

ACKNOWLEDGEMENTS

Town of Leon

This plan was prepared by the Town of Leon Land Use Committee for official review and adoption by the Plan Commission and Town Board.

Waushara County / Waushara County UW-Extension

The Town of Leon participated in a multijurisdictional comprehensive planning process led by Waushara County and Waushara County UW-Extension to prepare this plan. A portion of the funding for plan development was provided by the Department of Administration through a grant obtained by Waushara County. The County also provided a portion of funding to fulfill local financial match requirements.

East Central Wisconsin Regional Planning Commission (ECWRPC)

The Town of Leon 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 Town. 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 Town of Hancock's Comprehensive Plan has been developed to establish a strategy for community development while conserving natural resources within the Town. It updates and replaces the *Town of Hancock Community Management Plan (2005)*. Substantial portions of this comprehensive plan are direct carryovers from the community management plan. This was done to preserve the efforts and intent of that document while updating to conform to the requirements set forth by the State of Wisconsin.

The purpose of this comprehensive plan is to provide direction to Hancock's decision makers on matters related to the use and prosperity of Town 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 Town 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 community 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 requirements. The purpose of the two reports is to create a user-friendly plan that separates a majority of the required background material from the Town'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 Plan Commission and Town 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 the Town of Hancock. Content was developed and/or assembled by the Town and its consultant.

Volume Two: "Existing Conditions Report". The second volume of this comprehensive plan contains an analysis of existing conditions within the Town. 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 Town and how these compare to other communities, Waushara County, and the State of Wisconsin. These data were primarily used to identify challenges within the community which were addressed 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 Hancock's plan, along with other municipalities in Waushara

County, will comprise the countywide comprehensive plan. This “bottom-up” approach is based on consensus building and plan preparation at the local level. The result is a stronger countywide plan because each locality within the county has the opportunity to identify the issues, needs, and goals that will drive the overall development of the plan. The following formal public participation activities contributed to the development of Hancock’s 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, Town Committee)
5. Written Comments
6. County Fair Booth
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. The Town of Hancock adopted a Public Participation Plan on September 8, 2008. It is located in Appendix A.

1.3.2 Citizen Questionnaire

The Citizen Questionnaire was completed in the spring of 2002 during the previous land use planning process for the Town of Hancock. 552 questionnaires were mailed out and 209 were returned. This reflects a 38% response rate. Most of the questions in the questionnaire were broken down into three categories based on an individual’s residency status in the Town: resident, part-time, or other. There were 91 respondents who indicated permanent residency, 79 part-time, and 39 others for a total of 209 respondents. Almost half of the respondents who consider themselves residents have lived in Hancock for more than twenty years. Respondents were also asked to describe their principal property by responding to any combination of the following categories: general residence; business/commercial use; recreational land; lake; farmstead; agricultural land without residence; and no response. Because respondents were allowed to mark multiple property descriptions, the total number of responses (269) is more than the total number of surveys returned (209). Of the 269 property type responses, 219 people indicated that their primary property was best described as general residence, recreational land, or lake. About three-quarters (74.6%) of the respondents indicated that there was a home on their property.

Demographic Information

Almost half of respondents that were permanent residents have lived in the Town for over 20 years. Over half of the respondents have owned property for 11 or more years. The age range for respondents were from those under twenty-five to over 65. The largest age group of Town respondents was between the ages of 45-54, followed by those who are 55-64 years of age.

Existing Development

Respondents were asked how they felt about the Town’s residential, commercial, industrial, and agricultural development and recreational opportunities. Most respondents indicated that the amount of residential development was about right, but that there was not enough commercial development. Respondents were split about the amount of existing industrial development. Most residents felt that there was not enough industrial development, while part-time dwellers felt that the amount of industrial development was about right. Opinions about the amount of industrial development from respondents in the other category were split. Most respondents

also felt that there was the right amount of agricultural development as well as recreational opportunities.

Land Preservation and Recreational Opportunities

Respondents overwhelmingly supported the protection of environmentally sensitive resources, such as managed forests, wetlands, forestlands, parks and open spaces, the Ice Age Trail, historic/cultural site preservation, public hunting lands, snowmobile trails. Most respondents also felt that farmland should be preserved and the avoidance of conflict between agricultural and residential developments was very important.

Development Issues

A majority of respondents supported single family housing developments while the support for multi-family housing was mixed. 23.4% of respondents supported multi-family housing and 21.5% indicated that they do not support multi-family housing, but accept it. Combining these respondents, 44.9% of respondents accept multi-family housing in some capacity. About the same amount of respondents indicated that they did not support multi-family housing in any capacity (45.9%). The community response for mobile homes in the community is similar to the responses for the question on multi-family housing; respondents were split in their acceptance and opposition to mobile homes.

