A number of issues were identified through the public participation process that are subjective in nature. These include perceptions about current housing conditions or the availability of housing options to meet the needs of residents. These opinions are not easily quantified, but are necessary for determining strategies for improvement or stabilization of housing stock within Waushara County. A consolidated list of challenges identified during this process is described below.

### **Senior Housing**

Between 1990 and 2000, the number of individuals age 45 to 64 increased by 42 percent countywide. This age cohort represents populations near retirement age, and forecasts the need for adequate senior housing accommodations. Often, this means options for lower-maintenance housing as aging populations are often less able to provide extensive care and maintenance to the properties they inhabit. Most retirement housing is located the County's incorporated communities, with a majority of offerings located in the City of Wautoma.

### **Exterior Housing Condition**

Almost 40 percent of housing stock in Waushara County was built before 1960 which generally indicates the need for increased upkeep to ensure the integrity of these homes. Remodeling or rehabilitation of existing properties may also help elderly or disabled individuals who wish to stay in their homes to remain in their homes longer.

### **Housing Diversity**

Changing demographics and living patterns require a range of housing options to ensure existing and prospective residents can find adequate housing. It is likely that even small towns will need to vary the mixture of housing types, styles and price ranges if they wish to sustain populations throughout their life cycles.

There have been discussions within the communities of Waushara as to what types of housing are preferred. Overwhelmingly, towns and villages would like to promote single-family residential development. Conversely, mobile homes or multi-family developments are not preferred structures in many parts of the county.

### **Farm v. Non-Farm Conflicts**

One of the primary concerns in agricultural communities is farmland preservation. Agriculture is the primary contributor to the local economy and residents enjoy the bucolic vistas and rural landscapes that active agricultural lands provide. Despite a shared respect for agriculture, residents disagree on how to preserve farmland. Some think that regulating land divisions is the best way to protect active

lands from sprawling developments, while others feel that landowners should be allowed to self-regulate.

Conversion of land from active agriculture to residential use is also a concern because new residential populations are sometimes unprepared for the smells and noises associated with rural living in actively farmed areas. The conversion of actively farmed lands also removes these parcels from agricultural production, often in perpetuity, which can alter the rural landscape.

### **Rural Character**

Preservation of rural character is very important in non-urbanized areas throughout the County. Since most of the developments in unincorporated communities are either agricultural or residential, the value placed on the presence of rural character is an important attribute to the quality of life in most towns. Residents describe the important elements of rural character as maintaining the visibility of trees, meadows, and farms. Living near these elements of the community contributes to the culture of rural areas, and residents would like to maintain this part of their identity for future generations. Any development of new residential properties should observe the essential components of rural character identified by each local community.

### **Residential Wells**

The quantity and quality of groundwater for residential purposes was commonly mentioned as an issue because greater housing numbers mean increases in the number of residential well users and places an increased demand on groundwater supplies. The northwest portion of Waushara County is particularly susceptible to groundwater quantity issues due to its position on a groundwater divide where water west of the divide flows westerly toward the Wisconsin River, and east of the divide water flows southeast toward the Fox River. Use of high capacity wells east or west of the divide causes greater strain on local capacity. Quality of the water supply is also a concern.

### **Private Property Maintenance**

The natural beauty of the rural landscape can be minimized by visible collections of inoperable equipment or materials. This includes the placement of unused tires or excessive numbers of cars in areas other than storage sheds, driveways, or garages. The exterior condition of residential properties can also detract from the overall character of a place and potentially lead to decreased property values within neighborhoods. It was thought that timely enforcement of private property maintenance standards has helped to prevent activities on private property from becoming nuisances that detract from the overall aesthetics of a community.

### **Design Standards**

The need for simple design standards was a concern raised in some towns. This includes site designs that ensure non-farm development is “hidden” from roadways, and that homes are placed on lots so as to maintain unique rural features. This is because some rural subdivision developers change the landscape to accommodate streets and housing. Residents feel that if dense residential areas can be prevented, or controlled, the rural integrity of rural communities can be better maintained.

### **Seasonal Residents**

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. Between 1990 and 2000, the number of seasonal units declined in the county overall, but so too has the number of seasonal homes that used to be available as rentals. These rentals invited exploration by the weekend tenants, but as the makeup of the seasonal residents has changed, so too has the prosperity of some businesses that previously relied upon a new supply of patrons each week.



### **Migrant Housing**

A report by the Wisconsin Department of Workforce Development Migrant, Refugee, and Labor Services indicates there is migrant housing in Waushara County. Specifically, migrant housing can be found in the towns of Dakota, Poy Sippi, Richford, Rose, Springwater, and Wautoma. Anecdotally, there are a number of migrant workers who reside elsewhere within the County. Due to the strong family bonds, the properties these populations occupy can become overcrowded with people and automobiles. Local control is limited by state regulations which allow local governments to regulate new migrant camps, but not expansions or repairs to existing facilities.

### **Nonconforming Residential Lots**

In some lake areas throughout the county there are nonconforming lots. These lots are tracts of land that complied with existing lot standards when platted, but are no longer compliant with current regulations. In many cases, the regulations changed as a result of problems associated with inadequate spacing of these lots such as insufficient filter fields for private septic systems which have led to water quality issues. Designation as a nonconforming lot can make it more difficult to sell the lot, or make any kind of structural repair where financial lending institutions are involved. Alterations to non-conforming uses also require a variance from the County Board of Adjustments.

## **2.4 Waushara County Housing Policy**

Waushara County will promote the development of housing choices that meet the needs of individuals of all incomes, age groups, and levels of ability. The County will support the availability of land for the development or redevelopment of all ranges of housing where existing infrastructure is available and redevelopment complements the existing neighborhood aesthetic. Public-private partnerships, cost-sharing, integration of low-cost housing, and other policies to promote housing development that is low-impact and democratically approved will be encouraged.

## **2.5 Housing Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations concerning housing stock in Waushara County. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives. Wherever possible, existing prerogatives were carried over from existing housing documents performed at the local and regional levels.

The goals were developed based on a set of identified themes observed in municipal comprehensive plans from across the County. The objectives and recommendations statements were derived primarily from *Overcoming Barriers to Affordable Housing in the East Central Region* prepared by East Central Wisconsin Regional Planning Commission in January 2004. Additions and changes to these statements were performed based on direction from local and countywide committee review and comment.

The following goals, objectives, and recommendations provide an overarching framework for development of housing policies on a countywide scale. The result of this process is a generalized housing element that has been built from the “bottom-up” so that direction provided at the local level is supported in this countywide plan.

**Goal 2.1: Encourage development of a variety of housing types to meet the needs of all age groups, income levels, special needs populations, and cultural heritages.**

Objectives

- a. Support increased awareness and organizational capacity for implementing effective housing programming and construction techniques.
- b. Promote a reasonable amount of affordable housing opportunities in all parts of the county to meet housing demands.
- c. Continue to provide programming to individuals and families requiring housing assistance.

Recommendations

- 2.1.1 Work with interested parties, including CAP Services and UWEX, to provide a number of educational and training opportunities that seek to:
  - a. Provide space for cross-cultural, cross-class, and multigenerational interactions. This can help address cultural differences, which can lead to a better understanding of the need for affordable housing. Coordinate with the United Migrant Opportunity Services (UMOS) for assistance with migrant housing;
  - b. Explain benefits of mixed income and life cycle neighborhoods to increase awareness and understanding between classes and generations;
  - c. Stress the relationship between economic competitiveness and affordable housing;
  - d. Increase credit counseling and personal budget education;
  - e. Educate individuals about the true cost of owning and maintaining a home.
- 2.1.2 Encourage coordination between affordable housing developers and communities to share in the education process and establish neighborhood buy-in early in the development process.
- 2.1.3 Encourage incorporated communities to provide incentives for:
  - a. Developers to provide both market rate housing and low-income housing.
  - b. Owners of older housing stock to upgrade their properties.
- 2.1.4 Housing providers (Waushara Habitat for Humanity, etc.), service agencies (CAP Services, etc.), communities and funding agencies (WHEDA, etc.) should enhance education efforts regarding cultural ways of living of groups such as the Hispanic, Native American, and Hmong in order to better understand family structures and housing needs.
- 2.1.5 Local communities and county agencies, such as Waushara County Department of Human Services, should aid and encourage individuals and families on waiting lists for housing to take advantage of personal enrichment programs to improve their life skills, credit, and earning potential. Consider policy changes that prioritize candidates who do improve skills to move up on the waiting list.

**Goal 2.2: Utilize more external funding sources to support housing development and programs.**

Objectives

- a. Minimize barriers to affordable housing.
- b. Coordinate public and private resources to support housing needs.
- c. Encourage joint applications from potential recipients to promote the sharing of expertise/resources.
- d. Sponsor periodic housing conferences that invite the public to learn more about housing programs and resources as needed.

Recommendations

- 2.2.1 Continue to provide review and inspection services to preserve the existing housing stock.
- 2.2.2 Encourage the creation of collaborative partnerships such as CAP Services relationships with public, private, and other nonprofit groups to leverage additional funding and maximize resources for families with housing assistance needs.
- 2.2.3 Work with state housing authorities to identify funds or programs that make low income housing more affordable to homeowners and more attractive for home builders.
- 2.2.4 Explore opportunities for financial assistance to homeowners with properties in need of building code compliance and construction updating. This may include identifying a list of contractors or organizations that provide one-time or reduced-rate housing rehabilitation services.
- 2.2.5 Continue Home Lead Assessments through the Waushara County Health Department, to improve health conditions and identify lead abatement programs.
- 2.2.6 Increase landlord awareness of the Rent Smart Program through UWEX which provides high-risk tenants with practical training to help them succeed as tenants. Require Section 8 recipients to go through the Rent Smart Program.

**Goal 2.3: Support the development of social and physical infrastructure to maintain residences, housing units, and/or property.**

Objectives

- a. Identify a menu of existing programs to support housing needs.
- b. Encourage regular upkeep and maintenance of property.
- c. Maintain unique or historic housing within communities.

Recommendations

- 2.3.1 Explore partnership opportunities between incorporated communities and the rural areas they support. This includes ensuring proper support for multifamily and senior housing opportunities generally located in incorporated areas.
- 2.3.2 Identify volunteers who may have the time, expertise and are willing to assist in addressing housing issues. The elderly, especially, need help cleaning and doing chores in their homes. Specialized programs, such as “National Rebuilding Day” in April, can assist in-need residents by providing one-time home repairs.
- 2.3.3 Encourage absentee landlords to develop a mechanism for monitoring the condition of their properties. For example, landlords should: hire on-site managers; regularly inspect their properties; pay the local building inspector to inspect and report on the condition of the property; and facilitate communication between themselves and their tenants. Some communities in Wisconsin have instituted landlord licensing programs to protect tenants and to ensure compliance with local property maintenance standards.
- 2.3.4 Support public outreach events to encourage people to become involved in homebuilding or maintenance opportunities like Habitat for Humanity.

- 2.3.5 Encourage CAP Services, Waushara County Department of Human Services, and others to organize home repair fairs and events.
- 2.3.6 Promote available funding resources through USDA Rural Development, Community Development Block Grants, Wisconsin Housing and Economic Development Authority (WHEDA), and community-based programs through CAP Services.
- 2.3.7 Support local efforts to maintain historic homes. This may include exploring development of an historic preservation district within the Waushara County Zoning Code.
- 2.3.8 Encourage the marketing of historically significant properties to individuals willing and financially capable of rehabilitating these units and preserving the historic features. This includes encouraging the provision of information on tax credit programs through the Wisconsin Historical Society.

**Goal 2.4: Accommodate residential growth in areas that preserve the rural character of the County.**

Objectives

- a. Concentrate higher density housing in locations with urban services.
- b. Protect environmentally sensitive areas and rural viewsheds.
- c. Encourage new residential development to incorporate simple design standards that combines elements from the existing housing stock and promotes minimal environmental impact.

Recommendations

- 2.4.1 Work with elected and appointed officials to increase understanding of:
  - a. Development standards;
  - b. Administrative requirements;
  - c. Options that are available to better plan for the future of their community;
  - d. Housing issues that lower income families face; and
  - e. The need to have long range planning in place to address some of those issues.
- 2.4.2 Encourage communities under county zoning to conduct public hearings on matters of residential development to determine community acceptance of proposed designs and to set policies for subdivision development so it does not compromise “rural character” as locally defined.
- 2.4.3 Encourage UWEX to provide education opportunities regarding alternative site and subdivision designs.
- 2.4.4 Determine interest for educational bus tours to familiarize elected officials and community decision makers about alternative development patterns. Work with UWEX to coordinate a list of local examples and advertise tour opportunities at County Board meetings or in the local newspapers.
- 2.4.5 In communities considering subdivision development, consider adding incentives for development of conservation subdivisions to provide higher densities in secluded areas of the development to preserve important environmental features. This would include making changes to the “planned residential unit design” standards in the Waushara County Subdivision code that would specify criteria for incentives such as expedited review processes; standards could also include increased design requirements or performance measures.

- 2.4.6 Protect rural character, working lands, and natural resources such as groundwater by supporting policies that limit residential development to designated low-impact areas in each community.
- 2.4.7 Develop simple, illustrative design guidelines for standards of new residential and commercial development that enhance the form of the communities and overall community character. The objective for these standards would be to harmonize with existing historical buildings rather than requiring a particular architectural style.
- 2.4.8 Encourage the use of low cost design features that can be used to enhance curb appeal, as well as “green” building initiatives that can be used to boost energy efficiency of the home.
- 2.4.9 Encourage compact residential growth, especially in areas of existing residential development, near community centers, and in urban areas. Explore standards that would allow developers who comply with this goal expedited development approval or other incentives.

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# 3 TRANSPORTATION

## 3.1 Transportation Chapter Purpose and Contents

This element includes a brief summary of existing transportation conditions followed by a series of goals, objectives, and recommendations to guide the future development of various modes of transportation and facilities development throughout Waushara County.

This element includes policies that local governmental units should explore to promote the development of transportation facilities and programs that enhance mobility for all income levels, age groups, and persons with special needs.

Recommendations contained within this element were determined through the public participation process and review of the following documents and plans:

- *STH 21 Corridor Study Map (July 2001)*
- *WisDOT Connections 2030 Long-Range Multimodal Transportation Plan (Draft November 2008)*
- *Coordinated Public Transit/Human Services Transportation Plan (2006/2008)*
- *WisDOT 2008-2013 Six-Year Highway Improvement Program (March 2008)*

## 3.2 Summary of Existing Transportation Conditions

Waushara County's roadway network is comprised of local roads and highways. Interstate 39, found in the western part of Waushara County, provides north-south vehicular movement through the center of the state, while STH 21, another popular transportation corridor traverses east-west through the county, providing access from Oshkosh to I-39, I-90/I-94 and the western part of the state. Although private vehicles are the primary mode of transportation in Waushara County, there are several biking and pedestrian opportunities available to the residents and visitors.

The following section identifies key transportation conditions throughout Waushara County. A complete listing of transportation information, including references to regional and state plans, can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Streets and Highways

- The entire transportation network in Waushara County contains 1,331 miles of local roads, county highways, interstate and state highways. County highways comprise about one quarter (25.1%) of this network.
- There are two principal arterials in Waushara County. I-39, rural interstate, provides north-south linkage between the south central part of the state, Madison and Beloit, and the north central part of the state, Wausau and northern Wisconsin. STH 21, rural principal arterial – other, provides for east-west movement between Oshkosh and I-39, I-90/I-94 and the western side of the state.
- There are three minor arterials within Waushara County: STH 73, STH 49 and STH 22.
- Most of the county highways within Waushara County are classified as either major or minor collectors.
- Roughly half (51.7% or 172.21 miles) of the county roads are in excellent to very good condition and require little maintenance.

### Other Transportation Modes

- WisDOT lists two roads in Waushara County in the Rustic Roads program: Rustic Road 48 (26<sup>th</sup> Road in the Town of Saxeville) and Rustic Road 102 (7<sup>th</sup> Ave. and Cumberland Dr. in the Town of Richford).

- There are several designated truck routes within Waushara County: I-39, STH 21, STH 73, STH 22, STH 49 and STH 152.
- There are two major freight corridors passing through Waushara County. The Cranberry Country Corridor (STH 21) and the Wisconsin River Corridor (I-39/US 51).
- Rail service to Waushara County was discontinued several decades ago.
- There are no commercial ports in Waushara County. Several municipalities and Waushara County operate recreational boat facilities throughout the county.
- Waushara County has established an interconnected system of bicycle routes throughout the county. Routes are delineated in the “Waushara County Bike Routes” guide developed by the Waushara County Parks Department.
- There are four airports convenient to area residents that provide scheduled commercial air service. These include: Central Wisconsin Regional Airport in Mosinee, Outagamie County Regional Airport in Appleton, Dane County Regional Airport in Madison, and Austin Straubel Airport in Green Bay.
- Two Basic Utility airport facilities are located in Waushara County: the Wautoma Municipal Airport and the Wild Rose Idlewild Airport.
- There is no scheduled bus service within the county; however, there are specialized public transportation services available through the Waushara County Aging & Disability Resource Center.

#### **Current and Future Transportation Projects:**

##### County Highways

- CTH E Pine River Bridge Rehabilitation Design & Construction (2009 – 2012)
- CTH XX Fox River Bridge Rehabilitation Design (2009 – 2012)

##### State Highways<sup>1</sup>

- STH 21 roadway maintenance in C. Wautoma along Cambridge Street (2010-2013)
- STH 49 replace bridge to current standards between Aurora and Waupaca (2010-2013)
- STH 49 mill and overlay 10 miles of existing driving lanes and pave the shoulders between Poy Sippi and Fremont (2010-2013)
- STH 73 roadway maintenance on 7 miles of roadway between Princeton and Wautoma (2010-2013)
- STH 73 mill and overlay 14.5 miles of roadway between Wautoma and Plainfield (2010-2013)

### **3.3 Transportation Issues and Opportunities Identified Through the Planning Process**

A number of issues were identified through the public participation process that are subjective in nature. These include perceptions about current transportation facilities or the ability of current transportation networks to adequately meet the needs of residents. These opinions are not easily quantified, but are necessary for determining strategies for improvement or rehabilitation of transportation resources within Waushara County. A consolidated list of challenges identified during this process is described below.

#### **Bicycling**

Waushara County has established a system of bicycle routes throughout the County. The routes use a combination of county highways and local roads. The routes exist as loops that emanate and terminate at population centers. These routes, which are mapped but not signed, would be enhanced through

<sup>1</sup> WISDOT 2008-2013 Six-Year Highway Improvement Program



better interconnectivity and directional signage. On-street routes can be limiting to bicyclists of varying abilities so a series of off-road accommodations that link to a variety of key destinations may augment the entire system and enhance mobility for all users. Off-road facilities also allow for various types of exercise and recreation activities and may increase the comfort level of individuals who wish to bicycle to key destinations.

### **Road Maintenance**

Some representatives in unincorporated areas talked about the difficulty to maintain the quality of town roads due to the lack of adequate funding. Providing services can place a large burden on communities with small budgets and limited taxing authority. Forecasting a road budget has also been difficult in some communities.

### **Private Roads**

In some areas of the county, the development of private roads is common. Unfortunately, the design of these private facilities does not always conform to expectations. Some of the roads make it difficult for emergency and maintenance vehicles to operate, and many towns have policies against plowing private roads which can lead to complaints. There are also some instances of private roads being abandoned or given to the local traffic authority, but these facilities can be denied public ownership due to a variety of reasons including maintenance concerns.

### **State Highways**

State and interstate highways provide important connections to area communities, businesses, and resources. For this reason, they can be a boon to local economic development efforts. At the same time, some state highways are also designated truck routes, and bring higher volumes of traffic traveling at high rates of speed. Access to a state or interstate highway is limited in order to increase the safety for vehicles operating on these facilities. How communities control access and land use along and near highways can have a large impact on the entire community and there are differences of opinion on how lands adjacent to highways should be managed.

### **Heavy Vehicle Traffic**

Designated truck routes in Waushara County are located along the state highway system. Specifically, delineated truck routes are on state highways 21, 73, 22, 49, 152, and I-39. The county highway system is a vital resource for intercommunity travel, and it gets utilized by heavy vehicles on occasion. The increase of truck traffic on some local roads has caused some local concern due to additional noise, traffic volume, and wear and tear on these vital roads. Safety concerns have also arisen.

### **Regional Transportation Plans**

State highway planning, performed by WisDOT, may occur for STH 21 in the 2014-2019 period. This corridor planning would include the entire segment of STH 21 through Waushara County. Proposed improvements along STH 21 include construction of passing lanes near Redgranite/Lohrville and Wautoma, and bicycle and pedestrian connections near these same municipalities. Because changes in any one section can have an impact on the entire corridor, Waushara County needs to keep vigilant of proposed improvements or access restrictions that may alter the character of the region.

## **3.4 Transportation Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations concerning transportation facilities and programs in Waushara County. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives. In many cases, existing goals, priorities, or actions cited in state or regional plans have been included to enhance mobility options for a range of transportation users.

The goals, objectives, and recommendations listed are grouped by transportation mode to enable decision-makers to locate specific directives more easily.

**Goal 3.1 – Airports: Continue or increase services and infrastructure projects to support growth in the air industry.**

Objectives

- a. Support realistic plans for economic development in air services.
- b. Address potential land use conflicts as they arise.

Recommendations

- 3.1.1 Support cooperation and intergovernmental coordination between governments and the airport board to minimize the severity of noise disturbance and other nuisances.
- 3.1.2 Support continued use of airport zoning tools (height restrictions, etc) to enable airport expansions if the market dictates.
- 3.1.3 Ensure the Wautoma Municipal Airport continues to serve the general aviation needs of the community for the foreseeable future, and support realistic plans for regional service.

**Goal 3.2 – State Highways: Balance preservation of rural lands and maintenance of existing infrastructure to ensure user efficiency and mobility throughout Waushara County.**

Objectives

- a. Improve traffic movements along designated corridors.
- b. Preserve rural viewsheds along state highways that identify and separate entries to urbanized communities and the rural countryside.
- c. Preserve local access to the state highway system.

Recommendations

- 3.2.1 Support the recommendations of the State's Access Management Plan.
- 3.2.2 Promote cooperative planning processes with WisDOT to ensure that needs and concerns of local communities are addressed.
- 3.2.3 Identify and map rural viewshed corridors for protection and ensure that highway development does not fragment or destroy valuable agricultural or natural landscapes.
- 3.2.4 Work with state officials to ensure that local access from local roadways, or county highways, to state highways is maintained to the greatest extent practicable.
- 3.2.5 Ensure that the negative effects of sprawl development on the countywide transportation system are minimized by encouraging new development to locate where adequate services and facilities exist.
- 3.2.6 Encourage intergovernmental cooperation to ensure that the regional transportation network links economic centers and efficiently moves people and freight throughout the region.

**Goal 3.3 – Public Transportation: Increase regional coordination for public transportation to enhance mobility for all elderly and special needs populations.**

Objectives

- a. Address the service needs and gaps outlined in the 2008 Waushara County Specialized Transportation Coordination Action Plan.
- b. Provide resources to interested persons about how they can access or support public transportation services.
- c. Increase the capacity of services to meet actual demand.

Recommendations

- 3.3.1 Provide support for the development of partnerships with private agencies/businesses to expand marketing efforts for volunteer programs and program awareness.
- 3.3.2 Support efforts to obtain additional funding including public/private partnerships to address the lack of weekend and evening or holiday service for public transportation.
- 3.3.3 Continue to provide support through the Waushara County Aging & Disability Resource Center for public transportation service coordination. Replicate successes, like transportation services for medical appointments, which are highly utilized.
- 3.3.4 Identify funding opportunities to support the development of public transportation for social and employment trips. Consider applying for Job Access and Reverse Commute (JARC) and 5311 federal grants to enable programming.
- 3.3.5 Coordinate with health care agencies for public transportation services when patients are released. This may include identifying a pool of drivers, through the volunteer driver program, to provide transportation services at irregular hours.
- 3.3.6 WisDOT is recommending a park and ride lot near the STH 21 and STH 49 intersection in the long-term period (2020-2030) within Connections 2030. Plan for additional lots at major intersections including STH 73/STH 21 and I-39/STH 21 or I-39/STH 73.
- 3.3.7 Work with local school districts and other bus providers to identify opportunities for utilizing buses that could be used for paratransit or work-related trips when they are not needed for school transportation.
- 3.3.8 Support continued shared-ride taxi services, such as those in Berlin, to increase local transportation options.
- 3.3.9 Support statewide efforts to establish intercity bus services between Madison and Wausau. This would include developing a stop at the intersection of I-39 and STH 21 to provide expanded transportation services to Waushara County community members.

**Goal 3.4 – County and Local Roads: Support the development of an integrated transportation system that is safe, economical, and convenient.**

Objectives

- a. Encourage joint construction and maintenance agreements between traffic authorities.
- b. Promote joint planning efforts especially between adjacent communities.

- c. Accommodate vehicles of all types, including bicycles and horse-drawn carriages, whenever practicable.

#### Recommendations

- 3.4.1 Encourage municipalities to draft a formal agreement for shared road construction and maintenance activities. This agreement should be clear and subject to negotiation on a yearly basis and made available to interested parties.
- 3.4.2 Collaborate on transportation system improvements lead by WisDOT. Facilitate discussions between local-level and state-level entities to address transportation needs and issues.
- 3.4.3 Support the maintenance of the countywide bike route network. Consider an expansion of facilities based on user needs. This may include delineating bike routes that can be used for transportation as well as recreation functions.
- 3.4.4 Support the development of adequate shoulders to facilitate travel by pedestrians, bicyclists, and carriage drivers where appropriate.
- 3.4.5 Continue to review the highways under the county's jurisdiction based on safety, level of service, and pavement condition criteria on an annual basis. Maintain consistent monitoring and recoding of the county highway system to identify, reduce, and minimize deficiencies within the system.
- 3.4.6 Road development and new driveway accesses on active agricultural land should be limited to the fullest extent possible. When new roads are required, minimize the use of dead end roads and cul-de-sacs whenever possible. New driveways shall continue to be regulated to ensure sufficient emergency vehicle access and to maintain safe driveway spacing standards.
- 3.4.7 Maintain and continue the balance between transportation and the environment through efficient and consistent transportation and land use planning.
- 3.4.8 Encourage towns to discourage development that is only served by private roads and encourage any new and existing private roads be built and maintained to local standards. Consider encouraging local fire districts to mail property owners a notice if their driveway or private road will prevent access to emergency vehicles.
- 3.4.9 Encourage all levels of government to utilize a formal capital improvements program (CIP) to establish appropriate funding levels. The plan should forecast capital improvements over a 3-5 year period. Annual updates of the CIP are recommended to better assess any necessary changes to the program.

### **Goal 3.5 – Bicycles and Pedestrians: Support continued efforts to enhance accommodations, linkages, and accessibility within the transportation network for non-motorized transportation.**

#### Objectives

- a. Provide local routes in the Waushara County Bike Routes guide that are safe, convenient, and well-connected throughout the County.
- b. Ensure that alternative modes of transportation to the automobile exist and mobility options are efficient.

Recommendations

- 3.5.1 Support WisDOT's plans to provide bicycle and pedestrian accommodations along STH 21.
- 3.5.2 Provide safe and adequate bicycle facilities for transportation and recreational bicycling trips. Consider developing a countywide committee to address bicycle facilities and to plan for education and advocacy activities.
- 3.5.3 Update and enhance wayfinding resources, such as the Waushara County Bike Routes guide, to promote local bicycling. Consider installing unique countywide signage to identify routes to system users.
- 3.5.4 Explore revision of county zoning regulations to require accommodation of bicycles, such as bicycle parking requirements, for non-residential uses.
- 3.5.5 Promote exploration of funding sources to develop off-street paths that connect people to places of employment and recreation. Sources include Stewardship funds through the Department of Natural Resources, or Safe Routes to School (SRTS) funds through WisDOT.
- 3.5.6 Encourage enforcement of crosswalk and bicycling regulations countywide to create realistic expectations among all roadway users that automobiles, pedestrians, and bicyclists will behave in a predictable manner to increase the safety of the transportation network for all users.
- 3.5.7 Encourage the provision of bicycle or pedestrian facilities within new subdivisions to allow for non-motorized circulation and inter- as well as intra-neighborhood access and promote installation of bicycle and pedestrian facilities when existing roadways are reconstructed.

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# 4 Utilities & Community Facilities

## 4.1 Utilities & Community Facilities Chapter Purpose and Contents

The Utilities and Community Facilities Element of a comprehensive plan provides direction to guide the future development or expansion of community and government utilities or community facilities. For the purposes of the Waushara County plan, the element includes a timeframe for expansion or rehabilitation of area utilities and public facilities.

This element includes a brief summary of existing conditions followed by a series of goals, objectives, and recommendations to guide the future development of utilities and community facilities throughout the County.

## 4.2 Summary of Existing Utilities & Community Facilities Conditions

The following section identifies key utility and community facility conditions for Waushara County identified by East Central Wisconsin Regional Planning Commission (ECWRPC). A complete listing of this information can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Wastewater Collection and Treatment

- Private on-site wastewater treatment systems (POWTs) serve a majority of Waushara County.
- Public wastewater treatment is available in the cities of Wautoma and Berlin; the villages of Coloma, Hancock, Plainfield, Wild Rose and Redgranite; and through the Silver Lake Sanitary District (city of Wautoma and the towns of Dakota, Marion, Wautoma and Mount Morris). Service is also available through North Lake Poygan Sanitary District and South Lake Poygan Sanitary District.