Almost half of the respondents accepted large livestock operations in some capacity, either by supporting it or by not supporting it but accepting it. In addition, a majority of respondents do not support natural resource extraction in any capacity.

Many respondents indicated that they support small business opportunities for individuals within the Town. In addition, the preservation of farmland and the avoidance of conflicting land uses (i.e. residential/agricultural/industrial) were also found to be important issues. The questionnaire also found that respondents further supported natural resource and farmland preservation efforts by indicating that they supported the promotion of compact residential growth.

Public Services and Facilities

Services and facilities evaluated in the questionnaire were the maintenance and condition of Town roads; snow removal of Town roads; garbage/recycling; County roads; fire protection; law enforcement; public recreational lands; and emergency medical services (ambulance). Public services and facilities were generally ranked above average or acceptable by respondents. Less than 10% of the responses indicated that services and facilities were rated below average. In general, public services and facilities surveyed in the Town appear to be meeting the needs of the community.

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.

1.3.4 Public Meetings (Waushara County Land Use Committee, Town Committee)

A volunteer committee was assembled in the Town of Hancock to assemble the comprehensive plan. All meetings were open to the public and agendas were posted on the Waushara County website, and at the Town Hall. The committee met on an as-needed basis to review plan components and oversee the local planning process.

A representative of the Town of Hancock was invited to sit on the Waushara County Land Use Committee. This Committee oversaw the development of the countywide plan. The intent of having local representatives on the Committee was to ensure local goals and priorities were being addressed in the countywide document. All meetings were publicly noticed and open to the public.

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 Public Hearing

A public hearing was held on October 12, 2009 to solicit comments pertaining to the content of the Town of Hancock Comprehensive Plan. This meeting was preceded by a Class 1 Public Notice. Additionally, drafts of the comprehensive planning document were sent to all overlapping and adjacent jurisdictions (including Waushara County, ECWRPC, etc.), the Wisconsin Department of Administration, and the Hancock Public Library.

1.4 20-Year Vision

The following 20-Year Vision Statement has been developed to guide future development and resource management activities in the Town of Hancock over the next twenty-year planning period. This vision statement was originally developed for the *Town of Hancock Community Management Plan (2005)* and continues to describe the Town's overall vision and statement of values.

Residents of the Town of Hancock enjoy the quiet rural character and small town attributes provided by the area's blend of natural and cultural resources. Town residents would like to prepare a plan that will preserve these positive attributes which contribute to the quality of life, while providing for sustainable economic growth for future generations.

The vision of the Town of Hancock land use plan is quite simply, to preserve the positive aspects of rural living that residents now enjoy, and to provide guidance for responsible and attractive future growth which respects the Town's quality of life.

1.5 Key Demographic Findings and Projections

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

Demographic Trends

- Over the past fifty years, the population of the Town of Hancock has remained fairly stable.
- The population decreased from 480 in 1950 to 346 in 1970 before starting a gradual increase to 531 in 2000.
- Migration has played a greater role in population change in Waushara County than natural increase between 1950 and 2005.
- Since natural increase rates were negative, the entire increase in population in Waushara County since 1990 can be attributed to in-migration.
- Population density in the Town of Hancock was less than the county average (37 persons per square mile) and the state (82 persons per square mile), with an average of 16 persons per square mile.

Household Structure

- Household size for the Town of Hancock, Waushara County and the state has been decreasing since 1970.
- The Town of Hancock had an average household size of 2.6 in 1990, and then dropped slightly to 2.5 in 2000.
- In 1990 and 2000, the majority of households for the Town of Hancock were family households, and the majority of family households were married couple families.
- The population in the town is less diverse than that of the county and state. In 2000, whites comprised 96.8 percent of the Town of Hancock and Waushara County's population compared to 88.9 percent of the state's population.

Income Levels

- Access to earning opportunities is a strong determinant in meeting the income needs of residents in the Town of Hancock, Waushara County and Wisconsin.
- The State of Wisconsin maintained higher median family and per capita incomes than Waushara County and the Town of Hancock for both 1989 and 1999.
- Over eighty percent of households in the Town of Hancock 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 the Town of Hancock, Waushara County and Wisconsin. In spite of the decline in poverty, 3.7 percent of Town of Hancock residents still lived below the poverty line in 1999.
- In 1989, 13.6 percent of children in the Town of Hancock lived in poverty, compared to 11.1 percent of the elderly. By 1999, the share of children living in poverty in the Town of Hancock had decreased to no children living in poverty, while the share of elderly living in poverty had decreased to 8.1 percent.