### Stormwater Management

- Eight drainage districts have been established within Waushara County. The only active district is the Marion-Warren district.
- Stormwater systems consisting of storm sewer, inlets, curb and gutter are limited in Waushara County and are generally found in the incorporated communities of Wautoma, Redgranite, Wild Rose, Hancock, Coloma, etc.

### Water Supply

- The County is served by municipal water systems and private wells. Municipal water systems are located in the cities of Wautoma and Berlin; and the villages of Coloma, Hancock, Plainfield, and Redgranite.
- Groundwater is the source of drinking water throughout the county.

### Solid Waste and Recycling

- The County operates nine waste collection sites and contracts with Waste Management of Wisconsin, Inc. and Onyx Waste Services to haul waste and recyclables.
- Residents are able to utilize any drop-off site within the county. All waste management sites in Waushara County accept recyclable materials.

### Electricity

- Adams-Columbia Electric Co-op, Alliant-Wisconsin Power & Light, Pioneer Power & Light Company, and Wisconsin Electric Power Company (WE Energies) provide electric power to Waushara County.

**Natural Gas**

- Wisconsin Gas Company and Alliant/Wisconsin Power & Light provide natural gas service to Waushara County.

**Power Generation Plants and Transmission Lines**

- ANR Pipeline Company (ANR) operates several gas pipelines within Waushara County.
- American Transmission Company (ATC) owns and maintains a number of transmission lines in Waushara County. According to ATC, transmission systems throughout Zone 1 (includes Waushara County) are overloaded and experiencing low voltages.
- Koch Pipeline Company LP operates a pipeline within Waushara County.

**Telecommunications Facilities**

- According to information obtained from Waushara County, there are a number of cell phone towers scattered throughout the county.
- Century Kendall, Century Midwest WI, CenturyTel Central, SBC Communications and Union Telephone all provide service to Waushara County.
- Due to the proliferation of internet service providers (ISP), area residents can choose from several national and local ISPs.

**Cemeteries**

- According to the United States Geologic Survey there are 43 public and private cemeteries within Waushara County.

**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).
- Mid-Wisconsin ChildCare Resource & Referral, Inc. works with Waushara County.
- UMOs is a non-profit, community-based organization which provides housing and other services to underserved populations. UMOs operates a housing complex, Head Start program, and childcare facilities in Plainfield and Aurora.

**Elderly Services**

- The Waushara County Coordinated Transportation System offers rides to senior citizens, veterans, and human service clientele on Medical Assistance.
- Meals along with activities and fellowship are provided to seniors at eight locations throughout Waushara County.
- The Aging & Disability Resource Center of Green Lake, Marquette and Waushara Counties provides information and assistance on aging, long term care, disabilities, and other related topics.
- The Wautoma-Waushara Senior Center (in the Town of Dakota) offers a wide range of social and educational activities for seniors including bingo, card tournaments, crafts, and others.
- The Wisconsin Department of Health and Family Services (DHFS) regulates adult care facilities.
- There are no adult day care facilities listed with the Department of Health and Family Services in Waushara, Green Lake, or Waupaca counties. However, Cooperative Care, based out of Wautoma, provides in-home personal and home care services to elderly and disabled residents.



**Police Service**

- The Waushara County Sheriff's Department, located on Division Street in Wautoma, provides law enforcement services as needed. The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon. Response times within the county vary depending on the location of patrol vehicles.
- The following municipalities also have a police department: Village of Coloma, Village of Hancock, Village of Plainfield, City of Wautoma, Village of Wild Rose, Village of Redgranite, and Town of Marion.
- The Sheriff's department provides boat patrol for all lakes within Waushara County.
- For a sheriff's office (includes most jail personnel), the state average was 1.77 sworn employees per 1,000 residents served. The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.
- There are three correctional facilities in Waushara County; the Waushara Huber Facility, the Waushara County Jail, and the Redgranite Correctional Facility.

**Fire Protection**

- Waushara County is comprised of eleven Fire Department/Districts. These include Plainfield, Hancock, Coloma, Wild Rose, Wautoma, Neshkoro, Saxeville, Redgranite, W. Bloomfield, Tustin/Poy Sippi, and Berlin. Wisconsin DNR (Wautoma) provides Wildland Fire Protection.

**Health Care Facilities/Emergency Medical Services**

- There is one hospital located within Waushara County; the Wild Rose Community Memorial Hospital in the village of Wild Rose.
- Emergency medical services for most of the county are provided by the Waushara County EMS. EMS administrative offices are located at 230 W. Park Street in Wautoma and provide municipal and county ambulance service. The department also operates a permanent service center in Poy Sippi and alternating service centers in Coloma and Plainfield. Additional services are provided by neighboring communities in some instances (e.g. village of Berlin provides services in the town of Aurora).

**Libraries**

- Residents within the county have access to a good selection of libraries. Libraries are located in Coloma, Hancock, Leon, Plainfield, Poy Sippi, Redgranite, Wautoma and Wild Rose.
- Service targets for libraries are based on quantitative standards contained in the Wisconsin Library Standards. Reported for each standard is the effort required to achieve basic, moderate, enhanced or excellent levels of service. Libraries within Waushara County vary from "less than basic" to "excellent".

**Education**

- Nine school districts are found within Waushara County: Almond-Bancroft, Omro, Tri-County Area, Westfield, Wautoma Area, Wild Rose, Waupaca, Weyauwega-Fremont, and the Berlin Area school districts.
- The Almond-Bancroft School District includes a small portion of the towns of Oasis and Rose. 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 district's population for the near future.
- The Tri-County Area School District includes the towns of Plainfield, Oasis (partial), Rose (partial), Hancock, Deerfield (partial) and the villages of Plainfield and Hancock. The district is experiencing 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.

- The Westfield School District includes the towns of Coloma, Richford (partial), Dakota (partial) and Marion (partial). Enrollment has remained stable at the elementary schools. Therefore, it is anticipated that the schools will be able to continue to serve the district's enrollment for the near future.
- The Wautoma Area School District serves the towns of Richford (partial), Deerfield (partial), Dakota (partial), Wautoma (partial), Marion (partial), Warren (partial), Leon (partial), Mount Morris (partial); the city of Wautoma; and the villages of Redgranite and Lohrville. Enrollment is declining at all schools. Due to declining enrollment and school capacities, it is anticipated that the schools will be able to continue to serve the district's anticipated enrollment for the foreseeable future.
- The Wild Rose School District includes the towns of Rose (partial), Springwater, Saxeville (partial), Leon (partial), Mount Morris (partial), and Wautoma (partial); and the village of Wild Rose. A declining enrollment is being experienced at all levels. It is anticipated that the schools will be able to continue to serve the enrollment of the district for the near future.
- The Waupaca School District encompasses a small portion of the town of Saxeville. A declining enrollment is being experienced at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the district for the near future. The district does not have any plans for any major improvements to their schools at this time.
- The Weyauwega-Fremont School District includes part of the northeast quarter of the town of Saxeville. Enrollment has declined by approximately 25 students annually in recent years. Due to declining enrollments, there are no planned upgrades to any district facility at this time.
- The Berlin Area School District includes the towns of Saxeville (partial), Bloomfield (partial), Poy Sippi (partial), Aurora (partial), Leon (partial) and Warren (partial); and the city of Berlin (Waushara County). Enrollment at the high school has remained steady in recent years and the building has excess capacity. There are no planned upgrades at this time. The Berlin Middle School is nearing capacity, however, the district has no plans to expand the facility. The Clay Lamberton and Poy Sippi elementary schools have been seeing declining enrollment in recent years. Due to declining enrollment and the capacity of the buildings, these schools should adequately meet enrollment needs of the district for a number of years.
- The Omro District includes a few properties in the towns of Aurora and Poy Sippi. Enrollment at H. B. Patch Elementary has been declining in recent years. However, within the district as a whole, enrollment has been gradually increasing in recent years, but existing facilities should be adequate capacity for future growth within the next ten years.
- Waushara County is part of the Mid State Vocational Technical College District in the northwestern portion of the county, the Madison Area District in the southern portion, the Moraine Park District in the southeastern portion, and Fox Valley District in the central and northeastern portion of the county.

#### **Waushara County Public Buildings**

- The Waushara County courthouse building is in good shape structurally, but growing needs are driving some departments housed within the building to explore other accommodations.
- The North Annex Building, which houses the Emergency Management and Human Services Department has some heating and ventilation issues, but have been addressed. However, the Department has outgrown the space and is looking for a new location.
- The South Annex Building which houses a portion of the Human Service Department is outdated, and in need of a number of major improvements. Prior to the economic downturn in late 2008, plans were being made to demolish the building.
- No improvements or expansions are needed at the Waushara County jail.

#### **Post Office**

- There are twelve Post Offices in Waushara County.

### Parks and Recreation

- Waushara County's park system is comprised of 15 sites that have 761 acres. See Table 4.1.
- Waushara County's 136 lakes, 96 of which are named, comprise about 7,000 acres of surface water.

**Table 4.1: County Owned Park and Recreational Land, 2006**

| Park/Recreational Site      | Location                             | Acres |
|-----------------------------|--------------------------------------|-------|
| Lake Huron County Park (b)  | T. Oasis                             | 2     |
| Marl Lake County Park (b)   | T. Deerfield                         | 24    |
| County Shooting Range (d)   | T. Wautoma                           | 5     |
| Curtis Lake County Park (b) | T. Richford                          | 1     |
| Waushara County Fairgrounds | Wautoma                              | 35    |
| Sorenson Natural Area       | T. Deerfield<br>Redgranite/Lohrville | 71    |
| Bannerman Trail (7 miles)   | T. Marion                            | 63    |
| Flynn's Quarry Property     | T. Marion                            | 40    |
| Lake Alpine County Park     | T. Marion                            | 17    |
| Otto Brey County Park       | T. Aurora                            | 6     |
| Mt. Morris County Park      | T. Mt. Morris                        | 383   |
| Willow Creek County Park    | T. Mt. Morris                        | 1     |
| Big Hills Lake County Park  | T. Mt. Morris                        | 5     |
| Kusel Lake County Park (a)  | T. Springwater                       | 92    |
| Pony Creek County Park (c)  | T. Bloomfield                        | 16    |

(a) 33 ac. owned by the county; 59 ac. leased from the town.

(b) town owned; leased by county for development & maintenance

(c) owned by state; county has permanent easement

(d) owned by state; county has land use agreement

### 4.3 Utilities & Community Facility Issues Identified Through the Planning Process

A number of issues were identified through the public participation processes that are subjective in nature. These challenges may or may not have been captured through the existing conditions information collected in Volume Two of this report. The perceptions about county and local utilities, buildings, parks, technology infrastructure, social organizations, and other community facilities or the access to these resources were identified through the assessment of local community plans and discussions with interested parties throughout the development of this plan. A consolidated list of challenges identified during this process is described below.

#### Septic Systems

There is some desire to more regularly inspect septic systems. This is especially true around lake properties where septage can contaminate surface waters. To meet 2008 changes in state legislation (Comm 83), the County will have to complete an inventory of existing septic systems by 2011. By 2013, all septic systems will need to be a part of a regular maintenance program.

**Public Sewer and Water Service Limits**

There are limited service areas for sanitary sewer and water. These utilities are often required for large commercial or industrial developments. In places like the village of Hancock, water service does not extend to I-39 where a pressurized water system would help economic development efforts.

**Public Park Facilities**

The county park system offers a variety of recreational and natural areas for Waushara residents and visitors alike. Like most facilities, parks require regular maintenance and upkeep. Some county parks are in need of upgrade, repair, and facility expansion based on high levels of use.

**Fire Protection**

Fire protection is adequate, and facilities and equipment are updated and replaced on an as needed basis in communities throughout the county. Yet the operation of some of the departments is not transparent. Funds for fire departments and coordination of services also vary across the county. Some use flat fees, and there has been some interest in assessing fees based on equalized values. Overall, coordination with member communities for budgeting and operations could be improved.

**Police Services**

The Waushara County Sheriff's Department, located on Division Street in Wautoma, provides law enforcement services as needed. The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon. Still, the distance between emergency service providers can create long response times. Some residents have voiced concern over the time necessary to receive emergency services and it has been perceived that the long travel time acts as a deterrent when responding to minor, less-life-threatening incidents.

**Alternative Energy Infrastructure**

Residents in some parts of the county have shown support and interest in alternative energy sources. There was specific interest in supporting efforts for solar and wind power facilities within the community. Regulations would have to consider limiting turbine height and restricting development in areas where agricultural spraying from low-flying planes occurs.

**Town Facilities**

There are a variety of facilities that are in need of renovation and/or consistent maintenance. Balancing the long-term and short-term financial needs of smaller communities can be difficult. Coordination and planning between communities may help these smaller communities meet their facilities goals.

**Local Roads**

One of the most important facilities that a town has to maintain is its road system. Town roads are a major investment, require annual upkeep, and residents use them frequently. Roads can be expensive and difficult to maintain, especially in the winter when roadways need to be plowed and salted. With limited equipment and budgets, town officials strive to maintain a road system usable in all seasons.

**Official Maps**

Some communities are interested in developing official maps to reserve logical areas for roadway and utility corridor expansion. This is especially important in communities where new development is occurring and public corridors may be lost to private development.

**Capital Improvement Plan**

With a number of capital improvement projects pending or on the horizon for installation, many local municipal governments would benefit from developing a 3-5 year capital improvement plan to ensure funding is properly earmarked for priority projects.

**Services for Elderly**

Demand for senior services is increasing and the existing capacity for programming is already stretched. Some communities are concerned that there will not be adequate facilities, transportation, or healthcare programming to sustain aging populations.

**Public Library**

Libraries are heavily used by residents throughout the County. They provides a venue for children to go after school, and for residents to use computers and wireless internet services. Local residents are very pleased with a number of facilities.

**4.4 Waushara County Utilities and Community Facilities Policy**

Waushara County will practice fiscal and environmental responsibility in providing an appropriate level of public services and facilities to maintain the public health and welfare. This includes directing public investments for new or expanded community facilities toward meeting the long-range needs of the county overall and to benefit the requirements of individuals of all incomes, age groups, and levels of ability. The County will also support, when feasible, decisions made by local municipal governments and their related agencies and/or committees to share costs related to sewer, water, power, and recreation facility development.

**4.5 Utilities and Community Facilities Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations concerning utilities and community facilities in Waushara County. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives.

The following goals, objectives, and recommendations were developed to provide an overarching framework for utility and community facility activities on a countywide scale.

**Goal 4.1 Provide an appropriate level of municipal services and facilities to maintain the public health and welfare and to sustain a viable economy.**Objectives:

- a. Provide adequate services and facilities in a fiscally responsible manner.
- b. Use the availability of utilities and community facilities infrastructure to attract new commercial and industrial development.
- c. Maintain facilities and natural resources to address the current and future needs of the community.
- d. Support shared service agreements to achieve greater efficiencies in service provision.

Recommendations:

4.1.1 Continue to maintain and upgrade county services on an as-needed basis as budget allows.

4.1.2 Establish and maintain a capital improvements plan to establish priorities and appropriate funding. Prioritize expenditures on a 3-5 year budget cycle and update annually. Consider increasing staffing levels to run programming for new facilities.

4.1.3 Explore potential grant programs to offset planning, engineering, or installation costs for infrastructure projects.

4.1.4 Continue to enforce private onsite wastewater treatment facility requirements and inspections as required by the State of Wisconsin.

4.1.5 Support strategic extensions of local municipal water and sewer services to key growth areas in order to expand economic development capacity.

4.1.6 Encourage installation of communications technology and other related infrastructure that will enhance local service capabilities and economic development opportunity.

4.1.7 Promote the exchange of information between utility companies and adjacent municipalities to encourage coordinated installation of capital improvements. This includes requiring where practical, joint trenching and shared use of utility lines in new subdivisions to minimize pavement disruption and minimize encroachment into forested or agricultural areas.

4.1.8 Continue to explore opportunities for shared services to achieve efficiencies in service provisions.

4.1.9 Recommend the municipalities of Waushara County seek equitable and acceptable ways to distribute the costs and benefits of public services and facilities between the private and public sectors.

4.1.10 Implement a public engagement process to include early and continuous public involvement when siting new public facilities. New facilities shall conform to local siting requirements and if they are projected to generate substantial travel demand, every effort will be made to site facilities along or near a major transportation corridor.

4.1.11 Address site-specific drainage and stormwater issues as they arise in cooperation with regulatory authorities including local governments and the Wisconsin DNR.

4.1.12 Encourage major energy consumers to participate in renewable energy programs through the State of Wisconsin and participating utility companies. Promote participation in programs available for development and implementation of solar, wind, hydro, biogas, and other renewable resources.

**Goal 4.2 Throughout Waushara County, provide a planned system of parks, natural, and recreation areas that will enable county residents and visitors alike to participate in and enjoy diverse recreational activities.**

#### Objectives

- a. Protect natural resources to preserve aesthetic and recreational value.
- b. Design and develop all parks and park facilities using sound safety and environmental protection principles.
- c. Acquire and develop recreation lands that meet the demand for high quality recreational facilities.

#### Recommendation

4.2.1 Provide recreational facilities that are lacking or in short supply.

4.2.3 Ensure that cost-effective measures are taken both in the initial design and future maintenance of parks and park facilities.

4.2.4 Ensure that all facilities, as much as possible, are designed to accommodate the special needs of disabled recreationalists and an aging population.

4.2.5 Encourage a policy of intergovernmental cooperation, in providing and utilizing recreational facilities, as a way of avoiding unnecessary duplication of facilities and associated costs.

4.2.6 Preserve or obtain and develop an appropriate level of public access to rivers, lakes, and streams to maximize their potential as recreational resources.

4.2.7 Link major regional, county, and local recreation areas by using natural watercourses, geologic features, trails, and other transportation connections. Work with members of the public, user groups, and resources such as the Waushara County Parks and Recreation Department to discuss improving capacity for pedestrians and bicyclists. Explore public grant programs, such as Bicycle and Pedestrian Facilities Program (BPPF) through WisDOT, which allow for roadway improvements to enhance non-motorized transportation options.

4.2.8 Encourage a high standard of maintenance in the county park system as a way of promoting the county's park and recreation facilities.

4.2.9 Update the Waushara County Comprehensive Outdoor Recreation Plan (CORP) by 2011.

#### 4.6 Timetable for Expansion of Utilities & Community Facilities

Wisconsin's comprehensive planning law requires communities to describe the existing and future public utility and community facilities and assess the future needs for government services related to these utilities and facilities. Upgrades and expansions to public utilities and facilities may be warranted for a variety of reasons. The following community facilities and utilities needs have been identified. See Table 4.2 for comments and recommendations.

**Table 4.2: Forecasted Utilities and Community Facilities Needs**

| Facility/Utility  | Need        | Approximate Timeframe | Comments   | Recommendations  |
|---|-------------|-----------------------|--|--|
| Dept. of Aging; Emergency Services, Resource Center, & Human Services | Building    | Immediate             | The County is studying possible facilities to house these agencies, including a kitchen.   | Recommendations should be based on study results and the development of a County Capital Improvement Program.  |
| Fire Protection   | Maintenance | Continuous            | Maintain coverage and services as growth continues   | Consider buying new equipment as necessary.  |
| Power Plants/ Transmission Lines                                      | Expansion   | Short-Term            | ATC owns transmission lines in the County. Some areas are experiencing low voltages. Several projects are planned to increase transmission capacities. | Encourage ATC to invest in alternative energies as they expand services.   |
| Water Supply  | Monitoring  | Continuous            | Many residents in the County are served by private wells. Levels of harmful chemicals, specifically atrazine, have been found in the groundwater.      | Consider monitoring the quality of the groundwater or support a public relations campaign to educate residents about the rising issues.              |
| Kusel Lake, County Park   | Renovation  | Short-Term            | County's most developed and heavily used park.   | Improve parking near the beach and lower shelter. Additional effort should be committed to improving the beach area and addressing erosion problems. |

| Facility/Utility                                       | Need                     | Approximate Timeframe  | Comments  | Recommendations  |
|--|--------------------------|------------------------|---|--|
| Mt. Morris, County Park                                | Monitoring               | Continuous/ Short-Term | The highest point in the county is located in this park, and is one of the most prominent features in the county. | Existing ski/hiking trails need continual improvement and maintenance. A second shelter is needed to accommodate picnickers and group activities.  |
| Willow Creek, County Park                              | Monitoring               | Continuous/ Short-Term | Provides access to a Class I trout stream.  | Existing ski/hiking trails need continual improvement and maintenance. Interest in lighting the cross-country ski trails should be explored.   |
| Big Hills, County Park                                 | Monitoring               | Continuous             | Located at the southwest end of Big Hills Lake.   | Routine maintenance needs to be continued.   |
| Lake Huron, County Park                                | Maintenance              | Continuous             | One of the County's finest lakes and parks.   | Regular maintenance needs to be continued.   |
| Curtis Lake County Park                                | Additional Land          | Long-Term              | Popular park for swimming.  | Additional land is needed to more effectively develop and use the site.  |
| Lake Alpine, County Park                               | Maintenance              | Continuous/ Short-Term | Restrooms are considered inadequate.  | A larger flush type restroom building is needed. Horseshoe pits need to be installed.  |
| Bannerman Trail, Village of Redgrante, Waushara County | Development/ Maintenance | Mid-Term               | Provide off-street parking near the trailhead   | Necessary repairs to trail surfaces need to be made.   |
| Otto Brey, County Park                                 | Site Development         | Mid-Term               | Millpond has a shallow gradient.  | Additional boat ramp improvements are needed.  |
| Pony Creek, County Park                                | Site Development         | Mid-Term               | No comments   | Installation of playground equipment and development of a nature trail and boardwalk.  |
| Marl Lake, County Park                                 | Site Renovation          | Short-Term / Mid-Term  | Erosion control remains a problem.  | Because parking capacity is limited, parked vehicles often infringe on adjacent lawn areas. Electrical service needs to be installed. Lights with light pollution shades and outlet(s) are needed in the shelter. The restrooms building needs renovation; a power vent needs to be installed. |
| Curtis Lake, County Park                               | Site Development         | Short-Term / Mid-Term  | Additional land is needed.  | Parking and picnic areas need to be expanded. A small shelter is needed in the picnic area and a pier should be installed.   |
| Sorenson Natural Area                                  | Renovation               | Mid - Term             | Located within the identified corridor for the Ice Age Trail. Could provide modest facilities for hikers.         | Restrooms construction; existing hiking/snowshoe trails should be improved and basic campsites could be developed.   |
| Flynn's Quarry, County Owned                           | Monitoring               | Short-Term/ Continuous | Vandalism and after-hours use have created long-term problems.  | Develop a plan for monitoring the site and addressing after-hours use.   |



| Facility/Utility                                     | Need                           | Approximate Timeframe   | Comments  | Recommendations   |
|--|--------------------------------|-------------------------|---|---|
| Waushara County Shooting Range                       | Monitoring / Site Renovation   | Mid – Term / Continuous | Lateral bunkers are needed. Periodic staffing needs also exist.   | Consider bunkers based on financial and user constraints. Staffing needs should be assessed on an annual basis. |
| Waushara County Fair Grounds                         | Site Development / Maintenance | Continuous              | Restroom facilities, although updated, continue to remain inadequate for events such as the county fair.                            | A covered grandstand, lighting of horse area, and tree planting should be considered/provided.                  |
| Waushara County Park System                          | Monitoring                     | Continuous              | Balance the user needs with the financial constraints.  | Keep Waushara County Outdoor Recreation Plan up to date.  |
| Private on-site wastewater treatment systems (POWTS) | Monitoring                     | Short-Term              | Meet the 2008 changes in the legislation (Comm 83).   | Complete inventory of every POWTS by 2011.  |
| Transportation for the Elderly/Disabled              | Expand/Monitor                 | Short-term              | According to the Aging and Disability Resource Center, transportation remains an issue for this elderly/disabled within the county. | Support efforts by the Center to meet the transportation needs of the elderly/disabled.                         |
| Residential Care Facilities                          | Expansion                      | Long-term               | The Wisconsin Department of Health and Family Services reports the overall capacity for adult care facilities is 258 countywide.    | Support public/private efforts to increase the supply of adult care facilities.                                 |

Immediate: as soon as possible

Short-Term: approximately 1-4 years in the future

Mid-Term: approximately 5-9 years

Long-Term: 10 or more years

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# 5 Agricultural, Natural & Cultural Resources

## 5.1 Agricultural, Natural & Cultural Resources Chapter Purpose and Contents

The purpose of this Agricultural, Natural, and Cultural Resources Element is to offer policies and recommendations to guide the future conservation, promotion, and effective management of natural, cultural, and agricultural resources in Waushara County.

This element includes a brief summary of existing agricultural, natural, and cultural resources conditions followed by a series of goals, objectives, and recommendations to guide the future development, maintenance, and character of these resources throughout the county. The element also provides a matrix of state and federal preservation programs that could be utilized to augment local programs and meet the preservation objectives of Waushara County and its municipalities.

## 5.2 Summary of Existing Agricultural, Natural & Cultural Resources Conditions

The following section identifies key agricultural, natural, and cultural resources identified by East Central Wisconsin Regional Planning Commission (ECWRPC) that are located in whole or in part within Waushara County. A complete listing of existing resources information can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Agricultural Resources

- Agricultural land cover, which includes row crops, forages and grassland, comprised over 56% of the total area of Waushara County (1999). Prime farmland accounts for 18% of the county total.
- In 1997, an estimated 710 farms existed within the county. This represents a net gain of one farm from 1990.
- Between 1990 and 1997, 9,066 acres (4.4%) of farmland were lost in the county.

### Natural Resources Soils

- About 59% of the area in the county is suitable for conventional private onsite wastewater treatment systems; while another 19.2% is suitable for at-grade, in-ground pressure and mound systems.
- Just over one third of the area within the county has soils that are considered to have a very high suitability for building site development.
- 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. The ratings range from “slight” to “severe”. Only 28.5% pose a “slight” risk to no limitations for septage spreading throughout the County. Approximately 29% are listed as “moderate”, and 40.2% of the soils in Waushara County are considered a “severe” risk for septage spreading.

### Geology and Topography

- Evidence of several phases of the Wisconsin Glacier can be found in the county.
- Within Waushara County, land relief is approximately 390 feet, from a low of 750 feet above sea level near Poygan Marsh to a high of 1,137 feet at the Nordic Mountain Ski Hill (a granite monadnock located in the Town of Mt. Morris).
- Less than 10% of the county is classified as having slopes in excess of 12%.

### Water Resources

- In Waushara County, surface water drains to the Central Wisconsin River Basin, the Upper Fox River Basin and the Wolf River Basin.

- Waushara County is divided into ten sub-watersheds: Big Roche-A-Cri Creek, Little Roche-A-Cri Creek, Fourteenmile Creek, Sevenmile & Tenmile Creeks, Mecan River, White River, Fox River/Berlin, Pine River and Willow Creek, Waupaca River, Little River and Alder Creek (Walla Walla).
- There are 136 lakes and/or impoundments found within Waushara County.
- There are 46 named rivers/streams in Waushara County. The most prominent are the Mecan River, White River, Pine River and Willow Creek.
- 10% of Waushara County lies in a floodplain.
- Approximately 15% of Waushara County is classified as wetlands.
- A groundwater divide, located west and parallel to the topographic divide, cuts diagonally through Waushara County. It extends from Marquette County, through the Towns of Hancock and Coloma, the Village of Hancock, east of the Village of Plainfield to the Portage County line. East of this divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. West of this divide groundwater moves westerly toward the Wisconsin River.
- The majority of homes within Waushara County are served by private wells. Some private wells located in this area contain nitrate levels that are higher than the EPA Safe Drinking Water Act standards of 10 mg/L. Water sample tests from 1990 – 2001 revealed that 96 wells within Waushara County exceeded the 10 ppm threshold level for nitrate. For conversion purposes, 1 part per million (ppm) is the same concentration as 1 mg/L.
- There are five Atrazine Prohibition Areas within Waushara County (See Exhibit 5-1 in Volume Two).

#### **Ecological and Woodland Resources**

- The majority of the county falls within the Central Sand Hills ecological landscape, while the eastern portion of the county falls within the Southeast Glacial Plains ecological landscape and the western portion of the county falls within the Central Sand Plains.
- In 2008, a total of 41,102 acres were actively managed within Waushara County under the Managed Forest Law (MFL), while a total of 1,233 acres were managed under the Forest Crop Law (FCL).

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

- The WDNR owns approximately 19,736 acres within Waushara County.
- State Wildlife areas within Waushara County include: Greenwood Wildlife Area, Poygan Marsh Wildlife Area, Lunch Creek Wetlands, Mecan Springs, Karner Blue Meadow, Upper Fox Headwaters, Plainfield Tunnel Channel Lakes, Bohn Lake and the Bass Lake Fen State Natural Area.
- State Fishery Areas within Waushara County include: the Big Roche-A-Cri, Mecan River, Pine River, Willow Creek, and White River Fishery Areas.
- The State owns/manages a number of areas in Waushara County. These areas are scattered throughout the County and in some cases are easements to the State Fishery, Natural Areas, and the County's water resources.

#### **Mineral Resources**

- There are nineteen active non-metallic mining sites and no metallic mineral resource sites in Waushara County.

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

- There are 36 sites in Waushara County that are listed 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.

**Air Quality**

- There are no areas in Waushara County which exceeds the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide.