Population Forecasts

- The Town of Hancock is expected to grow by 24.3 percent between 2000 and 2030.
- Waushara County population projections by age cohort indicate that the number of county residents age 65 and older may almost double between 2000 and 2030, while the number of children may decline by 21 percent.

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 28.9 percent between 2000 and 2030. It is anticipated that the number of households in the Town of Hancock may increase by 37.0 percent during this same time period (211 to 289).

2 HOUSING

2.1 Housing Chapter Purpose and Contents

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 in the Town of Hancock. The element also provides direction to ensure an adequate supply of housing is available for existing and forecasted housing demand.

Recommendations were developed through the public participation process, and through review of the *Town of Hancock Community Management Plan (2005)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

2.2 Summary of Existing Housing Conditions

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

Age of Occupied Dwelling Units

- Census information regarding the age of owner-occupied units indicates that the Town of Hancock was well established by 1960.
- Between 1990 and 2000, the town 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.

Change in Structural Type

- As with most rural communities, the dominant housing type in the Town of Hancock is single family housing.
- By 2000, the share of single family units had decreased slightly to 92.3% in the Town of Hancock, while the number and share of mobile home units increased to 26 units or 6.9% of total housing units.

Occupancy Status

- The majority of occupied units within the town are owner-occupied. Hancock also has higher owner-occupancy rates than Waushara County and the state.

Vacancy Status

- In 2000, the town had a homeowner vacancy rate of 1.6 percent, which indicates an adequate number of homes for sale.
- The Town of Hancock had the highest rental vacancy rate (7.4%) of all three jurisdictions (town, county, state).
- Between 1990 and 2000, the share of vacant units identified as seasonal declined from 95.7 percent in the Town of Hancock to 90.2 percent.

Owner-Occupied Housing Stock Value

- Between 1990 and 2000, median housing in the Town of Hancock values nearly doubled. By 2000, the median housing value for the Town of Hancock was \$96,100, up from \$48,200 in 1990.

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

Housing Affordability

- Between 1989 and 1999, housing affordability became a larger issue for homeowners in the state, Waushara County and the Town of Hancock. The percentage of homeowners paying a disproportionate share of their income for housing in Hancock rose to 24 percent.
- By 1999, the share of renters paying more than 30% of their income for housing had decreased dramatically to 4.8% in the town.

Housing Conditions

- By 2000, occupied units without complete plumbing facilities do not exist in the Town of Hancock.

Subsidized and Special Needs Housing

- The closest access to subsidized housing for qualifying elderly, families and persons with disabilities for Town of Hancock residents is within the City of Wautoma or Village of Coloma and Wild Rose.

2.3 Housing Issues Identified Through the Planning Process

A number of issues were identified during the planning process that were not a result of statistical analyses. These issues may or may not have been captured through the existing conditions information collected in Volume Two of this report. The following issues were identified by the Town of Hancock.

Senior Housing

Between 1990 and 2000, the number of individuals age 45 to 64 increased by 67.6 percent in the Town of Hancock. 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 properties.

Exterior Housing Condition

Almost half of the existing homes in Hancock were 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

Due to changing demographics and living patterns a range of housing options would ensure existing and prospective residents can remain in the community longer. 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.

2.4 Housing Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations concerning housing stock in the Town of Hancock. 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 prerogatives were carried over from the *Town of Hancock Community Management Plan (2005)*.

Goal 2.1: Accommodate residential growth without compromising the quality of life for existing residents.

Objective(s)

- a. Protect and enhance the value of existing housing stock. Provide a diversity of affordable housing options for all age and income groups. Meet the need for non-dependent, assisted and semi-assisted elderly housing.
- b. Provide opportunities for rural residential development.

Recommendations

2.1.1 Protect existing residential areas from incompatible land uses and activities.

2.1.2 Upgrade the overall quality of housing stock by working with WHEDA and CAP Services to present educational seminars about available home improvement programming.

2.1.3 Identify preferred areas for new residential growth in the portions of sections 2, 3, 11, 13, 14 and 15, which are identified as non-environmentally sensitive and are located east of highway I-39 where natural hydrology provides for safer groundwater.

2.1.4 Establish standards/criteria to manage rural residential development.

2.1.5 Make existing housing stock attractive as “starter” homes for young families. This may include working with CAP Services First Time Homebuyer’s Assistance, and/or encouraging development of affordable housing.

2.1.6 Make additional rental housing available. This may be accomplished by identifying locations for multifamily housing on the Future Land Use map, or developing a policy in coordination with the Village of Hancock for construction of these facilities.

2.1.7 Accommodate mobile homes as a housing option but limit their placement to mobile home parks. Encourage Waushara County to develop a mobile home district to accommodate these structures.

2.1.8 Encourage the renovation of older and/or deteriorated residences.

2.1.9 Encourage the restoration of architecturally and/or historically significant residences.

2.1.10 Discourage residential development in or near productive agricultural areas.

2.1.11 Provide educational materials to new property owners about the rural lifestyle and its implications.

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 in the Town of Hancock.

Recommendations were developed through the public participation process, and through review of the *Town of Hancock Community Management Plan (2005)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

3.2 Summary of Existing Transportation Conditions

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

Streets and Highways

- The entire transportation network in the Town of Hancock is comprised of 81.99 miles of local roads, county highways, interstate and state highways. Local roads comprise over half (60%) of the road network.
- I-39, a principal arterial, provides north and south linkages between the south central part of the State (Madison and Beloit) and the north central regions (Wausau and points north).
- Approximately ninety-two percent (46.1 miles) of the roads within Hancock are paved.
- About three-quarters of the roads in Hancock (33 miles, 72%) are considered to be in good to fair condition.

Other Transportation Modes

- There are no Rustic Roads in the Town of Hancock.
- 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.
- Waushara County has established an interconnected system of bicycle routes throughout the county. Route 2 – Hancock-Deerfield totals 26.9 miles transecting the towns of Hancock and Deerfield.
- The four airports most convenient to area residents that provide scheduled commercial air service are: Central Wisconsin Regional Airport in Mosinee, Outagamie County Regional Airport in Appleton, Dane County Regional Airport in Madison, and Austin Straubel Airport in Green Bay.
- There is no scheduled bus service within the county.

Current and Future Transportation Projects

- There are no major reconstruction plans scheduled for the Town of Hancock.

3.3 Transportation Issues and Opportunities Identified Through the Planning Process

A number of issues were identified during the planning process that were not a result of statistical analyses. These challenges may or may not have been captured through the existing conditions information collected in Volume Two of this report. The following issues or opportunities were identified by the Town of Hancock.

Bicycling

Waushara County has established a bicycle route through the Town of Hancock (Route 2) that is regularly utilized in warmer weather. The routes use a combination of county highways and local roads. Town representatives would like better connections to prominent commercial and recreation areas within the area, including Hancock Village Park. The Town is interested in coordinating with the Village to construct off-road accommodations between the park and the downtown.

3.4 Transportation Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations concerning transportation issues in the Town of Hancock. 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 prerogatives were carried over from the *Town of Hancock Community Management Plan (2005)*.

Goal 3.1: Provide residents and visitors with safe, convenient, and economical transportation options.

Objective(s)

- a. Provide a well-maintained system of federal, state, county, and local roads.
- b. Maintain and improve the overall quality of the local road system.
- c. Improve roadway safety.
- d. Reduce reliance on the automobile where feasible.
- e. Make walking and bicycling more attractive transportation options.
- f. Improve options for transportation-dependent residents.
- g. Improve wintertime driving conditions.

Recommendations

3.1.1 Set minimum roadway standards and refuse acceptance of new dedicated streets unless standards have been met.

3.1.2 Increase roadway safety by reviewing options for improvement of dangerous roadway segments and intersections. These include:

- i. The intersection of CTH GG and CTH V. Options may include diverting traffic onto 6th Ave from the segment of CTH GG between 6th Ave and CTH V.
- ii. The intersection of Forest Drive/6th Ave and CTH GG.
- iii. Improving visibility on CTH FF just south of Pine Lake.

3.1.3 Reduce reliance on single occupancy vehicle travel where feasible. This may include promoting carpooling and ridesharing. Hancock should coordinate with adjacent communities to identify “park and ride” lots for ridesharing opportunities and coordinate with Waushara County to establish a database of interested rideshare users.

3.1.4 Continue timely reconstruction of in-need roadways through capital improvements programming to establish appropriate funding levels and utilizing the PASER evaluation of roadways to help prioritize maintenance and repair schedules.

3.1.5 Encourage transportation users to report problem areas and undertake spot improvements where warranted.

3.1.6 Accommodate bicyclists and pedestrians in areas of high activity or concentrated development.

This may include:

- i. Incorporating paved and striped shoulders on key road segments;
- ii. Providing walking/biking paths along Town roads leading to major destinations;
- iii. Consider constructing an off-road bicycle and walking path around the north side of Pine Lake (connection to Village Park) or, if this route is not practical due to topographical and right-of-way restrictions, explore transportation easements south of Pine Lake;
- iv. Reviewing the Waushara County Bike Routes guide to ensure connectivity between local and regional destinations and attractions. In the Town of Hancock, this includes supporting the connection of Bike Route 1 and Bike Route 2.
- v. Explore grant funding, such as the DNR's Stewardship Program, to provide funding for linear trail development.