**Cultural Resources**

- The following three places are listed on the National Register for Waushara County: Alanson M. Kimball House – town of Leon; Waushara County Courthouse, Waushara County Sheriff's Residence and Jail – city of Wautoma; and Whistler Mound Group – village of Hancock.
- A number of properties within Waushara County are included in the Architecture and History Inventory. This inventory conveys no special status, rights, restrictions, or benefits to owners of these properties, however, the inventory is used to identify properties that may have significance as a historical property.
- According to the Wisconsin Historical Society, three historical markers or plaques are located within Waushara County: Sir Henry Wellcome – town of Oasis; Whistler Mound Group and Enclosure – town of Hancock; and The Auroraville Fountain – town of Aurora.
- There are a number of museums in and near Waushara County.
- The earliest inhabitants of Waushara County were Native Americans. Considerable evidence of their civilization has been found in the county.
- February 15, 1851, the Wisconsin Legislature established Waushara County and selected Sacramento as the county seat. In 1852, Waushara County was organized for judicial purposes and in September 1854 the county seat was moved to Wautoma.
- In 2000, the most common ancestry identified by Waushara County residents was German. 38.0% of Waushara County residents claimed German ancestry.
- Waushara County contains some Amish settlements, primarily located in the town of Richford.

**Community Design<sup>1</sup>**

Waushara County can be considered a composite of three discrete geographies. These include the western sub-area which contains sandy soils, crop production, and commuter trips to the Stevens Point area; the central sub-area with hilly and wooded topography that contains lake homes and retirement populations; and the eastern sub-area which contains clay soils, dairy production, and commuter trips to the Fox Valley. Regional nodes, such as the city of Wautoma, provide service centers for the surrounding rural areas. Many of these service centers include a traditional Main Street-type downtown. Densities in most towns are very low, with increased housing densities and provision of multifamily housing as well as commercial centers located in the incorporated communities.

**5.3 Agricultural, Natural & Cultural Resources Issues Identified Through the Planning Process**

Preserving the supply and quality of agricultural, natural, and cultural resources was one of the primary goals expressed by stakeholders throughout the Waushara County planning process. Cataloguing existing conditions and opinions is necessary for determining strategies to maintain or preserve these essential resources in Waushara County. A consolidated list of challenges identified during this process is described below.

**Losing Unique Character**

Some incorporated communities, such as the village of Hancock, are losing their historical character as storefronts along Main Street continue to fall into disrepair or are razed. Other historic buildings around the County are facing similar decline, and are being used for storage or other unintended uses.

<sup>1</sup> This item was not developed by ECWRPC but was included to satisfy state requirements for the agricultural, natural, and cultural resources element.

Many old schools were also lost over the years because they were not deeded as public institutions and after their lifecycle reverted to private landowners when many were destroyed.

Concerns about new residential development are having a similar impact in rural communities. New subdivisions and other residential developments have been encroaching upon active farmlands and increasing competition for available lands that would otherwise have been available for farm expansion. New housing has also been bringing with it changing expectations of rural living. Many rural areas are being forever altered by development of residential subdivisions and changing demographics.

### **Groundwater**

Low lake levels and poor groundwater quality in some areas have been concerns for Waushara County communities. Portions of Waushara County, especially the northwest portion, are particularly susceptible to groundwater quantity issues due to a regional groundwater divide. High capacity wells used by agricultural operations and incorporated communities may also cause greater strain on local supplies. In addition, the fish hatchery that was recently placed in the area by the DNR has caused additional concerns about the quantity of the local water supply.

### **Water Quality**

The water quality in some parts of the County has degraded. Though the source of the problem is unknown, a number of pesticides, herbicides, and other fertilizers used in traditional agricultural practices have been found in the local water supply. The increase in nitrates, phosphorus, and other chemicals in the water might be linked to upstream agriculture production practices.

### **Farm vs. Non-Farm Conflict**

Agriculture is a contributor to the local economy and residents enjoy the bucolic vistas and rural landscapes that working lands provide. Major crops include silviculture, dairy farming, soybean, corn, potatoes, and other “cash crops.” Hobby farming is also present.

Despite a respect for agriculture, residents disagree on how to preserve farmland. Some think that regulating land divisions is the best way to protect active lands from sprawling developments, while others feel that landowners should be allowed to self-regulate. Conversion of land from active agriculture to residential use is also a concern because new residential populations are sometimes unprepared for the smells and noises associated with rural living in actively farmed areas. The conversion of actively farmed lands also removes these parcels from agricultural production, often in perpetuity, which can alter the rural landscape.

Hobby farms are small farms that occupy small parcels of land. Some residents who move into an area with knowledge of the existing conditions become frustrated when hobby farmers move in after them and change the local landscape. Even though farming is an established part of the community, conflict has can arise between neighbors.

### **Recreational Trails**

There are many opportunities to create recreational trails throughout the County, especially on public lands owned by the DNR. Parts of Wisconsin’s Ice Age Trail run through Waushara County. Some land owners are unwilling to allow any recreational trails on their land, while others only permit snowmobile trails on their property during the winter. Other residents see the development of trails as an opportunity to generate tourist and economic activity and local recreational opportunities. Those that are supportive hope to encourage the development of biking, hiking, skiing, and horseback riding facilities.

**Public Land**

The amount of land owned by the DNR is an issue for some residents because the tax value of these lands is greatly reduced when removed from the private market.

**Changing Farm Economy**

Recently, the price of corn has risen due to increased demand for ethanol production. However, the farm economy overall has been waning due to pressures from foreign markets, and a lack of new farmers. Competition for rural lands has also increased land prices making it more difficult for farmers to compete with real estate developers for prime agricultural lands. The net effect is a landscape that may be altered by a private market hungry for undeveloped (often agricultural) land.

**Lake Access**

Public access to some lakes is a concern. Some shoreline is privately owned and unavailable for public use. Some public access points that do exist are difficult to locate and present poor conditions for launching watercraft.

**Invasive Species**

A number of natural resource lands contain areas that are overrun with invasive species that diminish the aesthetic and recreational value of park facilities and water resources. Existing colonies of invasive species should be monitored, and efforts to minimize increased invasion should be undertaken.

**5.4 Waushara County Agricultural, Natural & Cultural Resources Policy**

Waushara County acknowledges the role that agricultural, natural, and cultural resources have played in shaping the region. To preserve vital resources, Waushara County will encourage municipalities to utilize county resource protection ordinances and encourage municipalities to develop stricter policies where warranted. When possible, the county will assist in directing local governments to appropriate opportunities, personnel, or special interest groups to further resource preservation goals as stated in local comprehensive land use plans.

**5.5 Agricultural, Natural & Cultural Resources Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations for the conservation and effective management of unique and valuable resources in Waushara County. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives. Wherever possible, prerogatives were carried over from existing documents that were written at local and regional levels.

Some of the goals, objectives, and recommendations were developed based on the Waushara County Land and Water Resource Management Plan (2006) and the Waushara County Outdoor Recreation Plan (2006). Revisions were performed based on direction from local and countywide committee review and comment.

The following goals, objectives, and recommendations provide an overarching framework for development of agricultural, natural, and cultural resource activities on a countywide scale.

**Goal 5.1 Reduce soil erosion and continue to protect natural resources.**Objectives

- a. Implement agricultural performance standards.
- b. Reduce wind erosion.
- c. Continue to promote existing conservation programs.

- d. Increase awareness of soil and water conservation in schools.
- e. Control runoff from construction sites.
- f. Assure proper reclamation of mining sites.

#### Recommendations

5.1.1 Implement actions identified in the Waushara County Land and Water Resource Management Plan (2006). Priority actions include:

- a. Working with Central Wisconsin Windshed Partners (CWWP) to install field windbreaks.
- b. Identify and create a database of “priority” farms based on creating voluntary compliance with agricultural performance standards.
- c. Promote existing conservation programs through press releases and radio announcements.
- d. Continue to work with partner agencies to promote state and federal programs.

5.1.2 Continue to support Department of Commerce efforts to control construction site erosion for building sites including public buildings, places of employment, and one- and two-family dwellings.

5.1.3 Continue joint on-site inspections with Zoning Office to enforce the Shoreland Zoning Code.

5.1.4 Hold annual contractor trainings/certifications addressing construction site erosion control inspections with the Zoning Department.

5.1.5 Work with contractors, home buyers, landscapers, and developers to promote construction site erosion conservation. Continue to administer cost-share programs that provide funds to landowners who install conservation or best management practices.

5.1.6 Review the requirements of the Waushara County Non-Metallic Mining Code (Chapter 58, Article VII) with operators for compliance.

### **Goal 5.2 Protect and enhance in-stream, riparian, wetland and upland habitats and water quality.**

#### Objectives

- a. Educate riparian owners on the value of conservation buffers.
- b. Restore and enhance previously altered wetlands.
- c. Stabilize stream banks and lakeshores.
- d. Continue education of landowners on the importance of wetlands.

#### Recommendations

5.2.1 Promote Waushara County as a Conservation Reserve Enhancement Program (CREP) expansion area and educate landowners about available state and federal programs that support open space buffer restoration/establishment.

5.2.2 Create riparian demonstration projects throughout the county to demonstrate the benefits of riparian buffers and banks stabilization projects.

5.2.3 Promote local efforts to protect diverse habitats through formal recognition and providing support including cost sharing and technical assistance.

5.2.4 Promote natural bio-engineered solutions for repairing stream banks and lakeshores.

5.2.5 Maintain the quality of the county’s lakes, including the means to prevent or minimize the introduction of invasive species.



5.2.6 Preserve wetlands necessary for continued fisheries and wildlife habitat and for groundwater recharge purposes.

5.2.7 Conserve other important ecological areas containing sensitive plant life or unique and irreplaceable plant and animal communities.

5.2.8 Identify partnerships for providing support to lake districts and associations for local education and preservation efforts. When possible, encourage municipalities to apply for grants to control invasive species in partnership with Waushara County.

### **Goal 5.3 Preserve the most productive farmland for agricultural activities in Waushara County.**

#### Objectives

- a. Maximize opportunities for profitable agricultural activities.
- b. Reduce conflicts with non-farm residential development.
- c. Promote appropriate and sustainable nutrient management.
- d. Implement state manure prohibitions.

#### Recommendations

5.3.1 Discourage fragmentation of continuous tracts of agricultural lands for non-agricultural uses.

5.3.2 Work with unincorporated communities to assign areas within the county where establishment of Concentrated Animal Feeding Operations (CAFOs) will not be protested.

5.3.3 Update the Farmland Preservation Plan (by January 1, 2013) and ensure consistency with this comprehensive plan.

5.3.4 Continue the farmland preservation programs in whatever form available from the state. Currently, a tax incentive program in Waushara County encourages farmers to keep their farms in agriculture production in accordance with an approved conservation plan. As of 2009, the program included 77 signed contracts in Waushara County.

5.3.5 Support programs that educate new property owners about rural lifestyles and legacy of agriculture in the local economy. Consider distributing a standard public informational sheet to new renters, homeowners, developers, and/or property managers. Content should acknowledge that farming operations may exhibit noise, odor, and dust and that the hours of operation begin before dawn and extend past dark.

5.3.6 Explore the costs and benefits of initiating a voluntary countywide purchase of development rights (PDR) program as an option for farmland preservation.

5.3.7 Continue to enforce manure waste storage requirements as set forth in Chapter 22, Article IV of the Waushara County Code of Ordinances.

### **Goal 5.4 Preserve scarce and valuable resources important to the ecological, cultural, and economic vitality of the county.**

#### Objectives

- a. Preserve unique or unusual geologic features.
- b. Protect and preserve the intrinsic value of the county's wildlife and fishery resources.
- c. Protect existing historical and cultural resources.

Recommendations

5.4.1 Encourage the identification, acquisition, preservation, and restoration of archaeological and other historic sites by public agencies and private organizations.

5.4.2 Encourage the preservation and enhancement of the county's natural features and protect them from encroachment by all man-made development including intensive public or private recreational development.

5.4.3 Promote an awareness of the importance of maintaining high quality natural areas free from intensive development.

5.4.4 Conserve trees and other vegetation needed to prevent erosion, siltation and floods, and to protect air and water quality.

5.4.5 Use Waushara County's Geographic Information System (GIS) to identify all archeological and historical sites in the county, including cemeteries.

**5.6 Agricultural, Natural & Cultural Resources Programs**

The following table identifies state and federal programs for the enhancement or preservation of agricultural, natural, or cultural resources. A complete listing of programming information can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

**Table 5.1: Agricultural, Natural & Cultural Resource Programs**

| <b>Agriculture Resources</b>  |                   |  |  |
|---|-------------------|--|--|
| <b>Federal</b>  |                   |  |  |
| <b>Program</b>  | <b>Department</b> | <b>Description</b>   | <b>Program Information</b>   |
| Conservation Reserve Program / Conservation Reserve Enhancement Program | NRCS/FSA          | Allows landowners to enroll agricultural lands into various land conservation management programs. | <a href="http://www.nrcs.usda.gov/Programs/crp/">http://www.nrcs.usda.gov/Programs/crp/</a><br><a href="http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=cep">http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=cep</a> |
| Grassland Reserve Program   | FSA               | Protects private grasslands, shrublands, and pasturelands.   | <a href="http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=grp">http://www.fsa.usda.gov/FSA/webapp?area=home&amp;subject=copr&amp;topic=grp</a>  |
| Grazing Lands Conservation Incentive                                    | NRCS              | Provides cost sharing to improve grazing land management.  | <a href="http://www.nrcs.usda.gov/Programs/gldci/">http://www.nrcs.usda.gov/Programs/gldci/</a>  |
| Environmental Quality Incentives Program                                | NRCS              | Promotes agricultural production and environmental quality and compatible goals.                   | <a href="http://www.nrcs.usda.gov/Programs/eqip/">http://www.nrcs.usda.gov/Programs/eqip/</a>  |
| USDA Farmland Protection Policy Act                                     | NRCS              | Maintains prime farmland in agricultural use through agricultural conservation easements.          | <a href="http://www.nrcs.usda.gov/programs/fppa/">http://www.nrcs.usda.gov/programs/fppa/</a>  |
| <b>State</b>  |                   |  |  |
| <b>Program</b>  | <b>Department</b> | <b>Description</b>   | <b>Program Information</b>   |
| Wisconsin Farmland Preservation Program                                 | DATCP             | Preserves farmland through local planning and zoning; promotes social conservation; tax relief.    | <a href="http://www.datcp.state.wi.us/arm/agriculture/land-water/conservation/pdf/2007FPPSummaryMaps.pdf">http://www.datcp.state.wi.us/arm/agriculture/land-water/conservation/pdf/2007FPPSummaryMaps.pdf</a>  |

|   |      |  |   |
|---|------|--|---|
| Farmland Tax Relief Credit Program                        | WDR  | Provides tax relief to all farmland owners with 35 or more acres.            | <a href="http://www.dor.state.wi.us/faqs/ise/farm.html">http://www.dor.state.wi.us/faqs/ise/farm.html</a> |
| Wisconsin Pollutant Discharge Elimination Systems Permits | WDNR | Regulates agricultural operations which discharge into local surface waters. | <a href="http://www.dnr.state.wi.us/org/water/wm/ww/">http://www.dnr.state.wi.us/org/water/wm/ww/</a>     |

## Natural Resources

### Federal

| Program                             | Department | Description  | Program Information   |
|-------------------------------------|------------|--|---|
| Wildlife Habitat Incentives Program | NRCS       | Voluntary program that is used to develop or improve wildlife habitat on privately owned land.               | <a href="http://www.nrcs.usda.gov/Programs/whip/">http://www.nrcs.usda.gov/Programs/whip/</a>                             |
| Wetland Reserve Program             | NRCS       | Provides financial and technical assistance to private landowners to restore, protect, and enhance wetlands. | <a href="http://www.nrcs.usda.gov/PROGRAMS/wrp/">http://www.nrcs.usda.gov/PROGRAMS/wrp/</a>                               |
| Forest Land Enhancement Program     | FS         | Aids landowners in the application of sustainable forestry management on private lands.                      | <a href="http://www.fs.fed.us/spf/coop/programs/loa/flep.shtml">http://www.fs.fed.us/spf/coop/programs/loa/flep.shtml</a> |

### State

| Program  | Department | Description  | Program Information   |
|--|------------|--|---|
| Forest Crop Law (FCL) and Managed Forest Law (MFL) | WDNR       | Encourages the growth of future commercial crops through sound forestry practices.                           | <a href="http://dnr.wi.gov/forestry/feeds/faqsFull.asp?s1=ForestTax&amp;s2=MFL&amp;inc=ftax">http://dnr.wi.gov/forestry/feeds/faqsFull.asp?s1=ForestTax&amp;s2=MFL&amp;inc=ftax</a> |
| Wisconsin Forest Land Owner Grant Program          | WDNR       | Assists private landowners in protecting and enhancing their woodlands.                                      | <a href="http://dnr.wi.gov/forestry/private/financial/wflgp.htm">http://dnr.wi.gov/forestry/private/financial/wflgp.htm</a>   |
| Partners for Fish and Wildlife                     | FWS        | Provides financial and technical assistance to private landowners to restore, protect, and enhance wildlife. | <a href="http://www.fws.gov/midwest/WisconsinPartners/">http://www.fws.gov/midwest/WisconsinPartners/</a>   |

## Cultural Resources

### Federal

| Program                              | Department | Description   | Program Information   |
|--------------------------------------|------------|---|---|
| Federal Historic Preservation Credit | WHS        | Returns 20% of the cost of rehabilitating historic buildings to owners. | <a href="http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp">http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp</a> |

### State

| Program                      | Department | Description   | Program Information   |
|------------------------------|------------|---|---|
| Wisconsin Historical Society | WHS        | Provides funds to conduct surveys to identify and evaluate historical resources and other key services. | <a href="http://www.wisconsinhistory.org/">http://www.wisconsinhistory.org/</a> |

|   |     |   |   |
|---|-----|---|---|
| Wisconsin Supplemental Historic Preservation Credit | WHS | Returns an additional 5% of the cost of rehabilitation to owners as a discount on State income taxes. | <a href="http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp">http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp</a> |
| 25% State Income Tax Credits                        | WHS | Used for the repair and rehabilitation of historic homes in Wisconsin.                                | <a href="http://www.wisconsinhistory.org/hp/architecture/tax_credit.asp">http://www.wisconsinhistory.org/hp/architecture/tax_credit.asp</a>     |

# 6 Economic Development

## 6.1 Economic Development Chapter Purpose and Contents

The Economic Development Element of a comprehensive plan provides direction to support economic growth and development. This countywide element provides opportunity for local municipal governments to pursue their own economic interests while creating a strategy for countywide economic development.

This element includes a brief summary of existing economic development conditions followed by a series of goals, objectives, and recommendations to guide the stabilization, retention, or expansion of countywide economic opportunity in Waushara County. The element also provides a description of the types of businesses or industries desired in the region, and the county's strengths and weaknesses for attracting or retaining these businesses.

## 6.2 Summary of Existing Economic Development Conditions

The following section cites primary economic development resources identified by East Central Wisconsin Regional Planning Commission (ECWRPC) in Waushara County. A complete listing of existing resources information can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Educational Attainment

- A higher percentage of residents in Waushara County received high school diplomas than the State of Wisconsin.
- In the area of post-high school achievement the county has a lower level of educational attainment with 11.7 percent of Waushara County residents completing four years of college or more compared to 22.4 percent of Wisconsin residents.

### Labor Force

- Labor force growth rates for Waushara County (29.4%), were greater than the State (14.0%) between 1990 and 2000.

### Economic Base Information

- The manufacturing (22.1%); education, health, social services (17.9%); retail trade (10.4%) industries employed over half (50.4%) of workers in Waushara County in 2000.
- The top three occupations for Waushara County workers in 2000 were production, transportation, and material moving (25.0%); management, professional, and related (23.5%); and sales and office (21.4%).

### Travel Time to Work

- On average, residents from Waushara County and the state spent less than 30 minutes traveling to and from work in 1990. In 2000, average commute times for Waushara County residents decreased to 27.1 minutes, while state residents traveled an average of 20.8 minutes to work.

### Location of Workplace

- According to the U.S. Bureau of Census, over 50 percent (58.7%) of county residents worked in Waushara County in 1990. In 2000, a majority of residents continued to work within Waushara County (52.5%) but the percentage who commuted to the Appleton-Oshkosh MSA increased.

### Employment Forecast

- Statewide, the largest increase in employment is anticipated to be in education and health services though with declining school enrollments, education sector employment is unlikely to increase in Waushara County.
- The health care sector may grow in Waushara County as the median age of county residents continues to rise.

### Industrial Park Information

- There are seven industrial parks in Waushara County with a total of 155 acres available for development.

**Table 6.1: Industrial Parks in Waushara County, WI (2008)**

| Park Location/ Name                                | Size (Acres) | Water | Sewer | Sanitary Sewer | Storm Sewer | Electricity | Rail | Highway      | Avail. Acres | Private / Public | Improved / Not Improved |
|--|--------------|-------|-------|----------------|-------------|-------------|------|--------------|--------------|------------------|-------------------------|
| City of Berlin / Berlin North Business Park        | 186          | Y     | Y     | Y              | N           | Y           | N    | STH 49,21,91 | 80           | Public           | Improved                |
| City of Wautoma / South Industrial Park            | 19           | Y     | Y     | (1)            | N           | Y           | N    | STH 21,22,73 | 0            | Public           | Improved                |
| City of Wautoma / Southeast Industrial Park        | 45           | Y     | Y     | (1)            | N           | Y           | N    | STH 21,22,73 | 8            | Public           | Improved                |
| Village of Coloma / Coloma Business Park           | 42           | Y     | Y     | Y              | N           | Y           | N    | I-39, STH 21 | 25           | Public           | Improved                |
| Village of Redgranite / Redgranite Industrial Park | 22           | Y     | Y     | (1)            | N           | Y           | N    | I-39, STH 21 | 22           | Public           | Improved                |
| Village of Wild Rose / Roberts Industrial Park     | 23           | Well  | Y     | (2)            | N           | Y           | N    | STH 22       | 18           | Public           | Improved                |
| Village of Wild Rose / South Industrial Park       | 9            | Well  | Y     | (2)            | N           | Y           | N    | STH 22       | 2            | Public           | Improved                |

Source: ECWRPC, and NEWREP 2008

### Regional Economic Development Corporations

- Tri-County Regional Development Corporation (TCREDC) is a partnership between Waushara, Marquette, and Green Lake counties.
- The Waushara County Economic Development Corporation is working to foster new business development and support and sustain existing businesses throughout the county.

### Infill and Brownfield Redevelopment

- The Wisconsin Department of Natural Resources Bureau of Remediation and Redevelopment maintains a listing of brownfield's and contaminated sites. This website lists 393 entries for Waushara County that may or may not be active.

## 6.3 Economic Development Issues Identified Through the Planning Process

Economic development for many rural counties means maintaining active agriculture while ensuring there is a support system which maintains access to goods and services that sustain agricultural pursuits. Generally speaking, access to goods and services is accommodated in the small villages and cities

throughout Waushara County. The following economic development issues were identified through the public participation process as primary concerns that should be addressed by this comprehensive plan.

### **Agriculture**

Agriculture is an important part of the county's economy. In addition to farming, there are also farming-related industries like food processing, transportation of goods, the supply of farm machinery and equipment, and wholesale retail or trade that contribute to the regional economy.

### **Employment Opportunities**

The lack of employment opportunities is a major issue for towns, villages, and cities in the county. Even though agriculture is a key component to the local economy, there are few full-time employment opportunities available to sustain many people year round. Parallel industries may thrive, but there is a lack of diverse employment opportunities overall. There are also few job opportunities available for young people who are looking for employment after high school or college graduation.

### **Economic Growth**

The employment and consumer needs of a majority of community members are met by services located in nearby communities. There is some desire to increase local access to hardware, grocery, or other large commercial venues, however, most areas in Waushara County do not contain the population density necessary to sustain large retail areas. Many residents are also split on whether large retail stores are appropriate in rural areas.

### **Home-Based Businesses**

Residents of many towns are supportive of allowing home-based businesses in the community because they do not generally detract from the rural character and they allow for entrepreneurial experimentation.

### **Retirement Communities**

Some communities that describe themselves as "retirement communities" because they have an older population and program special events that appeal specifically to senior citizens do not offer a full array of employment opportunities. The economic development potential of these areas stagnates as they specialize to support a senior population.

### **Nonmetallic Mining**

As with any industry that generates heavy traffic and noise, nonmetallic mining operations draw some complaints. Waushara County has implemented standards for reclamation of these sites and to protect residents and landowners from the potential negative impacts of mining operations. Still, engaging in more regular enforcement and communication may help to convey information and mitigate concerns.

### **Highway Access**

Interstate I-39, which extends the entire north-south length of the western side of the county, should be viewed comprehensively as a corridor that can serve as an economic driver. I-39 is intersected by STH 73 and STH 21 which, in turn, bisect additional highways including STH 22 and STH 49. Any commercial or industrial development that may occur is likely to locate in areas within close proximity to the county's highway network. At the same time, it can be difficult for Waushara County's rural areas to compete for these businesses because large population centers, such as the city of Stevens Point, offer services and other incentives that many smaller communities cannot provide.

### **Downtown Redevelopment**

Many rural residents use goods and services opportunities available in nearby communities. In some places these opportunities are becoming fewer as stores close and small businesses grapple with tough economic realities of higher operating costs and tougher competition. Redevelopment of small service

centers would allow rural residents closer proximity to the goods and services they require and would increase their access to these commodities.

#### **Provision of Utilities**

Some areas of the county are not currently able to support large business developments. Even in communities that contain sewer or water, the capacity of these facilities is not always sufficient for large users. Other utilities, such as high speed internet service, are also not universally available and weaken business recruitment potential.

#### **Absentee Owners and Teardowns**

Some traditional “Main Street” commercial centers are struggling for relevancy. While some downtown areas look and function just fine others are deteriorating due to absentee owners or poor economic conditions. With many residents commuting out of Waushara County for jobs, many also choose to shop outside of the county which makes the economic outlook of small town centers less attractive to investors.

### **6.4 Strengths and Weaknesses for Economic Development**

Wisconsin State Statutes require that this element discuss the strengths and weaknesses of Waushara County to attract, retain, and build economic capacity. The following descriptions summarize the types of industries or businesses desired within the county, and the assets and liabilities for growing or maintaining these economic opportunities.

#### **Kinds of Businesses Desired**

There is a desire for a more diverse business climate that offers offices and retail areas in the county. While small businesses are encouraged to develop and prosper, larger business developments may help to retain local jobs that are currently exported to other counties. Agriculture and related operations remain a key component within the economy. Light industry is also welcomed in various parts of the county where access to the highway system supports industrial activities. Eco-tourism and the development of recreational opportunities are also desired to support sustainable economic activities such as farming and to promote quality of life.

#### **Strengths**

- Transportation corridors I-39 and STH 21, 22, and 73
- Proximity to Stevens Point (Portage County), Oshkosh (Winnebago County), and Fox Valley
- The amount and diversity of natural areas, open space, and recreational opportunities
- Prime agricultural soils
- Numerous woodlands
- Strong agricultural economy
- Access to a healthcare
- Strong sense of community

#### **Weaknesses**

- Lack of diversity in economic base
- Lack of population density is a deterrent for service and retail businesses
- Distance from major urban centers
- Lack of organizations to implement or maintain recreational opportunities

### **6.5 Waushara County Economic Development Policy**

Waushara County will promote economic development opportunities that:

- a. Do not adversely impact the natural or built environment;



- b. Are consistent with community values stated in local comprehensive plans;
- c. Encourage development that provides jobs to county residents;
- d. Address unemployment in the county and seek innovative techniques to attract different industries for a more diversified economic base;
- e. Utilize existing community infrastructure and sustainable inputs;
- f. Support retention and expansion of existing businesses.

## **6.6 Economic Development Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations for growing or sustaining economic development resources in Waushara County. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the goals and objectives.

The directives were developed based on a set of identified themes observed in municipal comprehensive plans from across Waushara County. These ideas were also informed by the ECWRPC's Comprehensive Economic Development Strategy (CEDS) report that was approved in late 2008.

### **Goal 6.1 Promote the expansion or stabilization of current economic resources.**

#### Objectives

- a. Retain existing jobs.
- b. Increase the number of living wage jobs within the county.
- c. Enhance infrastructure throughout the county.
- d. Retain young members of the work force.

#### Recommendations

6.1.1 Support and encourage the efforts by the Waushara County Economic Development Cooperation and the Tri County Regional Economic Development Corporation. These organizations can help with the coordination of local and regional economic development activities. Encourage them to develop and maintain a website for progress updates and dissemination of materials.

6.1.2 Encourage partnerships between the public and private sector to identify skills and knowledge needed for emerging jobs. Work with local businesses to hire local students for intern and cooperative jobs, with preferences for hiring permanently when they graduate from college.

6.1.3 Work with school districts to evaluate the value of creating partnerships to track the path of high school graduates and those who do not complete high school. Continue partnerships with technical colleges to enhance training opportunities.

6.1.4 Promote technical programs and job skills training or apprenticeship programs through technical colleges, CESA 5, CAP Services, and the local high school curriculum.

6.1.5 Support local entrepreneurial programs that facilitate local business start-ups.

6.1.6 Support the creation of small and "home-based" businesses.

6.1.7 Support efforts to examine and expand technological infrastructure for business and residential needs. This includes promoting access to high-speed telecommunications.

6.1.8 Increase the amount of revolving loan funds available through federal, state, and other outside sources in order to help more businesses grow and prosper in Waushara County. Encourage funding

for business start-up, recruitment and retention, and to promote quality of life measures that help to sustain and attract a productive workforce.

**Goal 6.2 Maintain the viability of productive agricultural activities and enterprises as a component of the area's economy.**

Objectives

- a. Enable farming to remain a viable lifestyle choice.
- b. Curb the loss of employment opportunities in the agricultural sector.
- c. Provide opportunities for entry-level farmers.
- d. Maintain and expand the customer base for agriculture-related businesses and services.

Recommendations

6.2.1 Protect prime agricultural lands from encroachment of incompatible land uses.

6.2.2 Work with communities to promote food choices for supporting local farmers. This includes increasing the access of information about local growers to consumers interested in purchasing locally grown food.

6.2.3 Promote niche crop development using organic or sustainable practices, and developing community supported agriculture (CSA) whereby food harvested from local fields is made available for local consumption.

6.2.4 Work with local governments to identify appropriate locations within the county for large concentrated animal farming operations (CAFOs).

6.2.5 Support efforts to engage retiring farmers in an agriculture apprenticeship program to share knowledge and sell active farmlands to new farmers.

6.2.6 Promote complimentary industrial and commercial agribusinesses to support local farm producers and marketing initiatives.

6.2.7 Consider educating land owners and community members on the land preservation tools and programs that can be used to help farmers retain their land. Consider collaborating with UW-Extension, the Department of Agriculture, Trade, and Consumer Protection, or other entities. Ideas include:

- Promote conservation easements as a way of reducing the tax load on unplanted farmland holdings. Establish a conservation program resource center.
- Support statewide "Right-to-Farm" policies.

6.2.8 Support public and private initiatives to organize and market agriculture as a tourist attraction.

**Goal 6.3 Support the local economy by managing forest areas.**

Objectives

- a. Explore opportunities to expand markets and diversify uses for forest products.
- b. Encourage practices that maintain a healthy ecosystem.
- c. Encourage multiple uses of forest resources.

Recommendations

6.3.1 Support forest industry efforts to improve the efficiency of raw material uses and to explore species supply options to produce forestry products.

6.3.2 Conserve forestlands that are susceptible to development, have the potential to connect to other parcels of forestland, have public importance, and provide critical ecological functions.

6.3.3 Prepare appropriate roles for the compatible use of forestland by non-motorized and motorized users.

6.3.4 Use forestry best management practices (BMPs) as minimum standards for harvesting.

6.3.5 Encourage forest landowners to enroll in Wisconsin's Managed Forest Law (MFL) program and other tax programs.

6.3.6 Encourage efforts to keep forestry-related jobs in and adjacent to the community, such as working with schools, colleges, and training programs to recruit and retain workers within the county.

#### **Goal 6.4 Encourage harmony between commercial/industrial uses and adjacent lands.**

##### Objectives

- a. Promote appropriate placement of commercial and industrial uses.
- b. Support appropriate design character in urbanized areas.
- c. Decrease the impacts of nonmetallic mineral extraction operations.

##### Recommendations

6.4.1 Future commercial and industrial development should locate in areas with appropriate transportation access, such as the state highway system, and near other existing concentrations of these uses. The location of development should be based sensitive to their impacts on the environment, local water supply, the availability of municipal services, and the local comprehensive plan.

6.4.2 Promote new commercial or industrial development in any of the seven industrial parks located within Waushara County.

6.4.3 Encourage urbanized areas to build community identity by developing and enforcing design standards. Encourage local initiatives such as establishing design corridors, business improvement districts, or historic district designation to focus attention and resources on downtown revitalization.

6.4.4 Encourage incorporated communities, or unincorporated areas that offer urban amenities, in Waushara County to adopt zoning that permits higher-density, mixed-uses in downtowns and around transportation hubs. Encourage pedestrian-friendly and transit-ready designs in urban areas to differentiate them from highway development.

6.4.5 Promote sustainable development, energy conservation, and green building techniques.

6.4.6 Encourage the revision of conditions for nonmetallic mining and processing operations to provide more specific protections to adjacent landowners.

#### **6.7 Economic Development Programs**

There are a number of economic development programs available in Waushara County, the region, and the state. While the scope and magnitude of many of these programs is beyond the capacity of many local communities in the county, application of economic development programs administered at the county and state levels of government could be utilized locally to help achieve countywide goals and objectives. A listing of these programs is available in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report* (see pages 6-13 to 6-22).

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# 7 Intergovernmental Cooperation

## 7.1 Intergovernmental Cooperation Chapter Purpose and Contents

The Intergovernmental Cooperation Element is an essential component of any comprehensive plan. Within this element the relationships between public, quasi-public, and private entities are discussed to increase the efficiencies and capabilities of each entity to provide service and support throughout Waushara County.

This element includes a brief summary of existing intergovernmental relationships followed by a series of goals, objectives, and recommendations to identify opportunities for joint planning and decision making throughout Waushara County. This element also provides a description of identified or potential conflicts identified for overlapping or adjacent jurisdictions within the county.

Goals, objectives, and recommendations were developed through the public participation process, through review of municipal comprehensive plans, and for compliance with Wisconsin's comprehensive planning law.

## 7.2 Summary of Existing Conditions for Intergovernmental Cooperation

The following section identifies existing intergovernmental relationships or agreements that may affect Waushara County or its affiliates. Existing relationships were identified by the East Central Wisconsin Regional Plan Commission (ECWRPC). A complete analysis of intergovernmental relationships can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Adjacent Local Governments

- Waushara County is comprised of 18 towns (Plainfield, Oasis, Rose, Springwater, Saxeville, Bloomfield, Poy Sippi, Leon, Mount Morris, Wautoma, Deerfield, Hancock, Coloma, Richford, Dakota, Marion, Warren and Aurora), two cities (Berlin – partial and Wautoma), six villages (Coloma, Hancock, Plainfield, Wild Rose, Redgranite and Lohrville).
- Counties that share a border with Waushara include Marquette, Adams, Portage, Waupaca, Winnebago, and Green Lake.

### School Districts

- Waushara County contains portions of nine public school districts. These include the Almond-Bancroft, Omro, Tri-County Area, Westfield, Wautoma Area, Wild Rose, Waupaca, Weyauwega-Fremont, and the Berlin Area school districts.
- Three school forests and a town forest provide 819 acres of passive open space in Waushara County. These facilities include the Tri-County School Forest (230 acres), the Wild Rose School Forest (128 acres), the Coloma School Forest (40 acres) and the Town of Rose Forest (421 acres). School districts share the use of these facilities with local organizations and residents.
- Waushara County is part of the Mid State Technical School District in the northwestern portion of the county, the Madison Area District in the southern portion, the Moraine Park District in the southeastern portion, and Fox Valley District in the central and northeastern portion of the county. The FVTC offers limited classes at the Wautoma campus in the City of Wautoma. Agreements exist so that residents are able to attend technical college courses outside of their district if it is more convenient to do so.

### Local and County Community Facilities

- Due to the rural nature of Waushara County, many facilities and services are shared jointly between neighboring communities as well as provided through agreement with the county.
- Police protection for Waushara County is provided by the Waushara County Sheriff's Department that dispatches officers from the City of Wautoma. The Sheriff's Department

provides backup protection to many of the incorporated communities that have their own police departments.

- Waushara County is served by a total of twelve fire departments and/or districts. These departments and/or districts are multi-jurisdictional.
- The fire districts/departments maintain mutual aid agreements with other fire districts/departments and surrounding counties.
- Emergency medical services for the county are primarily provided through the Waushara County EMS. The exception is the Town of Aurora who contracts with the City of Berlin.
- Many of the fire districts and local fire departments within the county have First Responders on staff that can assist with basic and advanced medical emergencies.
- Waushara County is part of the Winnefox Federated Library System.
- The County Courthouse and other county buildings are available for use by local groups for meeting space.
- The Waushara County Department of Aging works with communities to offer several programs to senior citizens. Among other things this includes transportation, meals, activities and fellowship.
- The Waushara County Parks, Recreation and Solid Waste Department works with communities to provide park, recreation and solid waste collection and recycling. Many of the sites that it utilizes are owned by the municipalities and the county has an agreement to use them and maintain them.
- The Waushara County Highway Department works with communities, surrounding counties and WisDOT to ensure that state and county roads are being maintained.

#### **Extraterritorial Areas**

- Two incorporated municipalities utilize extraterritorial controls within the county. The City of Wautoma regulates subdivisions within the extraterritorial area, while the City of Berlin has adopted extraterritorial zoning in the Town of Aurora.

#### **Existing Relationships with Municipalities**

- With the exception of the Town of Warren, all unincorporated communities within Waushara County utilize county zoning.
- Waushara County enforces shoreland zoning and private on-site wastewater treatment system regulations in all jurisdictions.
- The County provides a variety of programs and services to county residents including senior programming, emergency services planning, recreational opportunities, public health services, and highway maintenance among others.

#### **Existing Regional Relationships**

- Waushara County and its communities are members of the East Central Wisconsin Regional Planning Commission.
- The County is a member of the Tri-County Regional Development Corporation (TCREDC).

#### **Existing State Relationships**

- The Department of Natural Resources maintains a service center in the Wautoma Industrial Park and has been active in local and county planning efforts.
- The Department of Transportation has been an active participant in the development of the land management and comprehensive plans.

### 7.3 Intergovernmental Cooperation Issues and Opportunities

Intergovernmental cooperation is an essential component of the comprehensive plan. Building relationships between public, quasi-public, and private entities can increase service efficiencies and capabilities that will provide the communities within Waushara County with better services. The following intergovernmental cooperation issues and opportunities were identified through the public participation process.

#### Lake Associations

Many area lake associations and local governments support each other and have a positive working relationship. Continuation of governmental support for activities such as preparing grant applications to curb invasive species is essential for maintaining area surface waters and upholding property values. The County encourages local communities to cooperate with other governmental and non-governmental entities to help promote, improve and sustain local water resources.

#### Quarry Operations

There are a number of non-metallic mineral extraction operations in Waushara County. The vast majority of these occur in unincorporated areas. Many town residents are not aware of reclamation plans filed with the Department of Natural Resources or Waushara County. Waushara County sends copies of all annual report correspondence with operators to the Town Chair of the municipality in which they are located. Still, some residents are unaware of these reports.

#### Economic Development

Many small communities in Waushara County are in need of economic development assistance. This includes a desire for programming and funding to help small businesses succeed. Greater intergovernmental assistance is desired to ensure local communities in Waushara County compete in a regional marketplace.

#### Road Maintenance

Communities in and immediately adjacent to Waushara County share some road maintenance duties. Most common are road plowing agreements where the community that is better suited for clearing the facility provides this service even if the facility belongs to another jurisdiction. In most instances, communities perform these services without contracts or formal agreements. Reportedly, this informal system works very well.

#### DNR-Owned Forestlands and Natural Areas

Due to large tracts of publicly owned lands, many unincorporated communities feel they are unable to control the rural character of their communities. This is especially true when the harvesting of woodlands on properties owned or under contract with the Department of Natural Resources affects the viewsheds of a number of neighboring properties. There is also some concern that potential tax loss will negatively affect local budgets. Many communities would like improved communication to occur, especially if potentially controversial acquisitions or large-scale harvesting is planned.

#### Emergency Services Provision

Many communities share fire and emergency services provision. The mechanisms for funding these services and the amount and frequency of communication can vary between districts. There is some call for standardized assessments based on equalized value. Regular communication with member communities on meetings and other operations would also reduce complaints about organizational transparency.

#### Annexation

There are eight incorporated communities in the county that could choose to enact legal authority in the extraterritorial area. While very few have chosen to do so, the issue of control and annexation

continues to be a topic during land use planning. Greater use of boundary agreements may help to minimize concerns related to loss of tax base or jurisdictional decisions related to road repair or code enforcement.

#### **7.4 Existing or Potential Conflicts and Process to Resolve Conflicts**

Wisconsin's comprehensive planning law requires that the Intergovernmental Cooperation Element identify existing or potential conflicts between the County and other governmental units, including school districts, and describe processes to resolve such conflicts.

##### Existing or Potential Conflicts

Existing conflicts include an unclear understanding between unincorporated communities and the Department of Natural Resources. Concerns about how the DNR chooses to manage land, and the lack of communication with potential stakeholders prior to major actions has caused misunderstandings in some locations of the County. A better DNR process of information dissemination and regular meeting attendance or public forums to help keep the public informed may help to alleviate mistrust issues. Another existing conflict is disagreement between lake associations about hours of operation and other limitations. These limitations have the potential to reduce traffic on some lakes and increase it on others which may further exacerbate existing tensions.

Potential conflicts include annexation and other extraterritorial controls that transfer authority. At this time, this is not an issue since so few municipalities exercise extraterritorial controls. However, the process of annexation needs to be transparent from the outset, or tensions may escalate between neighboring communities. Another potential issue is the use of cafeteria style zoning which allows municipalities participating in County Zoning to choose a variety of zoning districts. This can be difficult to manage, though the County has not had an issue with administration and the system provides local communities with the controls they require to enact their land use plans.

##### Process to Resolve Conflicts

Waushara County encourages towns, villages, and cities to coordinate with each other and the County on planning efforts. The intergovernmental cooperation element is intended to avoid and minimize potential conflicts though conflicts may still occur. When conflicts arise, there are several techniques available for dispute resolution. Dispute resolution techniques can be broken into the following two categories:

1. Alternative dispute resolution techniques such as negotiation and mediation.
2. Judicial and quasi-judicial dispute resolution techniques such as litigation and arbitration.

In the event that a conflict does occur, utilization of an alternative dispute resolution process will be encouraged in an effort to avoid costly and lengthy litigation. If these efforts are unsuccessful, facilitated negotiation utilizing a Dispute Resolution Panel may be used, followed by mediation. Arbitration and litigation are the remaining stages and tend to be slower and more costly than the foregoing stages.

Dispute resolution techniques are usually used to resolve conflicts and tense situations, but they can also be used to avoid them. It may be easier in the long run to prevent disputes, thus avoiding the time, trouble, and expense of resolving the dispute by maintaining open communication. The current process for dispute resolution is handled informally at the local level. If this current system fails, Waushara County may want to consider establishing a Dispute Resolution Panel to provide alternative dispute resolution.



### 7.5 Intergovernmental Cooperation Policies

The following policies have been identified by Waushara County for coordinating with school districts and adjacent or other local governments for siting, building, and sharing public services.

#### School Districts

Waushara County will encourage local governments to regularly communicate with school districts for planning and building public facilities and for sharing these facilities whenever feasible.

#### Other Governments

Waushara County will cooperate and communicate with all local, state and federal governments, adjacent counties, and regional organizations to provide County residents and businesses with timely information as well as efficient and economical services whenever warranted.

Furthermore, Waushara County will support intergovernmental and private sector coordination to ensure:

- A. Economic development in conformance with comprehensive planning policy;
- B. Reduction of dependence on county resources for needed services;
- C. Increased accountability and responsiveness to regional and Countywide needs;
- D. Increased efficiencies in the delivery of services;
- E. The integrity of the land-use policies of any County comprehensive plan element is preserved;
- F. The responsibility and support for land use planning will be coordinated with adjacent jurisdictions through the adoption of local comprehensive plans and other planning agreements which will recognize:
  - a. That the County will maintain planning oversight through the comprehensive plan in unincorporated areas until and during any jurisdictional transition;
  - b. The County will support the planning process for unincorporated areas and establish and participate in a cooperative process to address the future of urban service provision issues.
- G. Increased development of cooperative boundary agreements between municipalities.

### 7.6 Intergovernmental Cooperation Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations to guide the future development of various cooperative practices and agreements. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the desired outcome.

**Goal 7.1: Work cooperatively with other public, quasi-public, or private entities when issues or opportunities arise that can be more effectively addressed cooperatively.**

#### Objectives

- a. Create cost efficiencies through consolidation and cost-sharing.
- b. Continue improving levels of service.
- c. Form cooperative partnerships.

#### Recommendations

7.1.1 Encourage municipalities to create joint committees to identify areas of mutual benefit including cooperative agreements or shared facilities/services.

7.1.2 Coordinate with other entities, such as UW-Extension, to convene joint meetings with fire districts and other service entities to discuss cost-sharing opportunities.

7.1.3 Encourage government officials to support intergovernmental agreements and partnerships especially those that are environmentally and fiscally responsible.

7.1.4 Improve working relationships with other governmental entities by encouraging representatives from various agencies, businesses, and County departments to periodically attend regular board or plan commission meetings in communities where consolidation of services is most prudent.

7.1.5 Encourage Waushara County Sheriff's Department to provide periodic law enforcement reports to the municipalities they serve.

7.1.6 Continue coordination between the Waushara County Highway Department and WisDOT on upcoming road construction projects.

7.1.7 Pool resources for local food banks and senior programming, including Meals on Wheels, to continue to operate throughout the County.

7.1.8 Encourage cooperation between local governments and the Waushara County Emergency Services Department to determine availability of grant opportunities for acquisition and distribution of NOAA emergency radios at reduced costs.

7.1.9 Initiate efforts to consolidate services between governments and quasi-public entities. Discuss the importance of cost-effective and efficient delivery of services throughout Waushara County communities. Enlist involvement with other agencies (ECWRPC, UWEX, etc.) to educate the public about consolidation and cost-sharing.

**Goal 7.2: Improve natural resources quality and opportunities for recreation by coordinating with other entities.**

Objectives

- a. Enhance recreation facilities countywide.
- b. Improve water quality in lakes and streams.
- c. Obtain grant funding.

Recommendations

7.2.1 Work cooperatively with local governments, law enforcement, and friends groups in meeting and addressing common public park service issues.

7.2.2 Develop policy to enable increased educational and technical assistance available to the Waushara County Watershed Lakes Council, lake districts, and lake property owners associations that wish to address water quality, invasive species, and other related environmental issues, and support the concept of a regional effort to address aquatic invasive species.

7.2.3 Continue to work with the DNR, other state agencies, and the private sector in providing multiple-use facilities for activities such as hiking, nature study, cross-country skiing, hunting, and fishing on county and state-owned lands where multiple-use of the land is appropriate and environmentally sound.

7.2.4 Continue to work with local municipalities to encourage adoption and implementation of local land use plans, which can be used to protect natural resource areas.

7.2.5 Encourage development of joint grant applications to procure funding for countywide initiatives such as reductions in invasive species on all area lakes.

**Goal 7.3: Increase the availability of regional economic development and home repair assistance programming.**

Objectives

- a. Increase the availability of regional programming.
- b. Promote use of available programming to increase economic development opportunities and improve code compliance.

Recommendations

7.3.1 Encourage local communities to lobby the state for increased funding for new business development or exterior maintenance. Coordinate with regional providers to establish local need and to allocate specific monies for use in Waushara County.

7.3.2 Support and encourage the efforts by the Waushara County Economic Development Cooperation and the Tri County Regional Economic Development Corporation. Encourage them to develop and maintain a website for progress updates and dissemination of materials.

7.3.3 Coordinate with UWEX to hold seminars on business development. Continue ongoing relationships with UWEX staff to increase the availability of education programming related to improving entrepreneurship throughout the County.

7.3.4 Coordinate with communities experiencing a large number of nuisance properties to discuss options for notification and mitigation of code violations. This may include holding periodic seminars or forums that include information about funding to help alleviate problem properties.

**Goal 7.4: Coordinate regional development and planning activities.**

Objectives

- a. To encourage communities to coordinate and plan jointly.
- b. To reduce planning conflicts.

Recommendations

7.4.1 Prior to actions on rezoning of lands the County Planning and Zoning Committee/County Board will take under advisement the recommendations provided in the town plans as well as any plans prepared by cities or villages for the purpose of seeking coordinated and compatible growth.

7.4.2 Cooperate and seek ways to cost share and resource pool with other local governments in meeting the State of Wisconsin's comprehensive planning requirements for implementation, updates, and rewrites of the comprehensive plan.

7.4.3 Consider forming a dispute resolution panel at the county level to facilitate negotiation of conflicts for resolution. This may include such conflicts as may arise during annexation proceedings between a town and an incorporated community.

7.4.4 The County should continue to update the code of ordinances with amendments identified by local governments to better allow implementation of their comprehensive plans and the orderly flow of information. One example includes a possible amendment to Sec. 58-966 (Nonmetallic Mining Reclamation) to require copies of the annual operator report are sent to the municipality where the mine is located.

7.4.5 Work with communities to promote use of consistent standards to ensure that private development is of similar high quality.

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# 8 Land Use

## 8.1 Land Use Chapter Purpose and Contents

This element includes a brief summary of existing land use conditions and trends followed by a series of goals, objectives, and recommendations to guide the future development and redevelopment of public and private property in Waushara County.

The element also contains an analysis of opportunities for redevelopment and existing or potential land use conflicts. It concludes with an explanation of future land use designations and delineates these uses on the Future Land Use Map (Exhibit 8-3).

The Land Use Chapter consists of the following sections:

- 8.1 Chapter Purpose and Contents
- 8.2 Summary of Existing Conditions
- 8.3 General Land Use Policies
- 8.4 Opportunities for Redevelopment
- 8.5 Existing or Potential Land Use Conflicts
- 8.6 Land Use Goals, Objectives and Recommendations
- 8.7 Future Land Use Projections
- 8.8 Future Land Use Districts and Map

## 8.2 Summary of Existing Conditions

The following section identifies a summary of existing land use conditions and trends for Waushara County as identified by the East Central Wisconsin Regional Planning Commission (ECWRPC). A complete listing of existing resources information can be located in the *Waushara County Comprehensive Plan Volume Two: Existing Conditions Report*.

### Existing Land Use

- The Waushara County existing land use map was first developed in 2000 by East Central Wisconsin Regional Planning Commission and has been updated by the municipalities within the county as land management and comprehensive plans were developed. See Exhibit 8-1 (Volume Two.)
- County land use categories are agricultural, residential, commercial, industrial, transportation, utilities/communications, institutional facilities, recreational facilities, water features, woodlands and other open land.

**Table 8.1: Waushara County Existing Land Use, 2008**

| Land Use                  | Total Acres    | % Land Developed | % of Total    |
|---------------------------|----------------|------------------|---------------|
| Single-Family Residential | 10,535         | 33.7%            | 2.6%          |
| Farmstead                 | 2,811          | 9.0%             | 0.7%          |
| Multi-Family Residential  | 96             | 0.3%             | 0.0%          |
| Mobile Home Parks         | 124            | 0.4%             | 0.0%          |
| Industrial                | 282            | 0.9%             | 0.1%          |
| Recreational Facilities   | 3,327          | 10.7%            | 0.8%          |
| Commercial                | 813            | 2.6%             | 0.2%          |
| Institutional Facilities  | 767            | 2.5%             | 0.2%          |
| Utilities                 | 269            | 0.9%             | 0.1%          |
| Transportation            | 12,203         | 39.1%            | 3.0%          |
| <b>Total Developed</b>    | <b>31,227</b>  | <b>100.0%</b>    | <b>7.7%</b>   |
| Non-Irrigated Cropland    | 65,255         |                  | 16.0%         |
| Irrigated Cropland        | 53,442         |                  | 13.1%         |
| Planted Woodlots          | 44,851         |                  | 11.0%         |
| Unplanted Woodlots        | 140,879        |                  | 34.5%         |
| Active Quarry             | 279            |                  | 0.1%          |
| Other Open Land           | 63,325         |                  | 15.5%         |
| Water Features            | 8,656          |                  | 2.1%          |
| <b>Total Acres</b>        | <b>407,914</b> |                  | <b>100.0%</b> |

- Waushara County encompasses approximately 407,914 acres. Approximately 8 percent (7.7%) of the total area is developed.
- Overall, cropland (irrigated and non-irrigated) accounts for 29 percent (29.1%) of the total land use, while woodlands (planted and unplanted) make up another 46 percent (45.5%).

### **Zoning**

- All unincorporated areas utilize Waushara County Zoning with the exception of the Town of Warren, which is not zoned, and the portion of the Town of Aurora that falls under the City of Berlin's extraterritorial zoning jurisdiction.
- The predominant zoning district in the County is "General Agriculture" (77.7%).

### **Land Use Trends**

- According to data collected by ECWRPC, the percentage change of commercial, residential, and institutional facilities increased, while the percentage of parks and recreation, industrial, and cropland decreased between 1980 and 2008.
- ECWRPC data is verified by Department of Revenue (WI) estimates which showed residential and commercial acreages increased, while agricultural land acres decreased between 1980 and 2005.

### **Residential Density and Intensity**

- Between 1990 and 2000, residential densities increased throughout the county and the state. During this time period, residential densities in the county increased by about 12 percent from 19.56 units per square mile to 21.83 units per square mile.
- Utilizing 2000 U.S. Census data and adding net single family units to match the latest land use data, the intensity for single family development was about 1.03 units per acre for Waushara County. At the same time, the intensity for multi-family development was 4.46 units per acre.

### **Land Demand and Pricing**

- According to the Department of Administration (WI), between 1990 and 2007, 3,166 net units were added in Waushara County. These units include a combination of single family, two unit structures and mobile homes, and multi-family units.
- From 2006 to 2008, land values increased by 19.8 percent in the County, 20.1 percent in towns, 21.0 percent in villages, and 7.2 percent in cities.
- State of Wisconsin housing statistics provided by the Wisconsin Realtors Association show that median sale price in Waushara County increased from \$81,800 in 1998 to \$105,000 in 2008. This represents a 28 percent increase.

## **8.3 General Land Use Policies**

Policies are courses of action that identify a way in which activities should be conducted to achieve the Goals and Objectives cited in this chapter. The following policies suggest action for advisory and regulatory implementation of the comprehensive plan.

- A. This plan is adopted as a broad policy document that incorporates the more specific recommendations of city, village and town comprehensive plans. These local plans and policies should be adopted by reference except in instances where interests of the entire County are determined not to be served by specified portions of the local plan. It is not the intent of this policy for the County to supersede a local decision.
- B. Waushara County will coordinate with the towns, villages, cities and surrounding counties to resolve incompatibilities between local land use plans over the 20-year planning period.

- C. Waushara County will guide intensive new development requiring higher levels of municipal utilities and services to cities, villages, or rural hamlets with available services.
- D. Waushara County will encourage the preservation of cultural, historic, archaeological sites, and environmentally sensitive areas.
- E. Waushara County will encourage the protection of economically productive areas including farmland and forests.
- F. Waushara County will encourage the use of conservation neighborhood design for rural residential development in appropriate areas and where consistent with local community wishes. The County will also support other innovative approaches to land development where they achieve the goals of this plan.
- G. Waushara County will update codes, ordinances, and programs as necessary to implement recommendations contained in this plan.

#### **8.4 Opportunities for Redevelopment**

Generally speaking, opportunities for redevelopment within the county include promoting the stabilization of the economic base. This focuses primarily on agricultural production activities, but also includes retaining current industry of all types. Current efforts are focusing on modernization and evaluating the potential for developing component manufacturing opportunities throughout the county. From a land use perspective, a majority of these manufacturing opportunities are likely to occur in established industrial parks or along designated industrial development areas primarily located along highway corridors where direct access allows easy transportation of materials and finished products.

To a lesser extent, the redevelopment, or reclamation, or nonmetallic mineral operations in the rural areas of the county provides an opportunity for local renewal. Redevelopment of downtown areas in incorporated communities is also an opportunity to provide residents and visitors local shopping venues and may promote destination-based tourism.

#### **8.5 Existing or Potential Land Use Conflicts**

Existing or potential land use conflicts between municipalities, sanitary districts, school districts, and county or state agencies can be greatly reduced through regular communication and coordination. Areas where land use conflicts are likely to necessitate coordination in Waushara County are described below.

- a. Commercial or industrial land uses can provide conflicts with residential or agricultural uses due to increased automobile and truck traffic, building size, lighting requirements, and use of impervious materials. Key issues may include compatibility with adjacent land uses, minimizing environmental impacts, and utilization of existing infrastructure. Most communities in Waushara County concentrate commercial and industrial uses in areas where public utilities, such as sewer and water, are available.
- b. Concentrated Animal Feeding Operations (CAFOs) can be a land use conflict due to concerns about economics, air and water quality, community quality of life, and politics. Because regulation of these enterprises occurs at the state level, it can be difficult for communities to plan for appropriate land uses to protect against potential land use conflicts.
- c. Residential development that occurs in areas that were traditionally farmed can cause conflicts between farmers still managing working lands, and new owners who are not accustomed to the sounds and smells of agricultural activity. Most towns in Waushara County allow for residential

development to occur in rural areas though local decision makers try to maintain contiguous tracts of working lands where possible.

- d. Extraterritorial controls exercised by incorporated communities can conflict with land use plans developed by unincorporated communities where extraterritorial controls apply. Though few towns are currently affected by extraterritorial controls, every incorporated community is statutorily allowed to enable extraterritorial controls. When this occurs, every effort should be made to set up a committee of affected municipalities and establish a boundary agreement to allow for appropriate growth and planning within the extraterritorial area.
- e. Uncontrolled growth can have a significant impact on neighboring land uses and communities and conflicts may arise as a result of new traffic, noise, or environmental impacts. Communities, such as Warren, that do not have zoning controls, have the potential to create land use conflicts with neighboring communities.
- f. The management of DNR controlled lands has been a conflict for some communities in the county. Existing conflicts include the harvesting DNR forests in developed areas which can worry neighboring landowners about property values and environmental impacts. Public purchase of land is also a concern (reduces taxable area).