3.1.7 Improve the availability of taxi/medi-van/minivan types of transportation services for elderly and other mobility-challenged residents. This may include working with Waushara County's Aging and Disability Resource Center to identify challenges or gaps in current services that limit use.

4 Utilities & Community Facilities

4.1 Utilities & Community Facilities Chapter Purpose and Contents

This element includes a brief summary of utilities or community facilities that exist within the Town of Hancock followed by a series of goals, objectives, and recommendations to guide the future development or expansion of these utilities or community facilities. The element also provides a timeframe for expansion or rehabilitation of utilities and public facilities.

Recommendations were developed through the public participation process, and through review of the *Town of Hancock Community Management Plan (2005)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

4.2 Summary of Existing Conditions for Utilities & Community Facilities

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

Wastewater Collection and Treatment

- Private on-site wastewater treatment systems (POWTs) serve all of Hancock.

Stormwater Management

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

Water Supply

- The Town of Hancock is served by private wells.

Solid Waste and Recycling

- The County operates nine waste collection sites and contracts with Waste Management of Wisconsin, Inc. and Onyx Waste Services to haul waste and recyclables, respectively that are collected at the sites.
- Residents of the Town of Hancock are able to utilize any drop-off site within the county, but they most likely utilize the Village of Hancock site.
- All waste management sites in Waushara County accept recyclable materials.

Electricity

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

Natural Gas

- Wisconsin Gas Company provides natural gas service to the Town of Hancock and is a subsidiary of Wisconsin Energy Corporation.

Power Generation Plants and Transmission Lines

- American Transmission Company (ATC) owns and maintains a number of transmission lines in the area.

Telecommunications Facilities

- According to information obtained from Waushara County there is one tower located in the Town of Hancock off of Buttercup Avenue.
- Union Telephone provides service to the Town of Hancock.
- Union Telephone and Wisconsin Rural Internet are among some of the providers who supply internet service to the area.

Cemeteries

- There is one cemetery located in the Town of Hancock; the Hancock Cemetery.

Childcare Facilities

- Mid-Wisconsin ChildCare Resource & Referral, Inc. works with Waushara County.
- Residents of the Town of Hancock most likely use childcare facilities in Plainfield or Coloma. These facilities have a combined capacity of 92 children.
- UMOs operates a housing complex, Head Start program, and childcare facilities in Plainfield. The licensed facility provided childcare for 60 children in 2008.

Elderly Services

- The Waushara County Coordinated Transportation System offers rides to not only senior citizens but also to veterans, and human service clientele on Medical Assistance.
- Meals along with activities and fellowship are provided to seniors at seven locations throughout Waushara County. The closest site is located at the Hancock Community Building (420 Jefferson Street) in the Village of Hancock.
- The Aging & Disability Resource Center of Green Lake, Marquette and Waushara Counties provides information and assistance on aging, long term care, disabilities, and other related topics.
- The Wautoma-Waushara Senior Center (in the Town of Dakota) offers a wide range of social and educational activities for seniors including bingo, card tournaments, crafts, and others.
- There 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.
- The overall capacity for adult care facilities serving Waushara County is 258 persons.

Police Service

- The Waushara County Sheriff's Department provides around the clock law enforcement services to the Town of Hancock, as needed.
- Response time in the Town of Hancock is about 10 minutes.
- During the summer months and holidays, a boat patrol financed through the towns of Deerfield and Hancock and manned by part-time off duty police officers patrols Fish Lake, Marl Lake, and the White River Millpond.
- The Waushara County Sheriff's Office is located on Division Street in Wautoma. The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon.
- For a sheriff's office (includes most jail personnel), the state average was 1.77 sworn employees per 1,000 residents served. The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.

- There are three correction facilities in Waushara County: the Waushara Huber Facility, the Waushara County Jail, and the Redgranite Correctional Facility.

Fire Protection

- The Town of Hancock is served solely by the Hancock Volunteer Fire Department.
- The Hancock Volunteer Fire Department has an ISO rating of 7 within the Village of Hancock and 9 within the towns of Hancock and Deerfield.

Health Care Facilities/Emergency Medical Services

- There are no hospitals located within the Town of Hancock; however there are six hospitals located within approximately 50 miles.
- Emergency medical services for the Town of Hancock are provided by the Waushara County EMS.
- The First Responders through the Hancock Area Volunteer Fire Department serve the Town and Village of Hancock.