## **8.6 Land Use Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations to guide the future development and redevelopment of public and private property throughout Waushara County. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the desired outcome. Recommendations have been developed to enable local municipalities to implement local comprehensive planning initiatives, and for the county to develop regulations and programs necessary to provide effective assistance.

### **Goal 8.1: Provide adequate programs and regulations for managing and coordinating development.**

#### Objectives

- a. Base land use decisions on adopted plans for future development.
- b. Locate more intensive land uses and development in areas that are contiguous to existing developed areas and/or areas with adequate infrastructure and services.
- c. Balance individual property rights with the desires of the County as a whole.
- d. Work with and encourage adjacent municipalities to work together to coordinate development along shared borders.
- e. Develop neighborhood / sub area plans for designated development areas.
- f. Measure the fiscal impact of development.

#### Recommendations

8.1.1 Continue to routinely update the zoning and subdivision regulations to ensure they support the goals and objectives outlined in the county and local comprehensive plans.

8.1.2 Continue to work cooperatively with municipalities to eliminate conflicts between county and local development regulations.

8.1.3 Encourage coordination between local, county, and state agencies on all matters concerning growth, development, reclamation, or naturalization of property.

8.1.4 Encourage municipalities that have identified “growth areas” to supplement their comprehensive plans with more detailed “neighborhood” or “sub area” plans. Municipalities should consider such plans for planned development areas greater than 40 acres. This is especially important for areas adjacent



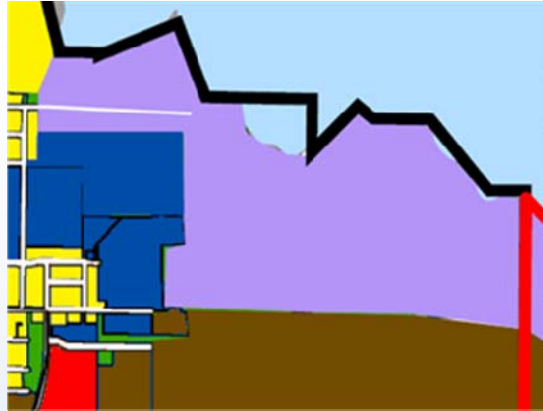
to sensitive environmental features, highway interchanges, or development areas adjacent to existing neighborhoods. These plans should include recommendations on street patterns, soils, drainage, design guidelines, and other information deemed appropriate by local officials. Plan maps should indicate the relationship of the site to surrounding features, including transportation corridors, bike/pedestrian trails, public facilities, railroads, wetlands, floodplains, steep slopes, viewsheds, historic sites, and adjacent and surrounding land uses.

Such plans should also include a public involvement process to ensure community support. Such plans shall be adopted as part of the local comprehensive plan to ease in the implementation of development in planned areas. Local comprehensive plans should indicate development areas in which such studies should occur.

8.1.5 Encourage municipalities to promote the use of fiscal impact analyses as part of development submissions. While new development will bring new tax revenues to communities, it will also create municipal costs to serve the development. The ratio of service costs to tax revenue is one key factor in determining the overall fiscal impact of development. Communities across Wisconsin are increasingly reviewing fiscal impact as part of the approval process for new developments. This is increasingly common for new commercial, industrial, and mixed use projects. To implement, codes such as zoning, land division, or other ordinances (e.g. "Big Box" Ordinances) should include provisions requiring such a fiscal or economic impact study be submitted. Upon being approved as part of the development review process, developers should be required to either prepare or fund an independent fiscal or economic impact study per the municipality's requirements.

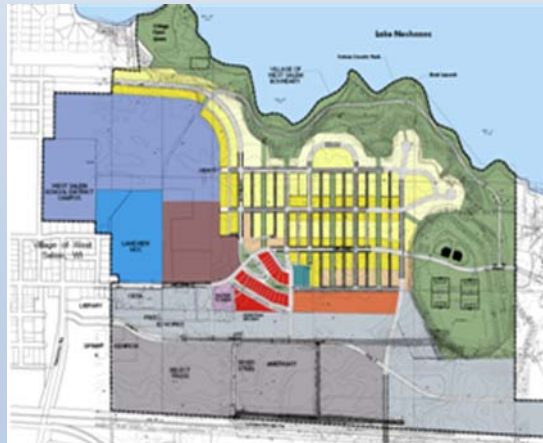
8.1.6 Continue to coordinate with local communities to determine preferred requirements for the operation of nonmetallic mining operations. Currently, the county may impose a variety of requirements such as exact hours of operation, clean-up of debris tracked onto roadways, and fencing, but these are conditions for approval and vary on a case-by-case basis.

Neighborhood Plans



(Above) Future land uses for a portion of a community are shown on a future land use map. It does not show design elements for projected uses.

(Below) A neighborhood plan showing land use, street network, and other connections provide more detailed development guidelines for targeted development areas.



**Goal 8.2: Preserve rural character by controlling density and design characteristics.**Objectives

- a. Allow municipalities to determine appropriate lot sizes and densities that reflect the County's and local municipality's concept of rural character and minimizes fragmentation of natural areas and active farms.
- b. Where appropriate, encourage conservation subdivision design principals.
- c. Preserve rural viewshed corridors along highways.

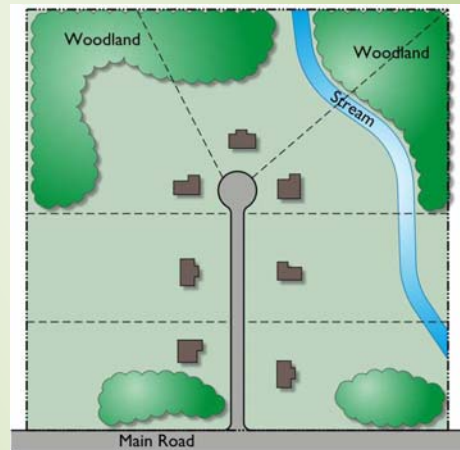
Recommendations

8.2.1 Continue to work with county-zoned municipalities to determine appropriate minimum lot size requirements.

8.2.2 Where municipalities are considering residential subdivision development, encourage the utilization of conservation subdivision design standards. Sec. 42-87 of the County's subdivision regulations allow dwelling units to be grouped on lots below the minimum size required through zoning if certain conditions are met. Local communities that would like to develop a local ordinance to control subdivision design using conservation principals should consider the following requirements in addition to county requirements.

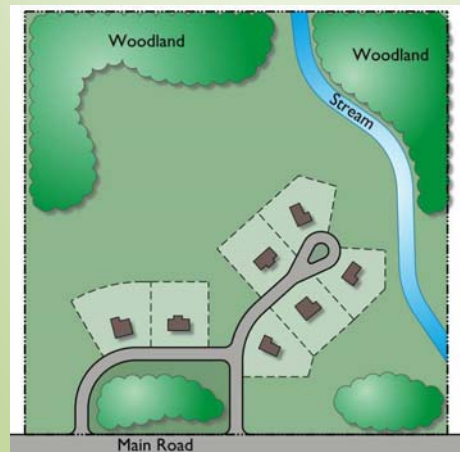
- i. "Hide" development from main roads through natural vegetation & topography.
- ii. Provide vegetative buffers between building sites and sensitive environmental areas.
- iii. Preserve mature trees, vegetation, and other attributes that relate to the site's historical or natural character.
- iv. Prohibit or limit the placement of homes and buildings on exposed bluffs or ridge lines.
- v. Create an interconnected network of streets and trails with connections to the larger community.
- vi. Integrate natural resources into the subdivision design as aesthetic and conservation landscape elements.
- vii. Restore degraded environmental areas within the subdivisions, such as streams and wetlands.
- viii. Encourage Best Management Practices (BMPs) for stormwater management, as opposed to conventional engineering strategies. Typical BMPs include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and

Conservation Subdivisions



(Above) Conventional rural subdivision divides the entire area into seven individual lots.

(Below) Conservation-based development pattern divides the same area into seven smaller lots with a large shared-area.



- maximum impervious surface ratios for development sites.
- ix. Provide wide areas for public access to parks and common open spaces.
- x. Maximize preservation of common open space in the neighborhood through public dedication and/or private management of open space.

8.2.3 Encourage local communities to develop design standards for highway commercial clusters that will control unlimited highway access points and discourage the proliferation of strip-styled commercial development. Although the highways and interstates are subject to general state and federal controls, these controls do not regulate the quality of development. Local and County guidelines are necessary to help ensure aesthetic and character concerns. Design guidelines can be implemented through local plans, intergovernmental agreements, and formal zoning “overlay districts” made specific to design corridors.

8.2.4 Continue to utilize and revise current sign standards (Section 58, Article V. Division 2).

**Goal 8.3: Make areas that are planned for development attractive to developers.**

Objectives

- a. Provide conditions for expedited approval.
- b. Offer incentives to make planned areas more attractive for development.
- c. Provide greater flexibility within the zoning code.

Recommendations

8.3.1 Work with municipalities to determine conditions for an expedited approval process in key growth areas. Conditions may include performance standards that exceed adopted regulations concerning traffic impacts, density, noise, light, and setbacks or stabilization of key environmental features on the site. Expedited review is also appropriate for developments that have already been master-planned as part of a public land planning activity. Examples include implementation of a site master plan developed in an open process in coordination with area landowners and municipalities.

8.3.2 Increase the flexibility of zoning regulations for developments that complement existing uses or add value to a developing area. This can be accomplished by developing an overlay district (which can be applied in certain zoning districts) where a set of criteria are established that if satisfied support a variety of development types. Approval of development within the overlay zone will be based on achieving objectives, not satisfying zoning standards.

**Goal 8.4: Preserve working lands and natural areas.**

Objectives

- a. Discourage non-farm development in identified prime farming areas and minimize fragmentation of large blocks of prime farmland.
- b. Minimize conflicts and incompatibilities between agricultural and non-agricultural land uses.
- c. Protect environmentally significant properties.
- d. Enforce regulations established to enhance community aesthetics.

Recommendations

8.4.1 Update the existing Waushara County Farmland Preservation Plan (1981) by January 1, 2013. Ensure consistency between this comprehensive plan the updated farmland preservation plan.

8.4.2 Continue to monitor compliance with soil conservation standards of the Land and Water Resource Management Plan (2005.)

8.4.3 Work with local communities to identify environmentally sensitive sites and use zoning overlay districts, such as the Groundwater Protection Overlay District (GWPOD), to protect them from development. Encourage municipalities to delineate these areas in their comprehensive plans.

8.4.4 Continue to prohibit new keyhole/pyramid development around lakes where one shoreline lot serves as an access point for several backlots which do not abut the water.

8.4.5 Coordinate with municipalities to enforce code violations. Local reporting of code violations can assist the county in the enforcing ordinances meant to protect health and well-being of area residents.

8.4.6 Work with local communities to determine stricter requirements for limiting the removal of shoreline vegetation.

## 8.7 Land Use Projections

Wisconsin statutes require comprehensive plans to include twenty-year projections for residential, commercial, industrial, and agricultural uses by five-year increment. Population projections indicate Waushara is expected to increase to 26,667 people by 2030. A summary of future land use projections developed by East Central Wisconsin Regional Planning Commission is provided below.

Based on Census and WI Department of Revenue information, there are approximately 14,655 single/two-family residential units in the County that occupied approximately 13,470 acres. It was assumed that about 20 percent of new single family dwelling units would be located within incorporated communities on lot sizes of a minimum of 12,000 SF. The remainder of the new single family dwelling units would constructed in towns. Therefore future single family residential land use was calculated utilizing 20 percent of the new dwellings on a minimum lot size of 12,000 SF and 80 percent on a minimum lot size of one acre (Table 8.2, high density residential); and 20 percent of new dwelling on a minimum lot size of 12,000 SF and 80 percent on a minimum lot size of five acres (Table 8.3, low density residential). **These calculations indicate Waushara County is likely to experience an increase of between 2,858 to 13,556 acres of new single family residential growth by 2030, depending on density.** Multi-family residential is anticipated to grow by 31.3 acres by 2030.

The ratio of existing population to non-residential land uses was used to project and anticipated **238 acres of commercial and 164 acres of industrial by 2030.** This assumes a 15 percent infrastructure and 20 percent market factor.

Future agricultural land use was calculated based on the assumption that the majority of future development would occur in areas that are currently wooded or farmed. Existing land use indicates that if these two land use categories are compared, about 61 percent would be wooded and 39 percent would be in agricultural uses. Based on these assumptions, **approximately 1,283 to 5,455 acres of agricultural land would be converted to other uses by 2030.**

**Table 8.2: Future Land Use based on High Residential Density (Min. 1-acre lots)**

| Land Use     | 2008 Acres | 2010 Acres | 2015 Acres | 2020 Acres | 2025 Acres | 2030 Acres | Change in Acres | % Change |
|--------------|------------|------------|------------|------------|------------|------------|-----------------|----------|
| Residential* | 13,566     | 13,827     | 14,484     | 15,142     | 15,798     | 16,455     | 2,889           | 21%      |
| Commercial   | 813        | 835        | 889        | 943        | 997        | 1,051      | 238             | 29%      |
| Industrial   | 560        | 575        | 612        | 649        | 687        | 724        | 164             | 29%      |
| Agricultural | 118,697    | 118,580    | 118,289    | 117,997    | 117,705    | 117,414    | (1,283)         | 0%       |

Sources: ECWRPC 2001 land use, household projections. US Census 2000. DOA. SAA.

\*Includes all residential uses

**Table 8.3: Future Land Use based on Mid Residential Density (Min. 5-acre lots)**

| Land Use     | 2008 Acres | 2010 Acres | 2015 Acres | 2020 Acres | 2025 Acres | 2030 Acres | Change in Acres | % Change |
|--------------|------------|------------|------------|------------|------------|------------|-----------------|----------|
| Residential* | 13,566     | 14,800     | 17,888     | 20,977     | 24,065     | 27,152     | 13,587          | 100%     |
| Commercial   | 813        | 835        | 889        | 943        | 997        | 1,051      | 238             | 29%      |
| Industrial   | 560        | 575        | 612        | 649        | 687        | 724        | 164             | 29%      |
| Agricultural | 118,697    | 118,201    | 116,961    | 115,721    | 114,482    | 113,242    | (5,455)         | 0%       |

Sources: ECWRPC 2001 land use, household projections. US Census 2000. DOA. SAA.

\*Includes all residential uses

## 8.8 Future Land Use Districts and Map

This section describes the future land use districts utilized on the Future Land Use Map (Exhibit 8-3) and describes the intent and placement of these districts.

### Future Land Use Districts

There is a direct relationship between the local and county plans. To accommodate minor differences in classification among local jurisdictional plans within Waushara County, broad categories were developed to “collapse” similar uses. The intent is that the broad County plan will generally depict the planned growth pattern, while local plans will dictate more specifically the type, amount, and intensity of allowable development.

The following section describes the future land use categories utilized on the Future Land Use Map (Exhibit 8-3). Each category of land use contains an overall purpose statement that describes the intent of each district followed by typical applications of the district in local communities. Categories may be implemented through multiple zoning districts. Subcategories are not exhaustive as municipalities may utilize additional land use categories.

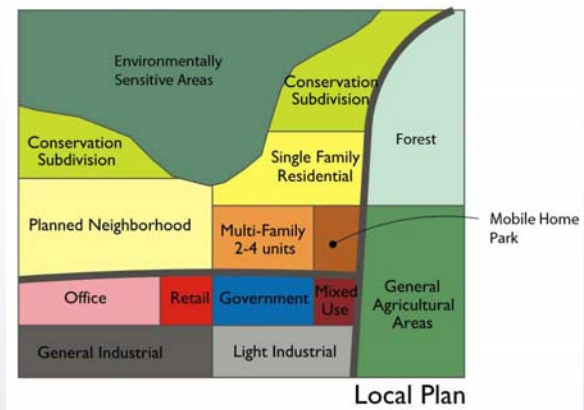
**8.8.1 Agricultural/Natural:** the agricultural/natural district is established for areas in which agricultural and certain compatible low intensity uses are encouraged as the principal uses of land. It also includes natural areas that have not been disturbed.

- Agricultural-Residential: permitted uses may include general farm operations, single-family dwelling units, and home-based businesses.
- Atrazine Prohibition Areas: the Department of Agriculture, Trade and Consumer Protection (DATCP) has placed a prohibition in these areas where atrazine or weed control products that contain atrazine cannot be used. The prohibition is based on groundwater testing.
- Forests: areas reserved for the continuation of forestry practices and related uses such as recreation.
- General Agriculture: areas reserved primarily for large scale agricultural uses related to the growing of crops and raising of livestock.
- Truck, tractor, automobile and implement dealers or other repair and service centers for vehicles or machinery.

**8.8.2 Residential:** the residential district includes land uses where the predominant use is housing. This includes large-lot residential development as well as more compact residential lots and mobile home parks. Compatibility with surrounding land uses is especially important in relation to this district since the sanctity of family-life in this area must be preserved to maintain an acceptable quality of life standard and to maintain property values. Local residential districts may include:

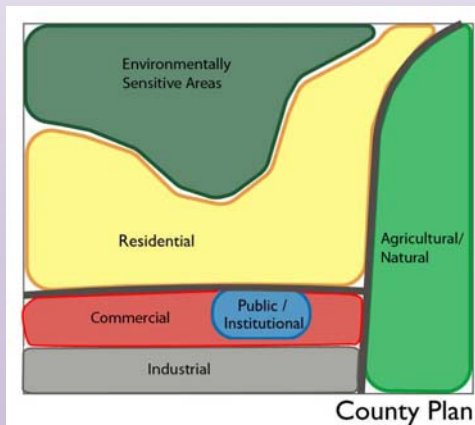
- a. **Single Family Residential:** areas reserved for development of single family residential structures and neighborhood facilities and institutions. Includes both urban and rural development densities. Also includes home-based businesses.
- b. **Multi-Family Residential:** areas established to accommodate multiple-family dwellings at an urban density. Generally speaking, these developments occur in areas serviced by sanitary sewer systems.
- c. **Planned Development:** areas where residential structures are developed as a planned neighborhood. These developments encourage preservation of natural features and open space.
- d. **Mobile Home Parks:** areas where manufactured homes are placed in close proximity on a single lot to form a dense neighborhood. In rural areas manufactured homes are conditional uses.
- e. **Residential Growth Area:** these areas exist in several unincorporated areas where the intent is to promote single-family development.

Collapsing Future Land Use Districts



(Top) Municipal future land use maps may include a variety of specific land use categories (e.g. Single Family, Multi-Family, Planned Neighborhood, etc)

(Below) County future land use map collapses categories into general districts (e.g. Residential)



**8.8.3 Commercial:** the commercial district includes areas dedicated to the sale of goods or merchandise and office developments. These areas are primarily located in incorporated communities or along major arterials in rural areas. Local commercial districts may include:

- a. **Commercial – Retail:** this district includes areas dedicated to the sale of goods or merchandise for personal or household consumption. Structures include neighborhood stores, or designated shopping districts such as a downtown area. Commercial districts may also include malls or areas of intensive transportation access, such as interchange areas off highways and interstates.

- b. Office: areas where buildings are constructed to provide a workplace for primarily administrative and managerial workers. These areas generally require municipal utilities and modern technologies (such as high-speed internet.)
- c. Mixed Use: these areas may include more than one type of use in a building or set of buildings. These areas will be primarily located in or near incorporated communities or unincorporated villages (hamlets) such as Saxeville, Pine River, Spring Lake, Auroraville, Mount Morris, Richford, Tustin, Dakota, West Bloomfield, Poy Sippi, and Borth. Mixed uses are also anticipated along STHs 21/73 west side of Wautoma in unincorporated areas or as otherwise identified by municipalities.
- d. Commercial Growth Area: areas located primarily along highway corridors where the primary use is anticipated to be commercial development.
- e. Commercial & Residential Growth Area: areas located near state highways or incorporated communities where the primary use is anticipated to be a mix of housing and commercial development.

8.8.4 Industrial: the industrial district is established in select areas to enable industrial activities when compatible with adjacent land uses. In most rural areas industrial uses primarily include quarries. Industrial uses are often located in areas where there is direct highway access. Local industrial areas may include:

- a. General Industrial: includes activities such as assembly plants, manufacturing plants, industrial machinery, shipping, and trucking.
- b. Light Industrial: this use is less intensive than general industrial uses. Products are more consumer-oriented and generally there is a lower environmental impact than general industry.

8.8.5 Public/Institutional: this district includes a range of public, social, and institutional uses. These uses are public or semi-public, and are generally tax exempt. Specific uses include schools, libraries, parks, municipal buildings, health care facilities, places of worship, and transportation right-of-way corridors or other public lands.

8.8.6 Environmental: these areas have environmental limitations that limit their use as developable property. This does not mean these areas are not developable, only that additional restrictions, such as shoreland zoning, may apply in these locations. Environmental areas may include:

- a. DNR Lands: these areas have been identified to delineate publicly-owned properties that are managed by the state and not available for private development.
- b. Resource Protection Areas: these areas include a 1000ft buffer from lakes and ponds, 300ft buffer from streams, 50ft buffer from wetland areas, and floodplains per county and state regulations.
- c. Atrazine Prohibition Areas: the Department of Agriculture, Trade and Consumer Protection (DATCP) has placed a prohibition in this area where atrazine or weed control products that contain atrazine cannot be used. The prohibition is based on groundwater testing.

### **Future Land Use Map**

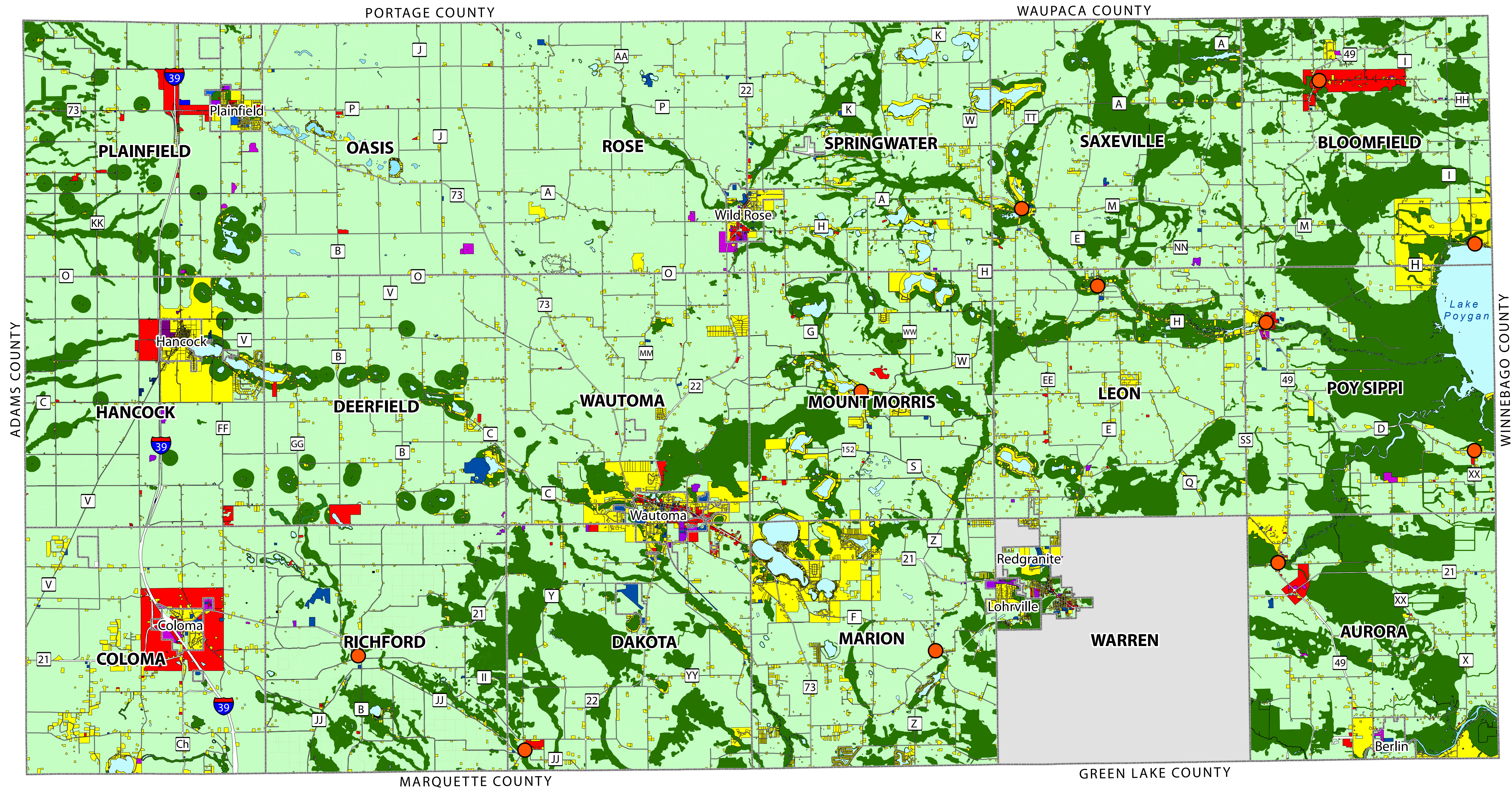
The Waushara County Future Land Use Map (Exhibit 8-3) shows all six general land use districts described in the previous section. The map identifies future residential uses near lake areas with major clusters north of Lake Poygan (town of Bloomfield), and surrounding the Silver Lake area (town of Marion). There are also significant residential uses shown surrounding the City of Wautoma.

Future commercial and industrial uses are scattered throughout the county. Major commercial nodes that show on the map include areas in the towns of Aurora and Bloomfield near STH 49. On the opposite side of the county major commercial clusters are also located along I-39 near Hancock and Plainfield.

Unincorporated villages (or hamlets) are identified as “mixed use” areas throughout the county. They offer a variety of uses, on a small-scale, and may be appropriate for a range of land uses based on existing uses and structures, moderately higher densities (than towns), and in certain cases, the availability of urban resources (such as sidewalks).

Environmentally sensitive areas are shown throughout the county, most of which follow local riverbeds and surround major bodies of water. The majority of the land use indicated countywide is “agricultural/natural areas” which include general agricultural operations, forests, and agricultural-residential lots.





### Legend

- |  |   |  |
|--|---|--|
| <span style="display: inline-block; width: 20px; height: 10px; background-color: yellow; border: 1px solid black;"></span> Residential           | <span style="display: inline-block; width: 20px; height: 10px; background-color: lightgreen; border: 1px solid black;"></span> Agricultural/Natural Areas     | <span style="display: inline-block; width: 20px; height: 10px; background-color: lightblue; border: 1px solid black;"></span> Water Features   |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: purple; border: 1px solid black;"></span> Industrial            | <span style="display: inline-block; width: 20px; height: 10px; background-color: darkgreen; border: 1px solid black;"></span> Environmentally Sensitive Areas | <span style="display: inline-block; width: 20px; height: 10px; background-color: grey; border: 1px solid black;"></span> Unplanned   |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: red; border: 1px solid black;"></span> Commercial/<br>Mixed-Use | <span style="display: inline-block; width: 20px; height: 10px; background-color: blue; border: 1px solid black;"></span> Public/Institutional                 | <span style="display: inline-block; width: 0; height: 0; border-left: 5px solid transparent; border-right: 5px solid transparent; border-bottom: 8px solid orange;"></span> Unincorporated Village/<br>Mixed Use |

The future land uses indicated on this map are a compilation of data received from the individual municipal Comprehensive Plans, and are based upon the best and most current information available at that time, and is adopted as part of this county Comprehensive Plan with the premise that it is impossible to predict future growth and changes in development pressures with complete accuracy. Therefore, Waushara County anticipates that requests for land use changes will be made for areas outside of the future land use areas depicted on this map, and reserves the right to review these requests on a case by case basis, applying the actions and commentaries contained within this plan when acting on these requests along with all newly available information at the time the request is made. This map will be reviewed and amended periodically to reflect these changes in full compliance with all applicable state and local requirements.





# 9 Implementation

## 9.1 Implementation Chapter Purpose and Contents

Wisconsin's comprehensive planning law (section 66.1001) requires the preparation of an Implementation Element as part of a nine-element comprehensive plan. The implementation plan needs to include:

*A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs (in the plan).*

This element includes a compilation of regulatory and non-regulatory measures to implement the objectives of this comprehensive plan. The chapter also includes the process for adopting, monitoring, and updating the comprehensive plan.

## 9.2 Citizen Participation Process

The main purpose of the public participation process was to make all citizens of Waushara County aware of the progress of the countywide comprehensive plan and to offer the public opportunities to make suggestions or comments during the process. The plan activities were designed to effectively and efficiently disseminate information and maximize the opportunity for citizen involvement and comment. Public information meetings provided the primary means for the public to openly discuss comprehensive planning issues with local decision makers, county staff, and the hired planning consultant. Formal public hearings were also conducted as part of the plan adoption process to allow public testimony to be made regarding the *Waushara County Comprehensive Plan (Vols. 1 and 2)*. During plan development, every effort was made to ensure that public meetings were held at one or more public locations central and convenient to all citizens of Waushara County.