Libraries

- Residents within the Town of Hancock have access to a good selection of libraries, but will most likely use the library in Hancock.
- 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. The Hancock Public Library provides a less than basic service for volumes held in print and material expenditures. However, service levels for fulltime equivalent staff, periodicals titles received, audio and video recording held are considered excellent to enhanced.

Education

- The Town of Hancock is served entirely the Tri-County Area School District.
- The Tri-County Area School 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 Town of Hancock does not have any institutions of higher education.
- The Town of Hancock is part of the Mid State Vocational Technical College District.

Other Municipal Buildings

- The towns of Hancock and Deerfield share the area community center, located at 420 N. Jefferson Street, with the Village of Hancock.

Parks and Recreation

- Waushara County's park system is comprised of 15 sites containing a total of 761 acres.
- There are no county park facilities found within the Town of Hancock.
- There are no local park facilities in the Town of Hancock.
- Village Park and Whistler Mounds Park occupy a 43-acre site a mile east of Hancock on Fish Lake.
- Many significant lakes can be found within the area, including Pine, Fish, Deer, Goose, Reeder and Bullhead lakes.

Post Office

- Residents within the Town of Hancock utilize the Village of Hancock Post Office.
- At the present time there are no plans for expansion of these facilities.

4.3 Utilities & Community Facilities Issues and Opportunities

A number of issues and opportunities were identified during the planning process that were not a result of statistical analyses. These challenges may or may not have been captured through the existing conditions information collected in Volume Two of this report. The following utilities and community facilities topics were discussed by the Town of Hancock.

Septic Systems

There is some desire to more regularly inspect septic systems within the Town. This is especially true around lake properties where septage can contaminate surface waters. To meet 2008 changes in state legislation, the Town will have to complete an inventory of every septic system by 2011. By 2013, all septic systems will need to be a part of the same inspection program.

Public Park Facilities

There are no county parks within the Town of Hancock. As a result, many residents of the Town utilize Village Park and Whistler Mounds Park, operated by the Village of Hancock, for recreation. There is a desire to increase the amount of linear trails throughout the parks and to link them to the Village of Hancock. The beach facilities in Village Park are in need of restoration as invasive species continue to populate the shoreline.

Fire Protection

While fire protection is adequate, and facilities and equipment are updated and replaced on an as needed basis, the operation of the department overall is not transparent. There is a Fire Board that elects a Fire Chief which places control of the department in few hands. Funding for the department is through a flat fee for member communities. There has been some interest in assessing fees based on equalized values.

4.4 Utilities & Community Facilities Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations concerning public utilities and facilities in the Town of Hancock. 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 prerogatives were carried over from the *Town of Hancock Community Management Plan (2005)*.

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. Encourage compact development in the Town to improve economic efficiencies.
- c. Share services to achieve greater efficiencies in service provision.

Recommendations:

4.1.1 Coordinate with the Village of Hancock to create a lake district on Pine Lake and Fish Lake. The purpose of this district will be to look after the welfare of the lake by establishing consistent management policies, working to prevent erosion and nutrient pollution of the lake by filtering run off, acting to control the spread of invasive species, managing populations of sport fish, monitoring water quality, and applying for grant fund resources.

4.1.2 Coordinate with the Village to ensure water and sewer services and facilities are adequate in quality and quantity to address the needs of the Town's lakefront residents. Strategies may include:

- i. Work with the Village to expand the service lines of the sanitary district to serve development around the entirety of Pine Lake.
- ii. Discuss extension of service lines to Fish Lake at such time as a majority of lake residents request the utility.

4.1.3 Address site-specific drainage and storm water issues as they arise in cooperation with regulatory authorities including Waushara County and Wisconsin DNR.

New 4.1.4 Coordinate with members of the Hancock Volunteer Fire Department to discuss alternate funding approaches based on actual calls, number of residents, or equalized value.

New 4.1.5 Work with Waushara County to enforce septic requirements and inspections.

New 4.1.6 Work with the Village of Hancock to develop a strategy for restoration of facilities and features at Village Park. This includes working on a strategy for increased development of linear trail facilities and possible grant programs, such as DNR Stewardship funds, to implement the strategies.

New 4.1.7 Continue to financially support the Hancock Public Library.

4.5 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. In Hancock, incremental upgrades in fire safety equipment may be necessary. The Town may also wish to help the Village of Hancock upgrade facilities at Village Park and Whistler Mounds Park. See Table 4.5.

Table 4.5: Forecasted Utilities and Community Facilities Needs

Facility/Utility	Need	Approximate Timeframe	Comments
Fire and Emergency Services	Upgrade	Mid-Term	New fire equipment.
Parks	Renovation	Short-Term	Village Park beach should be restored. If the Town is financially capable, coordination with the Village of Hancock should be arranged.
Parks	Facilities	Long-Term	Enhance linear trail system near and around Village Park and Whistler Mounds Park.

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

5

Agricultural, Natural & Cultural Resources

5.1 Agricultural, Natural & Cultural Resources Chapter Purpose and Contents

This element includes a brief summary of existing agricultural, natural, and cultural resources followed by a series of goals, objectives, and recommendations to guide future preservation or enhancement activities in the Town of Hancock. The element also provides a matrix of preservation programs that could be utilized to meet Hancock's preservation objectives.

Recommendations were developed through the public participation process, and through review of the *Town of Hancock Community Management Plan (2005)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

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

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

Agricultural Resources

- Agricultural land cover, which includes row crops, forages and grassland, comprised over 66 percent of the total area in the Town of Hancock (1999).
- In 1997, an estimated 59 farms existed within the Town of Hancock. This represents a net gain of 8 farms from 1990.
- In 1990, there were 2 dairy farms in the Town of Hancock and 232 in Waushara County; by 1997 the town had lost one dairy farm, while the county lost 101 dairy farms.
- Between 1990 and 1997, 361 acres (2.9%) of farmland were lost in the Town of Hancock.
- Only 100 acres or 0.5 percent of the land in the Town of Hancock is considered prime farmland.

Natural Resources Soils

- About 66 percent of the area in the Town of Hancock is suitable for conventional systems; while another 27 percent is suitable for at-grade, in-ground pressure and mound systems.
- About half of the area within the Town of Hancock (48.2%, 10,385 acres) has soils that are considered to have a very high suitability for building site development.
- Almost half of the soils (46.6%, 9,854 acres) pose a slight risk to no limitations for seepage spreading within the Town of Hancock.

Geography and Topography

- Within the Town of Hancock, land relief is approximately 120 feet, from a low of 1,060 feet above sea level near Carter Creek to a high of 1,180 west of I-39.
- Less than five percent (4.2%, 906 acres) of the Town of Hancock is classified as having slopes in excess of 12 percent.

Water Resources

- Surface water drainage for the Town of Hancock is predominately located within the Central Wisconsin River Basin, with a small area in the Town's southeast corner falling within the Upper Fox River Basin.
- The Town of Hancock is divided into three sub-watersheds: the Big Roche-A-Cri Creek and the Little Roche-A-Cri Creek (Central Wisconsin River Basin) and the Mecan River (Upper Fox River Basin).
- There are five lakes and/or impoundments found within the Town of Hancock.
- There is only one named river/stream in the Town of Hancock; Carter Creek.
- Approximately 1.6 percent (351 acres) of land within the Town of Hancock lies in a floodplain.
- Only three percent (681 acres) of the Town of Hancock is classified as wetlands.
- A groundwater divide, located west and parallel to the topographic divide, cuts diagonally through Waushara County and the Town of Hancock from Marquette County, through the Town of Coloma, 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.
- Twenty wells within the Town of Hancock exceeded the 10 ppm threshold level for nitrate.
- The majority of homes within the Town of Hancock are served by private wells.
- Groundwater depths of less than two feet are found in about five percent (1,171 acres) of the land area.
- According to the Wisconsin Administrative Code, Chapter ATP 30 Atrazine, Pesticides; Use Restrictions, atrazine prohibition areas have been established throughout Waushara County and within the Town of Hancock. The atrazine prohibition area includes sections 4, 5, 8, and 9, between Badger Avenue and Bighorn Avenue west of 4th Avenue.

Ecological Resources

- The majority of the Town of Hancock falls within the Central Sand Plains ecological landscape, while the eastern portion of the Town falls within the Central Sand Hills ecological landscape.
- Woodlands comprise about 60 percent of the total land area in the Town of Hancock.
- There are 4,713 acres of general woodlands and 2,217 acres of planted woodlands in the Town of Hancock.
- In 2008, a total of 1,722.8 acres were actively managed with the Town of Hancock under the MFL and 246 acres managed under the FCL.

Parks, Open Space and Recreational Resources

- The WDNR owns approximately 1,537 acres within the Town of Hancock.
- The Greenwood State Wildlife Area falls within portions of the Town of Hancock and is located east of CTH FF and west of CTH GG.
- The Town of Hancock does not have any lands classified as State Fishery Areas.
- Carter Creek Area is managed by the WDNR and provides public access to Carter Creek.

Mineral Resources

- There are two active metallic or non-metallic mining sites in the Town of Hancock.