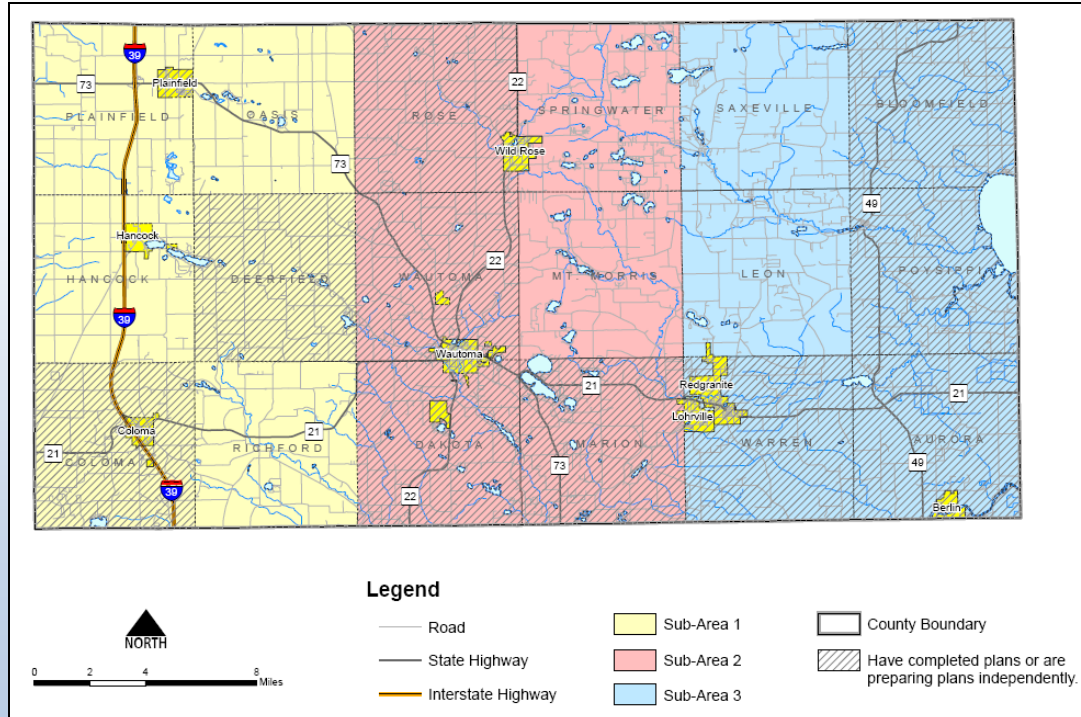
The following is a list of objectives for public participation that Waushara County sought to achieve throughout the development of the *Waushara County Comprehensive Plan*. These same objectives apply for implementation strategies.

- The public has opportunities to provide their input (both formally and informally) to the county, their local Land Use Committee (Plan Commission) and local governing body.
- The public has access to all technical information and any analyses performed throughout the planning process.
- Input is elicited through a variety of means (electronic, printed, and oral) in such a way that it may be carefully considered and responded to in a timely fashion.
- This process of public involvement strengthens the Waushara County sense of community.

### 9.2.1 Public Information Meetings

One major undertaking during this process was a series of sub-area meetings throughout the County. Local residents, interested parties, and non-committee members were encouraged to participate as equals and attend county public information meetings throughout the process. This was the primary public participation method for disseminating progress made on the countywide comprehensive plan. These meetings occurred at key benchmarks in the planning process with one meeting held in each sub area (See Figure 9-1). All meeting dates were listed on the Waushara County UW-Extension website and were announced in local media including press releases and public announcements.

Figure 9-1: Waushara County Sub-Areas



The planning process, and public information meetings (PIM), occurred over three phases. A summary of the events and outcomes at each PIM were posted to the website. General descriptions and outcomes from the public information meetings are listed below. (See Appendix B for complete summaries.)

#### PIM #1: September 29, 30 and October 1, 2008

Phase 1 began with a Public Information Meeting in each of the three sub areas. There were two major intentions for the meeting. The first was to convey information about the planning process. The second was to gather information from attendees that would be useful in developing the countywide plan. After a discussion about the planning process, participants discussed preliminary strengths, weaknesses, opportunities, and threats within the county.

#### PIM #2: March 23-25, 2009

At the mid-point of the process, a second Public Meeting Information meeting was held. The purpose of PIM #2 was to report progress on the countywide planning process and to provide a brief summary of completed planning elements. The meeting marked the mid-point of the process with six of the nine elements completed. Each meeting provided the public an opportunity to learn about existing conditions related to each plan element, hear about proposed actions, and to comment on plan content and direction. A presentation was given during the meeting, and followed with a public comment period. Note cards were provided for attendees to record comments. Draft plan elements and sample maps were also available for viewing and discussion.

#### PIM #3: August 31 – September 2, 2009

When all comprehensive plan elements were finalized, a third Public Information Meeting was held in each of the three sub areas. The purpose of PIM #3 was to report progress on the countywide planning

process and to provide an overview of the Waushara County Comprehensive Plan, in draft form, and to review land use maps and implementation schedules. Each meeting provided the public an opportunity to learn about the planning process, see the countywide future land use map and how it was developed, and provided an overview of the action plan containing each plan element. A presentation was given during the meeting, and followed with a public comment period. Note cards were provided for attendees to record comments. Draft plan elements and sample maps were also available for viewing and discussion.

### **9.2.2 Distribution of Draft Copies**

Drafts of the plan were available to the County Land Use Committee for review two weeks prior to each meeting. Drafts were also available electronically on the Waushara County UW-Extension website. Members of the public were encouraged to attend County Land Use Committee meetings where elements were reviewed. Extra copies of comprehensive planning elements were available at the County Land Use Committee meetings. Dissemination of draft and final documents were also distributed per the requirements of the comprehensive planning law.

### **9.2.3 Informational Presentations at Local Organizational Meetings**

UW-Extension was available to speak to local governments on the countywide planning process and other related issues. Members of local organizations and the public were encouraged to read the papers, look for updates on the UW-Extension Waushara County website, and look at draft copies of the plan to stay informed about the comprehensive planning process.

### **9.2.4 Plan Review**

Beyond citizen involvement, other stakeholder groups such as county boards and commissions, county staff, and other public or private entities were included in the development of recommendations to ensure implementation steps are realistic and practical.

The County Land Use Committee was the steering committee that led the development of the countywide plan. This committee included representatives from each municipality in Waushara County. The County Land Use Committee utilized objectives articulated in local plans to review the countywide document. Members of the public were encouraged to attend meetings of the County Land Use Committee. All meetings were noticed in accordance with county protocol.

## **9.3/9.4 Implementation Tools**

Implementation Tools include the rules, policies, and ordinances used to facilitate or control for a desired outcome. Examples include zoning ordinances and official maps, or the availability of certain incentives. Sections 9.3 and 9.4 describe regulatory and non-regulatory measures to control growth and provide effective community management.

## **9.3 Regulatory Measures**

The following regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. Municipal, county, or state authorities officially adopt these regulatory and land use control measures as ordinances or laws. Some of the implementation tools are meant solely for use by municipalities within Waushara County who may or may not choose to utilize these measures at their discretion with or without county assistance.

### **9.3.1 Zoning Ordinance**

Zoning is used to guide and control the use of land and structures on land. In addition, zoning establishes detailed regulations concerning the areas of lots that may be developed, including setbacks and separation for structures, the density of the development, and the height and bulk of building and

other structures. The general purpose for zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

Chapter 58 of the Waushara County Code of Ordinances includes zoning standards adopted to provide reasonable standards for buildings and structures, to regulate and restrict lot coverage and population density, and to conserve the value of land and buildings in all of the unincorporated areas of the county.

The code includes districts for open space (O-S), agriculture (A), residential (R), commercial (C), and manufacturing (M). The code also includes a groundwater protection overlay district (GWPOD) to protect municipal water supplies.

Unique aspects of the current code include provisions for a cafeteria-style agricultural zoning district. The general agricultural zone (AG) allows municipalities to choose different minimum lot sizes (example: AG-5 equals five acres minimum acreage). The code also includes two planned residential development zones to enhance flexibility for development. The single-family zone (RS-P) allows planned development for single-family residential uses and requires a minimum 20 percent of the developable area to be dedicated as common open space. The multiple-family zone (RM-P) applies to denser multifamily developments allowing up to 20 dwelling units per buildable acre.

#### Actions:

Continue to routinely update the zoning regulations as necessary to ensure they support the goals and objectives outlined in the County and local comprehensive plans.

#### Commentary

The county should work with municipalities to determine conditions for an expedited approval process in key growth areas. Conditions may include performance standards that exceed adopted regulations concerning traffic impacts, density, noise, light, and setbacks or stabilization of key environmental features on the site. Expedited review is also appropriate for developments that have already been master-planned as part of a public land planning activity. Examples include implementation of a site master plan developed in an open process in coordination with area landowners and municipalities.

This incentive provides a faster method of development review if certain criteria are met (e.g. increased design standards or preservation of unique lands). The process does not circumvent formal review or public comment, but increases the speed with which development proposals are reviewed if developers agree to voluntarily forward a community goal or objective that would not otherwise be required. This may be appropriate in unincorporated areas that have identified “growth areas”. Criteria should be jointly developed by the county and participating unincorporated areas where the standards are meant to apply.

Sample language that has been applied in other counties include the following:

*Proposed development reviewed using the expedited review process shall comply with the following resource protection guidelines:*

- a. *The development is outside buffer zones for wetlands, streams, rivers, ponds, and lakes. This guideline shall not apply to lot line adjustments or development located inside road, utility or railroad rights-of-way or easements that have been previously disturbed and regularly maintained.*
- b. *The development is at least 1,000 feet from known sensitive wildlife areas or sites and known sensitive plants.*
- c. *The development does not disturb the ground or is inside road, utility or railroad rights-of-way or easements or other areas that have been previously disturbed and regularly maintained.*

### 9.3.2 Shoreland Zoning

Waushara County regulates shorelands and floodplains within its jurisdiction. The zoning code controls for water pollution, protects spawning grounds for fish and aquatic life, controls building sites including placement of structures and land uses, and preserves natural shore cover. The shoreland provisions of Chapter 58, Article VI are established to prevent the uncontrolled use of shorelands and pollution of the navigable waters of the county. Standards apply in all unincorporated areas of the county.

#### Actions:

- a. Continue to enforce current rules and regulations.
- b. Review updated state standards to ensure compliance.

#### Commentary

The Department of Natural Resources is updating shoreland development standards for unincorporated areas to improve lake and river protection, provide more flexibility for property owners, and streamline permitting. The current Waushara County regulations comply with revised standards. A general listing of revised state standards is provided below:

- a. Building setbacks and minimum lot sizes stay the same
  - i. Structures must be at least 75 feet from the ordinary high water mark.
  - ii. Minimum lot size would remain 10,000 square feet with 65 feet of frontage for lots served by sanitary sewers and 20,000 square feet and 100 feet of frontage for lots not served by sanitary sewers.
- b. Rules on legal nonconforming structures made clearer and more flexible - Legal nonconforming structures, those built before their counties adopted shoreland standards and now closer to the water than standards allow, could more easily be maintained and repaired. The proposal would:
  - i. Eliminate dollar limits on the maintenance and repair of legal nonconforming structures.
  - ii. Allow some expansion of buildings at least 35 feet from the water if the owner takes offsetting steps like restoring native plants or taking measures to reduce runoff.
  - iii. Set height restrictions for those portions of buildings within the first 75 feet from the water's edge.

### 9.3.3 Official Maps

An official map shows the location of areas where a municipality has identified future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for a future public facility or purpose. The municipality may refuse to issue a permit for any building or development on the designated parcel; however, the municipality has one year to purchase the property upon notice by the owner of the intended development.

#### Action:

Municipalities adopting an official map must record a certificate showing that the municipality has established an official map with the register of deeds at Waushara County.

### 9.3.4 Sign Regulations

Governments may adopt regulations, such as sign ordinances, to limit height and other dimensional characteristics of advertising and identification signs. The purpose of these regulations is to promote the well-being of the community by establishing standards that assure the provision of signs adequate to meet essential communication needs while safeguarding the rights of the people in the community to a safe, healthful and attractive environment.

The County has sign regulations (Chapter 58, Article V, Division 2) that specify types, sizes, locations, and prohibited characteristics.

Actions:

Continue to utilize and revise current standards.

Commentary:

The purposes of the sign regulations are to balance public and private interests in a manner that recognizes the importance of business advertising, through signs, by acknowledging that signs and their message must be visible and comprehensible in order to provide identification and thus assuring that the intended audience is able to find their way.

**9.3.5 Erosion/Stormwater Control Ordinances**

The purpose of stormwater or erosion control ordinances is to set forth stormwater requirements and criteria which will prevent and control water pollution, diminish the threats to public health, safety, welfare, and aquatic life due to runoff of stormwater from development or redevelopment. Adoption of local ordinances for stormwater do not pre-empt more stringent stormwater management requirements that may be imposed by WPDES Stormwater Permits issued by the Department of Natural Resources.

Generally speaking, erosion control plans are required to be submitted as part of land use regulation controls. For example, the Waushara County subdivision code (Chapter 42, Sec. 42-126) establishes erosion controls during construction activities. The County does not have separate erosion or stormwater control ordinances. However, county building and mechanical codes require erosion control plans as does the Department of Commerce for commercial building projects, and the WDNR for other projects over one acre in size.

Actions:

Sufficient controls are already in place to control for erosion and stormwater in unincorporated areas.

Commentary:

Best Management Practices (BMPs) are encouraged for stormwater management, as opposed to conventional engineering strategies. Typical BMPs include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.

**9.3.6 Building/Housing Codes**

The Uniform Dwelling Code (UDC) is the statewide building code for one- and two-family dwellings built since June 1, 1980. As of January 1, 2005, there is enforcement of the UDC in all Wisconsin municipalities. The UDC is primarily enforced by municipal or county building inspectors who must be state-certified. In lieu of local enforcement, municipalities have the option to have the state provide enforcement through state-certified inspection agencies for new homes. Permit requirements for alterations and additions will vary by municipality. Regardless of permit requirements, state statutes require compliance with the UDC rules by owners and builders even if there is no enforcement.

Waushara County has adopted building regulations (Chapter 8) that expand upon the UDC. The County provides inspection and plan examination of commercial buildings with certified commercial building inspectors. The County enforces Chapter 8 in all unincorporated communities (except Warren) and five villages (Coloma, Hancock, Lohrville, Plainfield, Redgranite).

Action:

Continue inspection activities on all one- and two-family dwellings, and commercial buildings/structures.



### 9.3.7 Mechanical Codes

In the State of Wisconsin, the 2000 International Mechanical Code (IMC) and 2000 International Energy Conservation Code (IECC) have been adopted with Wisconsin amendments for application to commercial buildings.

Action:

Waushara County requires that builders follow local and state building and mechanical codes.

### 9.3.8 Sanitary Codes

Sanitary codes, which are usually enforced at the county-level, provide local regulation for communities that do not have municipal sanitary service. These codes establish rules for the proper siting, design, installation, maintenance and management of private sewage systems and non-plumbing sanitation systems.

To meet 2008 changes in state legislation (Comm 83.255, Governmental inventory and maintenance program), the County will have to complete an inventory of existing septic systems by 2011. By 2013, all septic systems will need to be a part of a regular inspection program. Developments utilizing private sewage systems are required to obtain a permit and abide by regulations set forth in the Waushara County Private On-Site Wastewater Treatment Systems ordinance (Chapter 54).

Action:

- a. Continue to administer current permitting and approval process.
- b. Continue a septic maintenance program for compliance with Comm 83.255.

Commentary:

In September 2008, the State (Department of Commerce) modified the plumbing code to include a requirement that all counties develop and implement a POWTS program. At minimum, the counties are required to do the following:

1. Complete and maintain an inventory of all POWTS located in the county;
2. Notify owners and service providers of the required state septic system maintenance requirements;
3. Notify owners that are delinquent in submitting maintenance reports and enforce compliance;
4. Provide annual reports to the state summarizing the results of the maintenance program.

The state did not appropriate any funds to support this new code requirement and therefore, the counties are responsible to provide the funding for this program. Some counties are enacting fees established by their County Board of Supervisors to help the county recover most of the costs associated with operating this maintenance program.

### 9.3.9 Land Division/Subdivision Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed land division by setting forth reasonable regulations for public utilities, storm water drainage, lot sizes, road design, open space, and other improvements necessary to ensure that new development will be an asset to the community.

Waushara County has a subdivision ordinance (Chapter 42) to control design of new neighborhoods. Many communities discussed the importance of maintaining rural character and were receptive to the idea of conservation design principles. The County ordinance does not contain specific provisions for conservation subdivisions, though the “planned residential unit design” (Sec. 42-87) provides a similar function by allowing for the grouping of lots below the minimum size specified under the zoning classification for the property.

Actions:

- a. Continue to utilize the current ordinance.
- b. Encourage communities that would like to promote conservation subdivision design to enact a local ordinance.

Commentary:

- a. Where municipalities are considering residential subdivision development, encourage the utilization of conservation subdivision design standards. Sec. 42-87 of the County's subdivision regulations allow dwelling units to be grouped on lots below the minimum size required through zoning if certain conditions are met. Local communities that would like to develop a local ordinance to control subdivision design using conservation principals should consider the following requirements in addition to county requirements.
  - i. "Hide" development from main roads through natural vegetation & topography.
  - ii. Provide vegetative buffers between building sites and sensitive environmental areas.
  - iii. Preserve mature trees, vegetation, and other attributes that relate to the site's historical or natural character.
  - iv. Prohibit or limit the placement of homes and buildings on exposed bluffs or ridge lines.
  - v. Create an interconnected network of streets and trails with connections to the larger community.
  - vi. Integrate natural resources into the subdivision design as aesthetic and conservation landscape elements.
  - vii. Restore degraded environmental areas within the subdivisions, such as streams and wetlands.
  - viii. Encourage Best Management Practices (BMPs) for stormwater management, as opposed to conventional engineering strategies. Typical BMPs include overland transfer, natural landscaping to increase infiltration and reduce runoff, bio-infiltration systems, residential roof runoff directed to pervious yard areas, and maximum impervious surface ratios for development sites.
  - ix. Provide wide areas for public access to parks and common open spaces.
  - x. Maximize preservation of common open space in the neighborhood through public dedication and/or private management of open space.

**9.3.10 Site Plan Regulations**

Site plan regulations detail minimum regulations, provisions and requirements for development. The purpose of site plan regulations is to ensure development occurs consistent with municipal values. This tool can help preserve community character, sustain property values and the property tax base, and help realize the objectives of a comprehensive plan.

Waushara County controls siting of structures through subdivision and zoning ordinances. Zoning controls include lot size, height, yard and setback regulations. Subdivision controls require a series of design standards for streets, utility and drainage easements, setbacks, blocks, and lots.

Action:

- a. Utilize existing controls in the zoning and subdivision regulations until additional standards are desired.
- b. Encourage the development of local controls where additional regulation is desired; determine future need for additional county regulations.

Commentary

Some communities control placement of structures utilizing building site ordinances and site plan regulations. These are generally created to encourage sound, creative and innovative design and to ensure that land is used in a manner that is efficient, in harmony with neighboring property and the

environment, that promotes high standards in the design, layout, landscaping and construction of development, and is in accordance with the Comprehensive Plan.

Specific language that municipalities should consider for site plan regulations may include the following:

*A plan of the proposed site development at a scale of one inch equals fifty (50) feet or larger that includes the following elements:*

- 1. North arrow, scale and date.*
- 2. Proposed streets and easements.*
- 3. Location, types and size of vehicle entrances including fire lanes.*
- 4. All off-street parking, loading and stacking indicating surfacing, size and angle of stalls, width of aisles and the schedule of spaces to serve the proposed development.*
- 5. Location and layout of proposed structures including number of floors, floor area, height, gross density (building square footage per total acres) and net density (building square footage per net acres – total acres minus setback and required conservation area), setback and proposed use of each structure.*
- 6. Proposed grading matched to existing contours and supplemented by finished floor, building and spot elevations, where appropriate.*
- 7. Location, type and height of lighting, fencing, retaining walls and screen planting, where required, and signage.*
- 8. Drainage channels and their direction of flow and stormwater management facilities.*
- 9. Proposed utility connections and location, size and grade of sewer and water lines and plan and profile sheets.*
- 10. Refuse collection and removal areas and their screening from adjacent streets and properties.*

### **9.3.11 Historic Preservation / Design Review Ordinances**

Design guidelines are a set of standards that define general parameters to be followed in site and/or building design. Such standards do not prescribe architectural style or exact site layout. In many cases, design guidelines are used to preserve the historic or architectural character of an area. They may also be used to preserve important scenic corridors by requiring development to be integrated into the landscape.

Waushara County does not have a historic preservation ordinance. Some communities that would benefit from design review or historic preservation have adopted local regulations. The Village of Hancock, for example, has adopted local regulations to protect and enhance places with special character. Utilization of these ordinances is particularly important in some “Main Street” communities as historic structures fall into disrepair.

#### Action

Determine the need for increased design characteristics to be applied to non-residential development. The UDC is used to regulate one- and two-family structures and should not be included in these regulations.

#### Commentary

A variety of specific design guidelines are used across the State of Wisconsin. Some apply specifically to structures in historic districts while others concentrate on materials and composition of new structures throughout a community. Essential components of the regulations include determining where standards apply, then detailing specific elements that will be evaluated. Often, these include lighting, parking, ratio of impervious surfaces, screening, and building materials or architectural elements.

- a. Specific language that should be considered when developing design strategies may include the following:

*To successfully shape the County's future, piecemeal regulations must be replaced by overall strategies, guidelines and standards that maintain base values and promote connectivity. Design strategies have been developed to provide for the continuous evolution of urban and rural form consistent with the sense of knowing where one is, the enjoyment in moving through urban/rural environments and providing the opportunity to experience physical and visual variety and diversity throughout the County. Enhancing community edges, landmarks, districts, nodes and paths can strengthen the physical and visual experiences creating this composite image of Waushara County. Design strategies include:*

- a) Recognizing each community in the County as an identifiable and unique place*
- b) Defining corridors that, on the one hand link communities, but on the other create distinctive edges that separate and protect each community's qualities and character*
- c) Promoting interesting juxtapositions that contrast boundaries between distinctly different characteristics of existing neighborhoods*
- d) Identifying and protecting commonly used view points, view paths, natural panoramas and views of major community landmarks*
- e) Protecting, repairing, restoring and interconnecting natural watercourses and associated riparian habitat which serve as a unifying element*
- f) Planning and designing streets and thoroughfares which are visually integrated into the landscape by promoting a distinct sense of district, neighborhood and place*
- g) Preserving natural and built landmarks which create a special or unique community flavor*
- h) Protecting and preserving buildings, structures and established public places which are historically and culturally significant to local communities and County institutions*
- i) Planning and designing new neighborhoods in ways that make them visually distinctive / identifiable and please the senses*

*The Planning & Zoning Committee or the Board of Supervisors may consider variations to the design standards as part of their hearing process. Staff may modify design guidelines during the project review process if alternatives meet the intent or context of the adopted guidelines. However, changes to the guidelines will be noted as part of staff reports to the Hearing Officer, Planning & Zoning Committee or Board of Supervisors.*

- b. A historic preservation ordinance is a voluntary code established to protect, enhance, and perpetuate buildings of special character or the special historic or aesthetic interest of districts that represent a community's cultural, social, economic, political, and architectural history. The jurisdiction's governing body may create a landmarks commission to designate historic landmarks and establish historic districts.

In accordance with Wisconsin Statutes 101.121 and 44.44, a municipality (county, village, town or county) may request the State Historical Society of Wisconsin to certify a local historic preservation ordinance in order to establish a "certified municipal register of historic property" to qualify locally designated historic buildings for the Wisconsin Historic Building Code. The purpose of the Wisconsin Historic Building Code, which has been developed by the Department of Commerce, is to facilitate the preservation or restoration of designated historic buildings through the provision of alternative building standards. Owners of qualified historic buildings are permitted to elect to be subject to the Historic Building code in lieu of any other state or municipal building codes. Historic property is exempt from property tax under Sec. 70.11(34), Wis. Stats.

## **9.4 Non-regulatory Measures**

The following non-regulatory measures can be used to guide development and implement the recommendations of a comprehensive plan. These measures often exist as policies or as special incentives available to willing participants. For the purposes of this document, "non-regulatory

measures” are meant to encourage a particular practice, but not legislate it. Some of these tools are meant solely for use by municipalities within Waushara County who may or may not choose to utilize these measures at their discretion with or without county assistance.

#### **9.4.1 Capital Improvement Plan**

This is an ongoing financial planning program intended to help implement planning proposals. The program allows counties and local communities to plan for capital expenditures and minimize unplanned expenses. Capital improvements or expenditures are those projects that require the expenditure of public funds for the acquisition or construction of a needed physical facility.

A capital improvement plan lists proposed projects according to a schedule of priorities over a short time period. It identifies needed public improvements, estimates their costs, discusses means of financing them, and establishes priorities over a three-to-five year programming period. Improvements or acquisitions considered a capital improvement include:

- Public buildings (i.e. municipal buildings, fire and police stations)
- Park acquisition and development
- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Fire and EMS protection equipment

A capital improvement plan (CIP) or program is a method of financial planning for these types of improvements and scheduling the expenditures over a period of several years in order to maximize the use of public funds. Each year the capital improvement program should be extended one year to compensate for the previous year that was completed. This keeps the improvement program current and can be modified to the community’s changing needs.

##### *Preparation of a Capital Improvement Program*

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, various staff, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a comprehensive plan, a planning agency review of the proposed capital improvement program is desirable.

The County has not formalized a Capital Improvement Plan. All working budgets are established for approval by the County Board of Supervisors on an annual basis.

##### Action:

Utilize a multi-year system of funding allocation, such as capital improvement plan, to ensure adequate funding and programming for needed upgrades and repair of capital improvements.

#### **9.4.2 Cooperative Boundary Agreements**

These agreements attempt to facilitate problem solving through citizen involvement, negotiation, mediation, and other cooperative methods. Generally, boundary agreements help both an incorporated community and an unincorporated community forecast future lands for annexation so that infrastructure needs can be forecast and funded. They can also ease contentious relationships.

##### Action:

Waushara County can provide technical assistance to communities interested in developing a cooperative boundary agreement per the direction given by the Planning & Zoning Committee upon

formal request. This assistance may include providing maps or other assistance for the unincorporated area. Any cooperative agreement developed as a result of actions between two municipalities is purely between these entities. Waushara County will not be an arbitrator for these agreements.

Commentary:

Communities involved in the boundary agreement process must submit copies of the draft plan to the county zoning/planning authority and regional planning organization for their comments before they can be formalized. The county will also receive authorizing resolutions from the municipalities involved and should review the proposed boundaries against the adopted Waushara County Future Land Use Map (Exhibit 8-3).

#### **9.4.3 Comprehensive Outdoor Recreation Plan (CORP)**

The Wisconsin Department of Natural Resources (WDNR) requires the preparation of a comprehensive outdoor recreation plan to obtain grants for outdoor recreation projects. These grants can be used for a variety of projects including land acquisition, facilities development, and resource protection and restoration.

The Waushara County Comprehensive Outdoor Recreation 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.

Actions:

- a. Continue to implement and fund objectives identified in the 2006 plan.
- b. Update the document in 2011 to ensure compliance with state standards. Consider recommending expanding facilities development of linear trail systems to increase recreation and transportation options for non-motorized uses.

#### **9.4.4 Farmland Preservation Plan**

The Working Lands Initiative (adopted June 2009) requires counties to adopt a farmland preservation plan. The plan must fulfill several requirements defined in the budget, including incorporating the farmland preservation plan in the comprehensive plan. This includes ensuring consistency between the farmland preservation plan and the comprehensive plan. The County currently has a Farmland Preservation Plan (1981).

Action:

Update the existing Waushara County Farmland Preservation Plan by January 1, 2013 and apply for grants through DATCP to offset the cost of preparing this plan.

#### **9.4.5 Countywide Lake Management Plan**

Waushara County received a lake protection/classification grant under NR 191 to develop a countywide lake management plan. Outcomes of the plan are anticipated to be unique lake plans for each lake group, a countywide comprehensive lake management planning guide, a master listing of lakes with management plans, and other updates and revisions to current codes and documents to manage area lakes.

Action:

The Waushara County Land Conservation & Zoning Department should work with area agencies including UW-Extension and UW-Steven's Point to develop a comprehensive countywide lake management plan.

#### 9.4.6 Non-Regulatory Conservation Programs

Conservation of Waushara County's agricultural, natural, cultural, and energy resources is a primary focus within several elements of this comprehensive plan. Some of these non-regulatory implementation tools include new approaches for the management of land, resources, and utilities. The following tools are listed to explain and inform future decision making.

**Purchase of Development Rights or Conservation Easements:** A purchase of development rights (PDR) program is a voluntary preservation program whereby a landowner voluntarily sells or donates his or her rights to develop a parcel of land to a public agency or charitable organization charged with the preservation of farmland or natural areas. The landowner retains all other ownership rights attached to the land, and a conservation easement is placed on the land and recorded in the title. The buyer (often a local unit of government) essentially purchases the right to develop the land and retires that right permanently, thereby assuring that development will not occur on that particular property. In placing such an easement on their farmland or natural area, participating landowners often take the proceeds from the sale of the development rights to invest in their farming operations or retire from the business, allowing another farmer or other user to purchase the land at lower rates devoid of development rights.

**Transfer of Development Rights:** A transfer of development rights (TDR) program is a technique involving the designation of development (receiving) zones and protected (sending) zones for guiding growth away from sensitive resources and toward controlled development centers. This is accomplished by transferring the development rights from one area to another via local law authorization such as a deed restriction or easement.

**Wisconsin Focus on Energy:** Focus on Energy is a public-private partnership offering energy information and services to residential, business and industrial customers throughout Wisconsin. These services are delivered by a group of firms contracted by the Wisconsin Department of Administration's Division of Energy.

Focus on Energy offers several grant programs to support the development of renewable energy. The following types of grants are currently available:

- a) Site Assessments
- b) Feasibility Study Grants
- c) Implementation Grants
  - Solar Hot Water
  - Wind Electric
  - Biomass Combustion
  - Farm Anaerobic Digester

Action:

Explore these and other conservation programs as funding, demand, and priorities change over time.

### 9.5 Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine elements will be integrated and made consistent with the other elements of the plan. Since the Waushara County completed all planning elements simultaneously, no known inconsistencies exist.

This Comprehensive Plan references previous planning efforts, and details future planning needs. To keep consistency with the Comprehensive Plan, the County should incorporate existing plans as components to the Comprehensive Plan, and adopt all future plans as detailed elements of this Plan.

## 9.6 Plan Adoption, Monitoring, Amendments and Update

### 9.6.1 Plan Adoption

In order to implement this plan it must be formally adopted by ordinance. This action formalizes the plan document as a frame of reference for general development decisions over the next 20 years. Once formally adopted, the plan becomes a tool for communicating the community's land use policy and for coordinating legislative decisions. Specific details for adopting a comprehensive plan can be found in Wisconsin Statutes 66.1001 Section 4. A generalized process is outlined below.

- a. Adopt a Public Participation Plan.
- b. Plan Commission must recommend (with official Resolution by majority vote) the Plan to the governing body (County/County Board, City Council). Notice this meeting the same as any other Plan Commission meeting.
- c. After Plan Commission approval, mail draft Plan copies to statutory list (RPC, County, DOA, adjacent governmental units, local library).
- d. Publish Class 1 Notice at least 30-days prior to Public Hearing. *Jurisdictions that contain nonmetallic mineral extraction operations must mail written notice of the Public Hearing to the operator of the nonmetallic mineral extraction site. 66.1001 (4)(e)*
- e. Approval by Board/Council (with Ordinance by majority vote of members elect) after Public Hearing. *The Public Hearing may take place at the regular Board/Council meeting, or be held separately on a different date.*
- f. Mail final Plan copies to statutory list (c.).

### 9.6.2 Plan Use and Evaluation

Waushara County will base all of its land use decisions against this plan's goals, objectives, policies, and recommendations including decisions on private development proposals, public investments, regulations, incentives, and other actions.

Although this plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the County. As such, the goals, objectives, and actions should be monitored on a regular basis to maintain concurrence with changing conditions.

The plan should be evaluated at least every 5 years, and updated at least every 10 years. Members of the County Board of Supervisors, Planning & Zoning Committee, Land & Water Education Committee, and any other decision-making body that may be affected by the policies of this plan should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to implement the plan's vision, its goals and objectives.

### 9.6.3 Plan Amendments

The Waushara County Comprehensive Plan may be amended at any time by the County Board following the same process to amend the plan as it originally followed when it was initially adopted regardless of how minor the amendment or change is.

To keep current with municipal actions, Waushara County will update the Waushara County Future Land Use Map (Exhibit 8-3) annually, or as needed. Municipalities amending or updating their local comprehensive plan should inform the county about these decisions and submit appropriate documentation to ensure consistency between the local and county plans. The following criteria will be considered before amending the Waushara County Future Land Use Map:

- a. The change is consistent with the goals and objectives or other elements of the county and local comprehensive plan.
- b. The change does not create an adverse impact on public facilities and services that cannot be mitigated. Public facilities and services include roads, sewers, water supply, drainage, schools, police, fire and parks.



- c. Development resulting from the change does not create an undue impact on surrounding properties. Such development should be consistent with the physical character of the surrounding neighborhood or would upgrade and improve its viability.
- d. The change allows a more viable transition to the planned uses on adjacent properties than the current land use.
- e. The change does not have a significant adverse impact on the natural environment including trees, slopes and groundwater, or the impact could be mitigated by improvements on the site or in the same vicinity.
- f. The change corrects an error made in the original plan.
- g. There is a community or regional need identified in the comprehensive plan for the proposed land use or service.
- h. The change helps the County implement its overall goals.
- i. The change does not adversely impact any historical or culturally significant structures or properties unless mitigated through relocation, commemoration or dedication.
- j. The amendment is in compliance with Wisconsin state laws.

Additional amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity.

The Waushara County Land Use Committee (assembled through UW-Extension Waushara County) should reconvene annually, or as needed after the initial adoption of the *Waushara County Comprehensive Plan* to review the comprehensive plan and suggest any amendments to the Waushara County Board. The meeting should be set after unincorporated communities have had their annual meeting and have had the opportunity to review their local comprehensive plans. Review of the countywide plan should include the following steps:

1. Solicit recommendations for amendments from the general public, using procedures described in the *Public Participation Plan*;
2. Review annual reports on the comprehensive plan, generated when updates to the Future Land Use Map are made;
3. Review goals and objectives to ensure they are still relevant and reflect current community desires;
4. Review policies, programs, and implementation strategies to eliminate completed tasks and identify new approaches if appropriate;
5. Update Action Plan, as needed.

#### **9.6.4 Plan Update**

According to the State Comprehensive Planning Law this Plan must be updated at least once every ten years. If the evaluation and amendment process outlined above takes place, it is likely these periodic amendments will keep the plan current.

#### **9.6.5 Enactment and Severability**

Upon enactment of this plan, all zoning recommendations and subdivision regulation decisions shall be consistent with this plan. The provisions of this plan shall be deemed severable, and it is expressly declared that the County Board would have passed the other provisions of this plan irrespective of whether or not one or more provisions may be declared invalid. If any provision of this plan or the application thereof to any person or circumstances is held invalid, the remainder of the plan and the application of such provisions to other persons or circumstances shall not be affected thereby.

### 9.7 Ten-Year Action Plan

This 10-Year Action Plan provides a summary list and work schedule of short-term actions that the County may complete as part of the implementation of the Comprehensive Plan. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Waushara, County Committees, County staff, and local/state agencies. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the County.

Table 9.1 includes an action identified for a specific element of the plan followed by columns identifying who is involved in implementing the action, when the action may be completed, and a reference for where in the plan document (Elements 1-9) the specific action is discussed in more detail.

| <b>Table 9.1: Action Plan</b>   |   |                 |                  |
|---|---|-----------------|------------------|
| <b>Action</b>   | <b>Who is involved?</b>   | <b>Schedule</b> | <b>Reference</b> |
| <b>Housing</b>  |   |                 |                  |
| Encourage development of a variety of housing types to meet the needs of all age groups, income levels, special needs populations, and cultural heritages | CAP Services, UWEX, UMOS, WHEDA, Waushara County Health Dept, Waushara County Dept. of Human Services | Ongoing         | Goal 2.1         |
| <b>Transportation</b>   |   |                 |                  |
| Explore opportunities for financial assistance to homeowners with properties in need of building code compliance and construction updating                | Waushara County Health Dept, CAP Services, USDA   | Ongoing         | 2.2.4            |
| Encourage incorporated communities to provide incentives for senior housing   | Waushara County Economic Development Corporation, CAP Services  | 2010            | 2.1.3            |
| Continue or increase services and infrastructure projects to support growth in the air industry   | Wautoma Municipal Airport, Waushara County Board  | Ongoing         | Goal 3.1         |
| Preserve local access to the state highway system   | WisDOT, Waushara County Highway Dept., Waushara County Board  | Ongoing         | Goal 3.2         |
| Install a park and ride lot near the STH 21 and STH 49 intersection and along the I-39 corridor   | WisDOT, Waushara County Highway Dept.   | Ongoing         | 3.3.6            |
| Encourage all levels of government to utilize a formal capital improvements program (CIP)   | Waushara County Board   | 2010            | 3.4.9, 9.4.1     |
| Increase regional coordination for public transportation to enhance mobility for all populations (elderly, special needs, low income, etc.)               | Waushara County Aging & Disability Resource Center, ECWRPC  | 2012            | Goal 3.3         |

| Action   | Who is involved?  | Schedule      | Reference        |
|--|---|---------------|------------------|
| Promote and enhance the countywide bike route network by developing a facilities implementation plan   | WisDOT, Waushara County Highway Dept., Parks/Recreation/Solid Waste Dept. | 2015          | Goal 3.5         |
| <b>Community Facilities and Utilities</b>  |   |               |                  |
| Continue to monitor county facilities needs as appropriate   | Waushara County Board   | Ongoing       | Table 4.2, 4.1.2 |
| Implement and update the Comprehensive Outdoor Recreation Plan   | Waushara County Parks/Recreation/Solid Waste Dept.                        | Ongoing, 2011 | 4.2.9, 9.4.3     |
| Complete inventory of private onsite wastewater treatment systems  | Waushara County Land Conservation & Zoning Dept.                          | 2011          | 4.1.4, 9.3.8     |
| <b>Agricultural, Natural, and Cultural Resources</b>   |   |               |                  |
| Implement actions from the Land and Water Resource Management Plan (2006)  | Waushara County Land Conservation & Zoning Dept.                          | Ongoing       | 5.1.1            |
| Develop countywide lake management plan  | Waushara County Land Conservation & Zoning Dept.                          | 2010          | 9.4.5            |
| Update the Farmland Preservation Plan  | Waushara County Land Conservation & Zoning Dept.                          | 2013          | 5.3.3, 9.4.4     |
| <b>Economic Development</b>  |   |               |                  |
| Support the Waushara County Economic Development Corporation and the Tri County Regional Economic Development Corporation                              | Waushara County Board, Waushara Area Chamber of Commerce                  | Ongoing       | 6.1.1            |
| Support the creation of small and “home-based” businesses  | Waushara Area Chamber of Commerce   | Ongoing       | 6.1.6            |
| Promote new commercial or industrial development in any of the seven industrial parks located within Waushara County                                   | Waushara County Board, Waushara County Economic Development Corporation   | Ongoing       | Goal 6.4         |
| Promote niche crop development using organic or sustainable practices  | UW-Extension Waushara County  | Ongoing       | 6.2.3            |
| Educate landowners and community members on the land preservation tools  | UW-Extension Waushara County  | Ongoing       | 6.2.7            |
| <b>Intergovernmental Cooperation</b>   |   |               |                  |
| Encourage municipalities to create joint committees to identify areas of mutual benefit including cooperative agreements or shared facilities/services | Waushara County Board, UW-Extension Waushara County                       | 2010          | 7.1.1            |

| Action   | Who is involved?  | Schedule  | Reference     |
|--|---|-----------|---------------|
| Pool resources for local food banks and senior programming, including Meals on Wheels, to continue to operate throughout the County  | Waushara County Board, Waushara County Aging & Disability Resource Center     | 2010      | 7.1.7         |
| Assist in the development of Cooperative Boundary Agreements: <ol style="list-style-type: none"> <li>1. V. Redgranite, V. Lohrville, Leon, Mount Morris, Marion, Warren</li> <li>2. C. Wautoma, Dakota, T. Wautoma, Mount Morris, Marion</li> <li>3. Wild Rose, Springwater, Rose</li> <li>4. V. Plainfield, T. Plainfield, Oasis</li> <li>5. V. Coloma, T. Coloma</li> <li>6. V. Hancock, T. Hancock</li> <li>7. C. Berlin, Aurora</li> </ol> | UWEX, ECWRPC  | As Needed | 7.5(G), 9.4.2 |
| <b>Land Use</b>  |   |           |               |
| Continue to utilize and revise sign regulations  | Planning & Zoning Committee, Waushara County Land Conservation & Zoning Dept. | Ongoing   | 8.2.4, 9.3.4  |
| Review updated state standards on shoreland zoning to ensure compliance  | Planning & Zoning Committee, Waushara County Land Conservation & Zoning Dept. | 2010      | 9.3.2         |
| Work with municipalities to determine conditions for an expedited approval process in key growth areas   | Planning & Zoning Committee, Waushara County Land Conservation & Zoning Dept. | 2014      | 8.3.1, 9.3.1  |

**APPENDIX A:**  
**CITIZEN PARTICIPATION PLAN**



## **Waushara County Multi-Jurisdictional Public Participation Plan**

### **Purpose**

The purpose of this Public Participation Plan is to outline the process and ways in which the public will be invited to participate in developing a comprehensive plan in accordance with 66.1001 of the Wisconsin Statutes. The County is participating in a countywide comprehensive planning process with the other participating local municipal governments that includes preparing comprehensive plans for adoption at the local level followed by preparation and adoption of a countywide plan. Waushara County desires a bottom-up approach that will include consensus and capacity building. The hope is that the combined efforts of the municipal governments and their residents will provide direction for future countywide decision-making.

### **Process**

Public participation will be largely driven by public meetings. Meetings will be held for each of the participating local municipal governments, in three sub areas, and at the county level. The planning process occurs over three phases.

Phase 1 will begin with a Public Information Meeting in each of the three sub areas. Those communities that have already completed their plans will also be included in the sub area meetings. Everyone will have the opportunity to express their opinions in small groups during this event. After these meetings are complete, there will be Local Kick-Off meetings for the following communities:

- |                    |                   |
|--------------------|-------------------|
| - T. Plainfield    | - T. Springwater  |
| - T. Oasis         | - T. Mount Morris |
| - T. Hancock       | - T. Saxeville    |
| - V. Hancock       | - T. Leon         |
| - T. Richmond FORD | - Waushara County |

After the Local Kick-Off meetings, Phase 2 will begin. The each town will meet to review each element of the comprehensive plan as desired. These meetings will be properly noticed and open to the public. A meeting to discuss the countywide document will occur after local meetings have been completed.

At the mid-point of the process, a second Pubic Meeting Information meeting will be held in each sub area to discuss the progress of the countywide plan. This meeting will discuss countywide policies and possible ordinances for development based on local plans and countywide needs. After the second Public Information Meeting, the County Land Use Committee will meet to review the remaining comprehensive plan elements.

When all comprehensive plan elements have been finalized, a third Public Information Meeting will be held in each of the three sub areas to present the Land Use Plan and Implementation Tools.

In Phase 3 local governments and the county will each adopt their plan and distribute draft and final copies to the appropriate state-required entities

### **County Land Use Committee**

The County Land Use Committee will be the steering committee that leads the development of the countywide plan. This committee includes representatives from each

municipality in Waushara County. The County Land Use Committee will utilize direction from local plans to review the countywide document. Members of the public are encouraged to attend meetings of the County Land Use Committee. These meetings will be advertised in accordance with county protocol.

#### **Public Informational Meetings (PIM)**

Local residents, interested parties, and non-committee members are encouraged to participate as equals and attend county public information meetings throughout the process. This is the primary public participation method for disseminating progress made on the countywide comprehensive plan. These meetings will occur at key benchmarks in the planning process with one meeting held in each sub area. The meeting dates will be listed on the Waushara County UW-Extension website and announced in local media including press releases published at least two weeks prior to the meeting date. A summary of the events and outcomes at each PIM will be posted to the website.

#### **Citizen Questionnaire**

As part of the information gathering process, the citizen questionnaires that were previously analyzed for municipal land management plans will be evaluated as part of the countywide comprehensive plan. The information will be used to prioritize the state's comprehensive planning goals for local and countywide application. Outcomes of the questionnaire will be tested at the first Kick-Off meeting at each local government to ensure current desires still reflect the citizen questionnaire outcome.

#### **Distribution of Draft Copies**

Drafts of the plan will be available to the County Land Use Committee for review after each element has been written. Drafts will also be available electronically on the Waushara County UW-Extension website. Members of the public are encouraged to attend County Land Use Committee meetings where elements are reviewed. Extra copies of comprehensive planning elements may be available at the meeting if demand for these documents is observed by the County Land Use Committee.

#### **Informational Presentations at Local Organizational Meetings**

UW-Extension may be invited to speak to local governments on the countywide planning process and other related issues. Members of local organizations and the citizenry are encouraged to read the papers, look for updates on the UW-Extension Waushara County website, and look at draft copies of the plan to stay informed about the comprehensive planning process.

#### **Informational Brochures and Website on Comprehensive Planning**

UW-Extension has produced some general informational brochures on planning and public participation. With the assistance of the County Land Use Committee, the brochures may be distributed to local libraries, business, and other public locations as desired. In addition, a display with the brochures may be put up at the Waushara County Fair. To keep the public regularly informed, a web site maintained by UW-Extension Waushara County will provide additional information on comprehensive planning, the meeting dates, and any other activities deemed appropriate by the County Land Use Committee.



### **Public Hearing**

A formal public hearing on the proposed Comprehensive Plan Ordinance will be held by the County Board prior to recommendation and approval of the Plan.

A public notice containing a summary of the Comprehensive Plan will be published in the County's official newspaper at least 30 days prior to the public hearing.

The entire proposed Comprehensive Plan will be available for public review at the Waushara County Courthouse at least 30 days prior to the public hearing. Additionally, plan copies will be sent to the parties identified in State Statute 66.1001 4(b). These include all adjacent and overlapping jurisdictions, nonmetallic mineral extraction operators, and local libraries. Copies will be sent in digital format unless otherwise specified by the County Land Use Committee.

### **Other ways information will be collected**

Written comments will be accepted throughout the planning process either electronically or on paper. Comments may be sent to the consultant, the Waushara County UW-Extension office, the County Land Use Committee, or the county clerk. All comments received will be acknowledged at a County Land Use Committee meeting and recorded in the minutes.

### **Waushara County Comprehensive Plan Adoption Process**

Waushara County will follow the procedures for adopting the comprehensive plan as listed in §66.1001(4)(a). The first step in the adoption process is being met by the adoption of this document that details written procedures that are designed to foster public participation throughout the comprehensive planning process.

  
\_\_\_\_\_  
Norm Weiss, County Board Chair

Attest:   
\_\_\_\_\_  
John Benz, County Clerk

Approved by the Waushara County Board of Supervisors on: December 09, 2008

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## **APPENDIX B:**

### **RESULTS OF PUBLIC INFORMATION MEETINGS**



**PIM #1:**

**SEPTEMBER 29, 30 & OCTOBER 1, 2008**



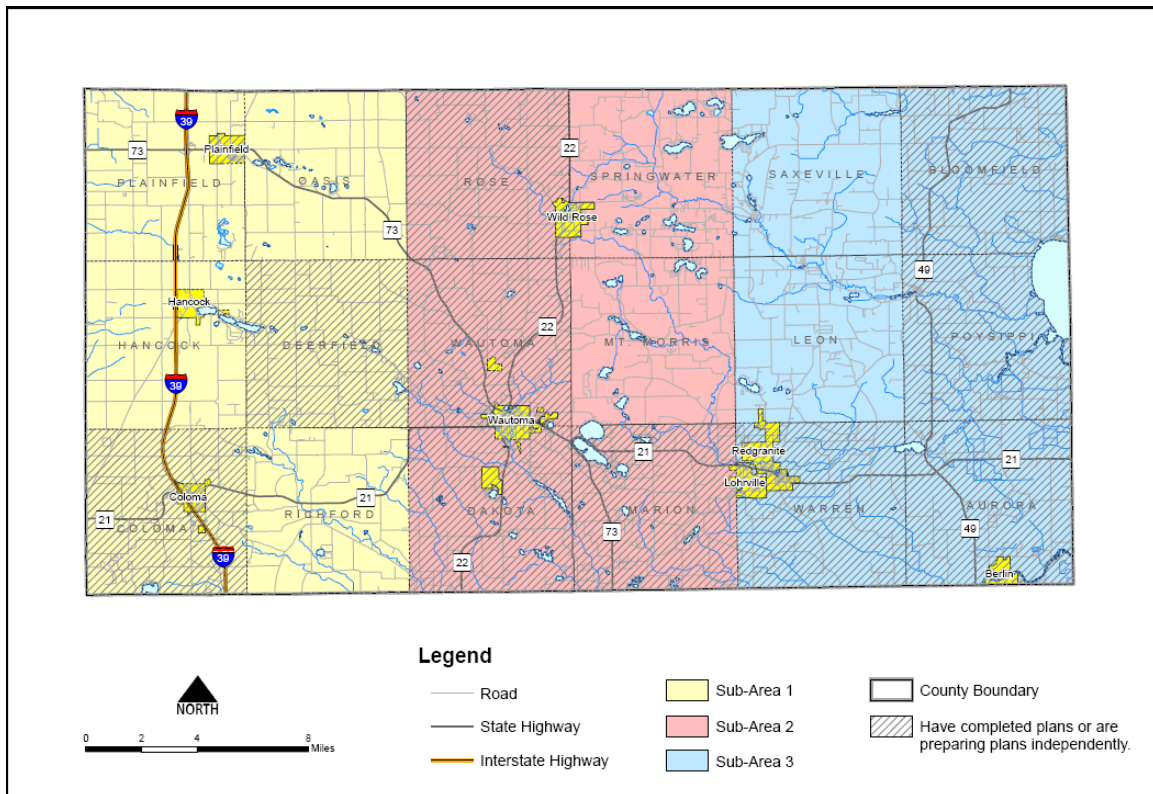
# Public Information Meeting #1

## Waushara County Comprehensive Plan Sub-Area Meetings

September 29, 30 & October 1, 2008

This memo provides an overview of the public notice process and meeting outcomes for the first of three public information meetings to be held during the Waushara County Comprehensive Planning Process.

The county was divided into three sub-areas (shown on map below) to ease the transfer of information and increase the ability to interact at the local level about developments of the countywide comprehensive plan. The results from the meetings in each sub-area are described below with results from each of three SWOT Analyses in Appendix A.



### Public Notice Process

The process for the first round of public information meetings began in early September. Eighteen letters were sent to town and village clerks, town chairmen, and the village president in the municipalities participating in the multi-jurisdictional comprehensive planning project. Four enclosures were included within the letter: a public notice, a public participation plan, the Waushara County Comprehensive plan assistance table, and sub-area map. The letter contained information on the comprehensive planning process at the county and local levels, notice for the public information meeting occurring in the area, request for local ordinances that differ from countywide regulations, and a request for approval of a local public participation plan. The letter recipients were asked to post the public notice in public places like the Town Hall, Village Center, or library, and talk to their neighbors to build awareness for the planning process.

The local newspapers (Waushara Argus, Berlin Journal, and Marquette Tribune) were notified and ran a press release regarding the public information meetings during the week of 9/15 – 9/19.

The local radio stations (WISS, WDUX, and WAUH) were notified and asked to run a public service announcement from 9/25 – 10/1.

## **Public Information Meeting Results**

### *Sub-Area 1 Meeting Summary*

This meeting was held on Monday, September 29<sup>th</sup> at 7:00 pm at the Hancock Community Center. Participants from the towns of Hancock, Plainfield, Oasis, Deefield, Coloma, and Richford; the villages of Hancock and Coloma; the County Land Use committee; and UW-Extension were in attendance. There were two major intentions for the meeting. The first was to convey information about the planning process. The second was to gather information from attendees that would be useful in the countywide plan. After the process information was conveyed, the planned information-gathering segment was not completed due to questions the attendees had about the purpose of the project. The remainder of the meeting was used to address local concerns about engaging in another planning process so soon after completion of local land management plans. Participants were informed that the comprehensive planning process is necessary to make the plans compliant with state requirements, and significant changes to existing land management plans was not necessary, only review and confirmation of the contents of the existing plans. Initial liabilities and assets determined through evaluation of existing materials and collected at the meeting are located in Appendix A.

### *Sub-Area 2 Meeting Summary*

This meeting was held on Tuesday, September 30<sup>th</sup> at 7:00 pm at the Waushara County Court House in the City of Wautoma. Participants from the towns of Hancock, Mt. Morris, Dakota, Springwater, and Marion; County Land Use committee; and UW-Extension were in attendance. There were two major intentions for the meeting. The first was to convey information about the planning process. The second was to gather information from attendees that would be useful in developing the countywide plan. After a discussion about the planning process, participants discussed preliminary strengths, weaknesses, opportunities, and threats within the county. There was also a general discussion about items for evaluation in the countywide document. The preliminary SWOT analysis developed for Sub-Area 2 is located in Appendix A of this document.

- Summary of SWOT discussion
  - Strengths
    - rural character was added; rural character is defined as not just farms but residential areas as well – no commercial except for home businesses; quiet, peaceful and low to no light pollution or noise pollution;
    - New housing must be accommodated in a way that does not disturb the rural character – i.e. restrict development on ridgelines
    - Clear delineation between residential and commercial areas “once you are out of it (commercial area) you are out of it”
    - Good fire and rescue response
      - Volunteers are proud of the work they do and the response time is fast
  - Weaknesses
    - Lack of light industrial development – specifically want smaller industrial development – not any big plants
  - Opportunities
    - City of Wautoma Business Park
      - Room for expanded light industrial use along Hwy 22



- Threats
  - Amount of publicly owned lands (DNR) reduces taxable area within towns
- Summary of general discussion
  - Intergovernmental agreements
    - Towns usually are responsible for maintenance of town roads; though there are instances of cooperative snow plowing across jurisdictions
    - Most feel that cooperation between the towns and the county is good
    - Boundary agreements are underway in some communities to address annexation issues
  - Effigy mounds tourism potential
    - Hancock Mounds have a trail system and signage
    - Should be promoted as a countywide amenity and attraction
      - Countywide tourism commission – individual municipalities are supposed to join
      - Countywide Chamber of Commerce
  - Countywide plan should not focus on Wautoma only -
    - All of the communities in the county need equal representation and voice in this process
  - Schools in the County
    - Three school districts – Wild Rose, Tri-County and Wautoma
    - Until recently, enrollment was steady – within the last year, slight declines have been noted
  - Transportation
    - There is transportation available for seniors who can no longer drive themselves but it's underutilized
    - Senior housing available in Wautoma as well as health clinics. Health services spotty elsewhere (Plainfield has health clinic, Coloma does not have any health services)
    - West and east sides of the county do not have senior housing or clinics available so travel is a necessity
    - Bicycle transportation opportunities exist in the county – and should be promoted on a countywide basis (promote Ice Age Trail)
    - Recreational areas within the county should be promoted
      - Ski hill in Mt. Morris
    - Lake access and property development are issues to be addressed

#### *Sub-Area 3 Meeting Summary*

This meeting was held on Wednesday, October 1<sup>st</sup> at 7:00 pm at the Leon Town Hall in Pine River. Participants from the towns of Saxeville, Poy Sippi, Warren, Leon; the village of Redgranite; County Land Use Committee, and UW-Extension were in attendance. There were two major intentions for the meeting. The first was to convey information about the planning process. The second was to gather information from attendees that would be useful in the countywide plan. After a discussion about the planning process, participants discussed preliminary strengths, weaknesses, opportunities, and threats within the county. The discussion also focused on different capabilities within the county because water quality, topography, and soils differ throughout the county. The SWOT analysis developed during the meeting is located in Appendix A of this document.

- Summary of SWOT discussion
  - Strengths
    - Long Lake is a regional asset
    - There are very good emergency services

- Groundwater quality is very good in some areas and less than ideal in others. Participants wanted better wellhead protection and coordination with the DNR
  - The area remains rural (forest and agriculture) and skies are kept dark for the most part
- Weaknesses
  - There is very limited lakefront property available so homes are stacking up behind lake homes increasing density in lake areas
  - Contamination of local water resources due to agricultural practices of a few individuals
  - Determination of rifle use for hunting in Waushara County is contentious
- Opportunities
  - Access to public trails (including Ice Age Trail) and expansion to include recreational opportunities throughout region
- Threats
  - Mega-farms threaten to destroy the rural agricultural environment currently characterized by small family farms

### **Future Meeting Dates**

#### County

The next round of public information meetings is forecast for February 2009. The intent of this round of meetings is to present and discuss the findings for elements 1-6 (Issues and Opportunities; Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; and, Economic Development) of the countywide plan. The elements will be prepared through review and development of comprehensive planning elements created at the municipal level.

A meeting of the County Land Use Committee is tentatively scheduled for December 15, 2008 at which time comprehensive planning elements 1-3 will have been produced at the local level and assimilated to the countywide plan.

#### Municipalities

The name of the community developing a comprehensive plan in conjunction with the countywide process is listed below followed by the times, dates and locations for kick-off of the local planning process.

Town and Village of Hancock: Joint meeting on Tuesday, October 21<sup>st</sup> at 6:00 pm at the Village Center

Town of Leon: Meeting on Wednesday, October 22<sup>nd</sup> at 7:00 pm at the Town Hall

Town of Mt. Morris and Springwater: Joint meeting on Thursday, October 23 at 7:00 pm at the Springwater Town Hall

Town of Oasis: Meeting on Wednesday, October 15 at 7:00 pm at the Town Hall

Town of Plainfield: Meeting on Tuesday, October 14 at 7:00 pm at the Town Hall

Town of Richford: Meeting on Tuesday, October 16 at 7:00 pm at the Town Hall

Town of Saxeville: Meeting on Thursday, October 9 at the Town Hall

**Appendix A**  
**SWOT Results by Sub-Area**

# **SUB AREA 1**

## **WAUSHARA COUNTY COMPREHENSIVE PLAN**

### **S.W.O.T. ANALYSIS**

|                            |   |
|----------------------------|---|
| <b><u>Strength:</u></b>    | Things that you like that you wouldn't change.      |
| <b><u>Weakness:</u></b>    | Things that you don't like that should be improved. |
| <b><u>Opportunity:</u></b> | Things that could be beneficial in the future.      |
| <b><u>Threat:</u></b>      | Things that could be harmful in the future.         |

The following list was created based on citizen surveys where open-ended comments were recorded. Comments from all communities were not available; these comments may or may not reflect current "SWOT" conditions.

#### **Strength:**

- Natural resources
- Quality of life
- Historic and cultural values, structures
- I-39
- Agricultural infrastructure

#### **Weakness:**

- Services for elderly
- Lack of adequate police enforcement/code enforcement
- Lack of adequate snow plowing
- Lack of convenient shopping opportunities
- Dissension on issues
- Need for bike lanes
- Need for business and industrial development
- Activities and facilities for young people
- I-39 Stevens Point
- Continuing workforce

#### **Opportunity:**

- STH 21 Redevelopment
- Cultural resources
- Economic development
- Mode shift (Park and Ride)

**Threat:**

- Changing farm economy
- Aging infrastructure
- Economic diversification
- Drinking water
- Drainage
- Area becoming too residential
- Perrier
- Costs to sustain a growing population
- Noisy taverns
- Urban sprawl
- Destruction of rural character (subdivisions, etc.)

## **SUB AREA 2**

### **WAUSHARA COUNTY COMPREHENSIVE PLAN**

### **S.W.O.T. ANALYSIS**

|                            |   |
|----------------------------|---|
| <u><b>S</b>trength:</u>    | Things that you like that you wouldn't change.      |
| <u><b>W</b>eakness:</u>    | Things that you don't like that should be improved. |
| <u><b>O</b>pportunity:</u> | Things that could be beneficial in the future.      |
| <u><b>T</b>hreat:</u>      | Things that could be harmful in the future.         |

Please note: The following list is created based on Citizen Survey comments from municipalities in Sub Area 2. They are not prioritized. They may or may not reflect current "SWOT" conditions.

#### **Strength:**

- Agriculture (especially small scale)
- Natural resources
- The quality/amount/type of recreational opportunities
- Public facilities (in general)
- The central location of the City of Wautoma
- Beautification Project on Main Street in C. of Wautoma
- World War II Memorial Building (where is this located?)
- Fair land values
- Fast rate of snow removal
- Quality of water/sewer system in urbanized areas

#### **Weakness:**

- Lack of commercial development
- Lack of local business and industrial development
- Lack of shopping opportunities within close proximity (hard to walk to stores)
- Adequacy of fire/rescue
- High cost of water/sewer system in urban areas
- Some properties are in poor repair
- Lack of activities for young people
- Retaining young people
- Parking issues in C. of Wautoma
- Code enforcement
- Lack of good jobs with good wages
- Lack of farmer's market to sell local goods

**Opportunity:**

- Agricultural industry/farmland preservation
- Residential growth
- Varying the type of residential development (including senior housing)
- Access to major highways including I-39/USH 51, USH 10
- Technical colleges in the area that offer vocational training

**Threat:**

- Residential growth occurring on active farmlands (and urban sprawl)
- Character of the built environment (mobile homes)
- Young people leaving the area
- Retaining good jobs
- Uncontrolled growth along STH 21
- Lack of protection or awareness of groundwater
- Too much public land (DNR)

# **SUB AREA 3**

## **WAUSHARA COUNTY COMPREHENSIVE PLAN**

### **S.W.O.T. ANALYSIS**

|                            |   |
|----------------------------|---|
| <b><u>Strength:</u></b>    | Things that you like that you wouldn't change.      |
| <b><u>Weakness:</u></b>    | Things that you don't like that should be improved. |
| <b><u>Opportunity:</u></b> | Things that could be beneficial in the future.      |
| <b><u>Threat:</u></b>      | Things that could be harmful in the future.         |

The following list was created based on citizen surveys where open-ended comments were recorded. Comments from all communities were not available; these comments may or may not reflect current "SWOT" conditions.

#### **Strength:**

- Natural resources / topography
- Quality of life
- Historic and cultural values, structures
- Lack of light and noise pollution
- Good public access to lakes
- Active Lake Associations
- Good land ethic/stewardship
- Town services and road repair
- Accessibility via highways
- Family farm focused

#### **Weakness:**

- Ordinance enforcement
- Dissension on issues
- Lack of land use planning for different types of development
- Failing septic systems
- Scattered site mobile homes
- Lack of convenient shopping opportunities
- Lack of services
- Need for bike lanes

#### **Opportunity:**

- Maximize use of natural resources (kettle lakes, moraines, topography)
- Clean, appropriate development of all kinds
- Explore land use issues
- Development of campgrounds



- Close proximity to Fox Valley
- Enhancement of historic resources
- Utilization of retirement population for civic uses

**Threat:**

- Destruction of natural resources
- Oak wilt
- Water quality and groundwater depletion (nitrates, atrizene)
- Destruction of viewshed corridors
- Overcrowding on lake property (pyramiding)
- High land values = high taxes
- Costs to sustain a growing population
- Increase in traffic
- Destruction of rural character (subdivisions, etc.)

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**PIM #2:**

**MARCH 23-25, 2009**



## Public Information Meeting #2 Waushara County Comprehensive Plan Sub-Area Meetings March 23-25, 2009

This memo provides an overview of the public participation process and meeting outcomes for the second of three public information meetings to be held during the Waushara County Comprehensive Planning Process.

The county was divided into three sub-areas to ease the transfer of information and increase the ability to interact at the local level with individuals and communities affected by policies developed in the countywide comprehensive plan. The results from the meetings in each sub-area are described below with potential updates for County Land Use Committee consideration identified.

### Public Notice Process

Coordination for the second round of public information meetings began in February with reservation of meeting halls and determination of dates. After venues had been established, letters were sent to each participating community. The letter recipients were asked to post the provided meeting notice in public places like the Town Hall, Village Center, or library.

Local newspapers (Waushara Argus, Berlin Journal, and Marquette Tribune) were notified of the meetings and public notices were submitted. A press release regarding the public information meetings ran during the week of March 9<sup>th</sup>.

Local radio stations (WISS, WDUX, and WAUH) were also notified and asked to run a public service announcement starting March 17<sup>th</sup>.

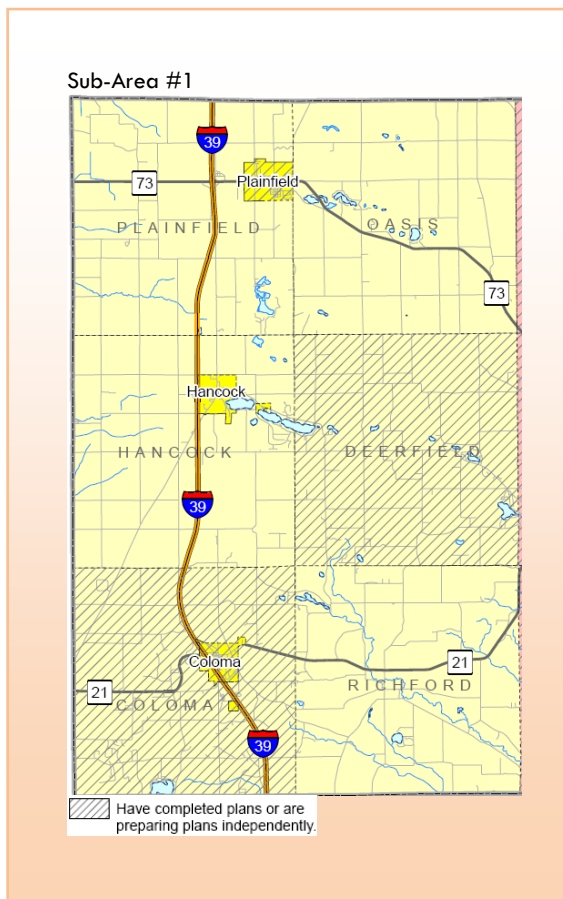
### Purpose of Meeting and Format

The purpose of PIM #2 was to report progress on the countywide planning process and to provide a brief summary of completed planning elements. The meeting marked the mid-point of the process with six of the nine elements completed. Each meeting provided the public an opportunity to learn about existing conditions related to each plan element, hear about proposed actions, and to comment on plan content and direction. A presentation was given during the meeting, and followed with a public comment period. Note cards were provided for attendees to record comments. Draft plan elements and sample maps were also available for viewing and discussion.

### Public Information Meeting Results

#### Sub-Area 1 Meeting Summary

This meeting was held on Monday, March 23<sup>rd</sup> at 7:00 pm at the Hancock Community Center. Participants from the towns and village of Hancock; the County Land Use committee; and UW-Extension were in attendance. After the formal presentation, participants discussed



various components of the plan. The primary outcome of this discussion concerned the lack of direction for preserving unique man-made structures in Chapter 5: Agricultural, Natural, and Cultural Resources. As a result of this meeting, the following recommendation(s) will be presented to the County Land Use Committee for addition to the draft countywide plan.

**Recommended Chapter 5 Additions:**

*5.4.6 Encourage municipalities within the county to identify and protect historic buildings which contribute to the historic character of the region.*

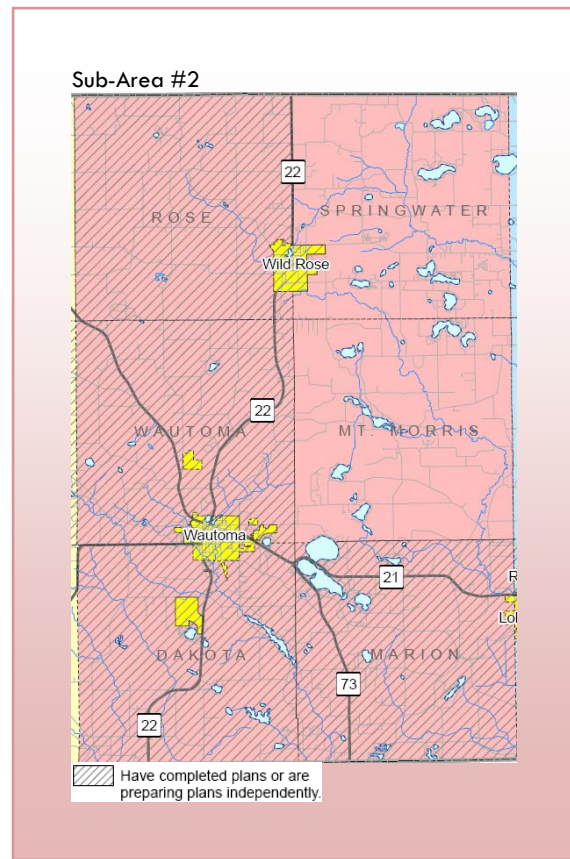
*5.4.7 Identify partners to work with interested individuals to develop and inventory historically significant structures. Encourage property owners and municipalities to use this listing to apply for renovation funds and seek enrollment of important sites/structures on a state or national register.*

**Sub-Area 2 Meeting Summary**

This meeting was held on Tuesday, March 24<sup>th</sup> at 7:00 pm at the Waushara County Court House in the City of Wautoma. Participants from the towns of Mt. Morris and Wautoma; the village of Wild Rose; and UW-Extension were in attendance. After the formal presentation, participants discussed various components of the plan.

The primary outcome of this discussion was a conversation about growing green industries in Waushara County. Meeting participants mentioned efforts by the Tri-County Economic Development Commission to promote manufacturing of wind turbine components within the county. Some participants felt that wind energy was not a good idea for Waushara County, but if the turbines were constructed within the county, they could be easily transported to nearby locations more suitable for installation.

A secondary outcome of the meeting was a discussion about the County's cafeteria-style zoning code that allows municipalities participating in county zoning to choose from a menu of districts. Although many communities prefer this arrangement, the discussion focused on the difficulty of managing lands on a regional level when the districts are not uniform throughout. No plan chapter updates were recommended.



**Sub-Area 3 Meeting Summary**

This meeting was held on Wednesday, March 25<sup>th</sup> at 7:00 pm at the Leon Town Hall in Pine River. Participants from the towns of Saxeville, Poy Sippi, Leon; County Land Use Committee, and UW-Extension were in attendance. After the formal presentation, participants discussed various components of the plan.

The primary discussion focused on the Managed Forest Law (MFL) administered through the Wisconsin Department of Natural Resources. Recent activity on a property participating in the MFL program, revealed an unwanted outcome. Residents and the property owner were concerned that the DNR's management of the property did not observe appropriate technique. The property mentioned during the discussion was clear cut by the DNR which left a void that is visible to a number of property owners. There was also concern that the clear cutting may affect a nearby trout stream. As a result of this meeting, the following recommendation(s) will be presented to the County Land Use Committee for addition to the draft countywide plan.

**Recommended Chapter 5 Additions:**

*5.3.8 Encourage proper management of woodlands. This may include enrollment in the Managed Forest Law (MFL) program. Enrollees should coordinate with other MFL participants in the county to determine whether or not the program is right for their needs.*

*5.3.9 Encourage municipalities to coordinate with the Department of Natural Resources to obtain information about property owners who are interested in enrolling in the Managed Forest Law (MFL) program. This may include consulting with individual landowners by examining the written management plan that is prepared for application to the MFL.*

**Recommended Chapter 6 Revisions:**

*Current 6.3.5. Encourage forest landowners to enroll in Wisconsin's Managed Forest Law (MFL) program and other tax programs.*

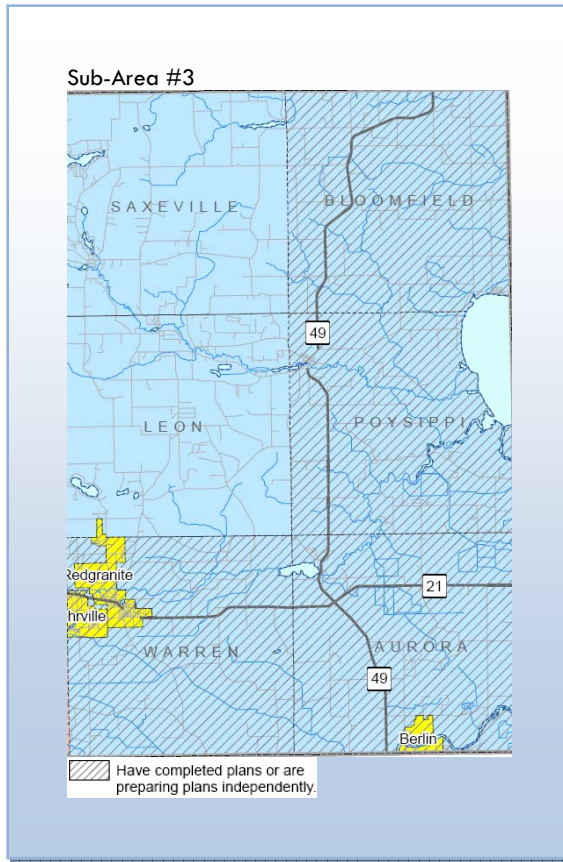
*Revised 6.3.5. Encourage municipalities to work with forest landowners to determine short- and long-term needs of the owner and to record any forest management plans that are prepared for the site. This will allow municipalities to prepare for changes in the landscape that may affect nearby property values or viewsheds.*

**Recommended Chapter 6 Additions:**

*6.3.7 Maintain and provide a database of the property owners participating in the MFL. This list should be available to other property owners interested in enrolling in the program so they can discuss any potential benefits or drawbacks other MFL participants may have experienced.*

**Notes for Chapter 7 (yet to be written):**

- Ensure coordination with the DNR so that regional goals for economic development and preservation of rural lands are balanced through appropriate forest management practices.
- If the County Zoning and Land Conservation Department provides a packet of information to landowners who request a building permit (current discussion), include information about the Managed Forest Law, and other available land management programs.



## **Future Meeting Dates**

### County

The next round of public information meetings is forecast for August 2009. The intent of this round of meetings is to present and discuss priorities from the Action Plan in the Implementation Element (Chapter 9). There will also be displays and a presentation to unveil the countywide future land use map and proposed land use districts. The adoption schedule will also be discussed.

A meeting of the County Land Use Committee is tentatively scheduled for June 16<sup>th</sup> at which time comprehensive planning elements 7-8 will have been produced at the local level and assimilated to the countywide plan.

### Municipalities

The name of the community developing a comprehensive plan in conjunction with the countywide process is listed below followed by the times, dates and locations for the next round of element review.

Town of Mt. Morris and Springwater: Joint meeting on April 1<sup>st</sup> at 7:00 pm at the Springwater Town Hall

Town of Saxeville: Meeting on April 6<sup>th</sup> at 7pm at the Town Hall

Town of Leon: Meeting on April 15<sup>th</sup> at 7:00 pm at the Town Hall

Town of Richford: Meeting on April 20<sup>th</sup> at 7:00 pm at the Town Hall

Town and Village of Hancock: Joint meeting on April 22<sup>nd</sup> at 6:30 pm at the Hancock Community Center

Town of Oasis: Meeting to be determined

Town of Plainfield: Meeting to be determined



**PIM #3:**

**AUGUST 31 – SEPTEMBER 2, 2009**



## Public Information Meeting #3

### Waushara County Comprehensive Plan Sub-Area Meetings

August 31 – September 2, 2009

This memo provides an overview of the public participation process and meeting outcomes for the final public information meetings held during the Waushara County Comprehensive Planning Process.

The county was divided into three sub-areas to ease the transfer of information and increase the ability to interact at the local level with individuals and communities affected by policies developed in the countywide comprehensive plan. The results from the meetings in each sub-area are described below.

#### Public Notice Process

Coordination for the third round of public information meetings began in August with reservation of meeting halls and determination of dates. After venues had been established, letters were sent to each participating community. The letter recipients were asked to post the provided meeting notice in public places like the Town Hall, Village Center, or library.

Local newspapers (Waushara Argus, Berlin Journal, and Marquette Tribune) were notified of the meetings and public notices were submitted. A press release regarding the public information meetings ran during the week of August 10<sup>th</sup>, 2009.

Local radio stations (WISS, WDUX, and WAUH) were also notified and asked to run a public service announcement starting August 10<sup>th</sup>.

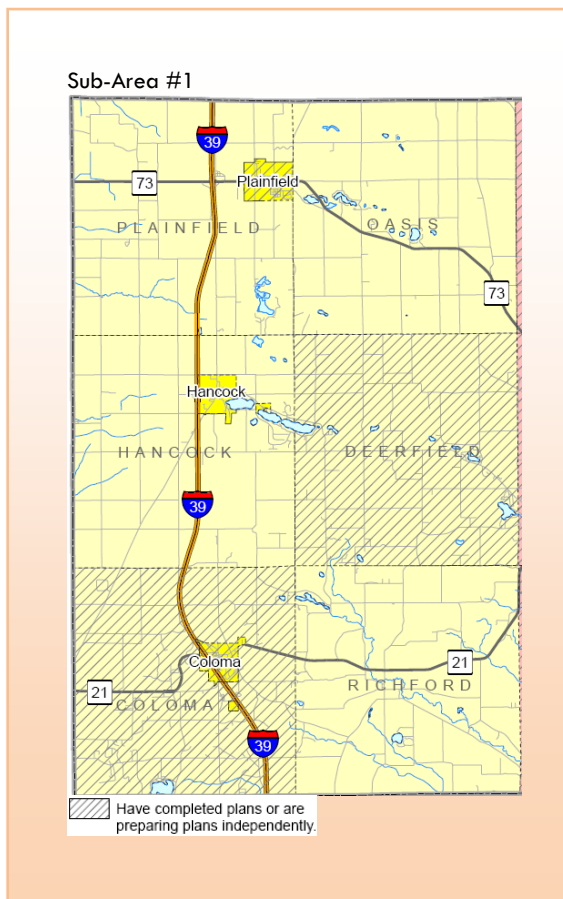
#### Purpose of Meeting and Format

The purpose of PIM #3 was to report progress on the countywide planning process and to provide an overview of the Waushara County Comprehensive Plan, which is in draft form, and to review land use maps and implementation schedules. Each meeting provided the public an opportunity to learn about the planning process, see the countywide future land use map and how it was developed, and provided an overview of the action plan for each plan element. A presentation was given during the meeting, and followed with a public comment period. Note cards were provided for attendees to record comments. Draft plan elements and sample maps were also available for viewing and discussion.

#### Public Information Meeting Results

##### Sub-Area 1 Meeting Summary

This meeting was held on Monday, August 31<sup>st</sup> at 7:00 pm at the Hancock Community Center. Participants from the town and village of Hancock; town of Plainfield; town of Coloma; the County Land Use committee; and UW-Extension were in attendance. After the formal presentation, participants discussed various



components of the plan. The process for adoption of the countywide plan was elaborated upon and meeting attendees discussed components of the public hearing process. The meeting was also used to discuss components and updates to local plans. For example, the village of Hancock had some minor clarifications (including deletion of cemeteries, since none exist in the village proper).

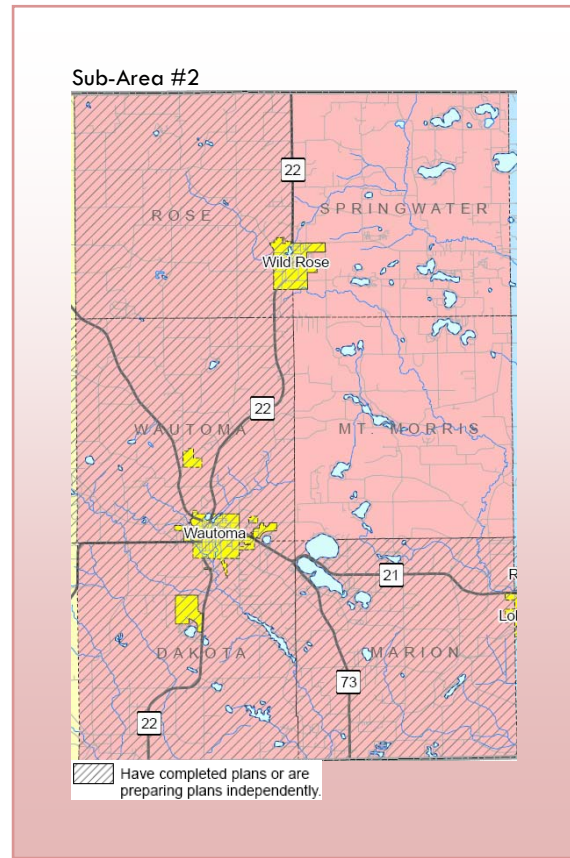
#### Sub-Area 2 Meeting Summary

This meeting was held on Tuesday, September 1<sup>st</sup> at 7:00 pm at the Waushara County Court House in the City of Wautoma. Participants from the towns of Springwater and Wautoma; and UW-Extension were in attendance. After the formal presentation, participants discussed various components of the plan.

One concern about the plan is the use of 2000 Census data. Although there are not really newer data available through Census, there are estimates available through federal, state, and regional agencies. Housing and demographic information is available utilizing more recent counts or estimates.

The idea of using incentives for senior housing in incorporated communities was also discussed. Attendees discussed how to extend the availability of housing for all age and income groups so that affordable housing is available to all groups, including low income.

Preservation of forested lands was also discussed. Although the Waushara County 20-Year Comprehensive Plan includes “woodlands” or “forests” in the “agricultural” land use category, most of the state does not. There is concern that the state is working to change the Managed Forest Law (MFL) and as a result there will be fewer private forests in the near future. This may have a dramatic effect on the rural landscape in coming years.



#### Sub-Area 3 Meeting Summary

This meeting was held on Wednesday, September 2<sup>nd</sup> at 7:00 pm at the Leon Town Hall in Pine River. Participants from the towns of Hancock, Poy Sippi, Leon; County Land Use Committee; and UW-Extension were in attendance. After the formal presentation, participants discussed various components of the plan.

One of the discussions concerned the opinion that protection of farmland was not as important in the eastern portion of the county due to soils condition. This was debated, with part of the discussion favoring removal of farmland tax benefits. This side also argued that more residential development would help offset the tax burden for all town residents and that school district enrollments are decreasing so an increase in population would help sustain existing schools. On the other side, some participants felt the county has a strong agricultural heritage and just as certain types of development don't belong everywhere, housing doesn't necessarily belong in traditionally agricultural areas especially if near existing farm operations. There is also no proof that indicates that increased development offsets the tax burden because demand for services increases with population.

Minimum acreages for land divisions was also discussed. Most participants felt that the current system of letting towns decide the minimum acreages was the best way to control land divisions, while others felt many towns require too much land. Some participants insisted that people who move to Waushara County are not “subdivision people” and want large parcels, so minimum lot sizes have little impact.

The group also discussed how expansion of STH 21 would increase access to Waushara County from the east (Fox Valley) and may spur economic opportunity.

### **Future Meeting Dates**

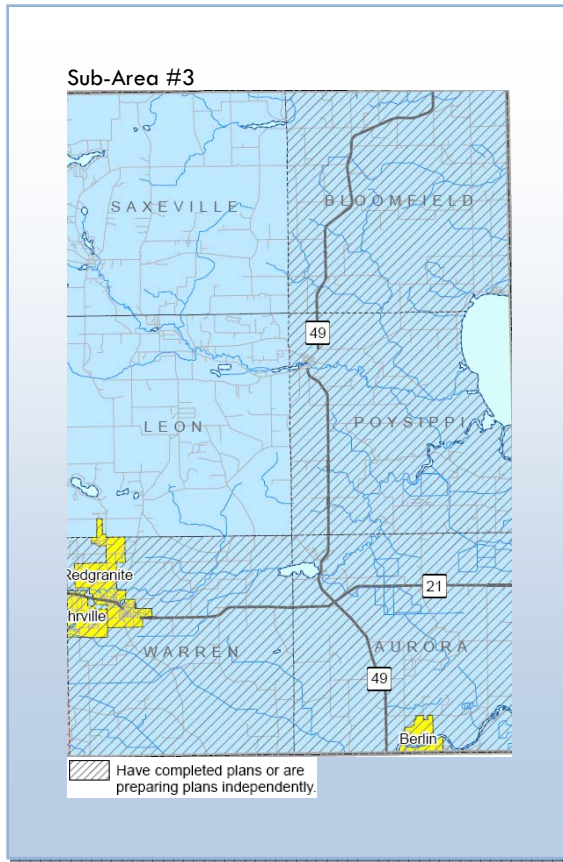
#### County

There were public information meetings held at three different stages throughout the planning process. This memo describes the outcomes of the final round of meetings. There are no more public information meetings scheduled.

A meeting of the County Land Use Committee is scheduled for September 21<sup>st</sup> at which time both volumes of the comprehensive plan document will be reviewed for final edits before submitted to the Planning & Zoning Committee on November 19<sup>th</sup>. The Planning & Zoning Committee will review the document for recommendation to the County Board. The County Board meeting for approval is scheduled for December 8<sup>th</sup>.

#### Municipalities

Draft documents were delivered to local communities in July/August so they could be adopted by November. Local communities are navigating the adoption process at different rates of progress. All municipalities associated with the countywide comprehensive plan development process are scheduled to adopt their comprehensive plan in CY 2009.





## **APPENDIX C:**

### **RESOLUTION FOR ADOPTION (PLANNING & ZONING COMMITTEE)**





## RESOLUTION

RE: ADOPTION OF THE COMPREHENSIVE PLAN AS PREPARED BY THE WAUSHARA COUNTY LAND USE COMMITTEE

WHEREAS, the County Board of Waushara County charged the County Land Use Committee with preparing a 20-Year Comprehensive Plan for Waushara County; and

WHEREAS, numerous persons involved in local and regional planning provided information at regular and special meetings called by the County Land Use Committee; and

WHEREAS, members of the public were invited to make comments at said meetings, wherein the Comprehensive Plan herein adopted was reviewed and commented upon by members of the public; and

WHEREAS, the Waushara County Planning & Zoning Committee has reviewed the recommended Comprehensive Plan; and

WHEREAS, members of the public, adjacent and nearby local and county governmental units, and the State of Wisconsin were given a 30-day review and comment period prior to the public hearing; and

WHEREAS, after said public hearing, the County Board will decide whether to adopt by ordinance the Comprehensive Plan; and

WHEREAS, the Comprehensive Plan may be used as the basis for, among other things, updating county ordinances, and as a guide for development and preservation efforts throughout Waushara County; and

WHEREAS, this Comprehensive Plan may from time to time be amended, extended, or added to in greater detail.

NOW, THEREFORE, BE IT RESOLVED, by the Waushara County Planning & Zoning Committee that the Comprehensive Plan is hereby recommended to the County Board for adoption by ordinance, after a 30-day public review and comment period as Waushara County's 20-Year Comprehensive Plan pursuant to s.66.1001, Wis. Stats.

APPROVED:

Chairperson  
Planning & Zoning Committee

ATTEST:

DATE:



## **APPENDIX D:**

### **ADOPTING ORDINANCE (COUNTY BOARD)**



Ordinance No. \_\_\_\_\_

**An Ordinance to Adopt the Comprehensive Plan of Waushara County, Wisconsin.**

The County Board of Waushara County, Wisconsin, do ordain as follows:

Section 1. Pursuant to section [59.69(2) and (3)(for counties)/62.23(2) and (3)(for cities, and towns exercising village powers under 60.22(3))] of the Wisconsin Statutes, Waushara County is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

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

Section 3. The County Land Use Committee has recommended the plan to the Planning & Zoning Committee of Waushara County, and by a majority vote of this committee recorded in its official minutes, the Planning & Zoning Committee has adopted a resolution recommending to the County Board the adoption of both volumes of the Waushara County 20-Year Comprehensive Plan containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

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

Section 5. The County Board of Waushara County, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Waushara County 20-Year Comprehensive Plan, Volume One: Goals, Objectives and Recommendations" and the document entitled, "Waushara County 20-Year Comprehensive Plan, Volume Two: Existing Conditions Report" pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

Section 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the County Board and [publication/posting] as required by law.

Adopted this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_

County Board Chairperson

(Published/Posted):

(Approved, Vetoed):

Attest:

County Clerk