Solid and Hazardous Waste

- There are two (2) sites in the Town of Hancock 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

- At the present, no properties within the Town of Hancock are listed on the National Register.
- A search of the Wisconsin Historical Society's on-line Architecture and History Inventory (AHI) does not reveal any properties within the Town of Hancock.
- There is one historical marker in the Town of Hancock.
- There are no museums in the Town of Hancock.
- The Hancock Lakes which include Pine (Hancock) Lake, Deer Lake, Fish Lake and two more lakes were the seat of a large Indian population. Traces of their existence in this area still exist today.
- The Town of Sylvester was created in November of 1855. In 1856 the name was changed to Hancock.
- In 2000, the most common ancestry identified by town and county residents was German. Thirty-six percent (36.0%) of Town of Hancock and 38.0 percent of Waushara County residents claimed German ancestry.
- While Waushara County has Amish Settlements, these settlements are not concentrated in the Town of Hancock area.

Community Design¹

The Town of Hancock is a rural community with a mix of lake homes, farmsteads, and working agricultural fields. Design characteristics include rural farm homes and barns in active agricultural areas, and a range of housing types, including some larger lake home properties, around Pine Lake and Fish Lake. The Village of Hancock is located in the northeastern portion of the town and provides small lots and unique Main Street-style storefronts.

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

Supply and preservation of agricultural, natural, and cultural resources were some of the most important issues for the Town of Hancock. The following issues were identified through the public participation process as primary concerns that should be addressed by this comprehensive plan.

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.

Groundwater Preservation

Water quality and quantity have been a concern for Waushara County communities. Low lake levels throughout Waushara County underscore a more pressing problem: groundwater quantity and quality preservation. Although groundwater is found at varying depths throughout the area, the majority of groundwater in the Town of Hancock is found in depths greater than six feet. In general, there is a strong correlation between areas of high groundwater and wetlands. Wetlands provide valuable recharge areas for groundwater supplies. About three percent of the total land area in Hancock is classified as wetlands.

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

Destruction of Rural Character

Concerns about the Town having too much residential development were voiced in the 2002 Citizen Questionnaire. New subdivisions and other residential developments have been encroaching upon active farmlands and increasing competition for available lands for housing construction that would otherwise have been available for farm expansion. New housing has also been bringing with it changing expectations of rural living.

Invasive Species

The Town of Hancock does not contain county parks and relies on recreation lands operated by the Village of Hancock. This includes two parks on Fish Lake – Village Park and Whistler Mounds Park. Village Park contains a beach that is overrun with invasive species that diminish the aesthetic and recreational value of the park facility and the water resource.

5.4 Agricultural, Natural & Cultural Resources Policy

The Town of Hancock seeks to accommodate existing and future growth in ways that do not compromise the area's agricultural, natural, and cultural resources.

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 the Town of Hancock. 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 prerogatives were carried over from the *Town of Hancock Community Management Plan (2005)*. (All actions of the Town of Hancock and Waushara County are intended to be consistent with the provisions of the Clean Air and Water Act as currently adopted by the US Congress.)

Goal 5.1: Maintain and improve the water quality of lakes and streams.Objective(s)

- a. Reduce non-point nutrient runoff into lakes and streams.
- b. Minimize nutrient contributions from private on-site septic systems.
- c. Address all air quality issues facing the Town.
- d. Maintain wetland areas in native vegetation.

Recommendations

5.1.1 Promote fencing water bodies from livestock where needed and using best farm management practices (i.e. fertilizer use/timing, no-till planting, contour plowing). This includes reestablishing windbreaks to reduce non-point pollution.

5.1.2 Coordinate with the Village of Hancock to form a lake district organization. This body should be charged with maintaining a buffer of native vegetation along shorelines, promoting storm sewer diversion to detention ponds, minimizing the amount of impervious yard area, and encouraging on-site rain gardens.

5.1.3 Work with UWEX and other agencies to encourage organic farming practices which reduce the use of chemicals that may potentially contaminate water resources.

5.1.4 Cooperate with Waushara County to monitor the effectiveness of individual septic systems and discourage development in areas poorly suited for on-site waste disposal. Encourage inspections of on-site systems at time of sale or title transfer for all properties.

5.1.5 Work with property owners and the Village of Hancock to extend sanitary sewer service provision to Pine Lake residents, as requested.

5.1.6 Enforce building setbacks adjacent to wetlands as a part of the building permit process. This includes:

- i. A 50' buffer of undisturbed native vegetation and a 75' building setback adjacent to all designated wetlands.
- ii. A 35' native vegetation buffer and a 75' building setback adjacent to all lakes and ponds.
- iii. A 100' native vegetation buffer along all rivers and streams.

Goal 5.2: Preserve the quality and quantity of our groundwater supplies.

Objective(s)

- a. Ensure that adequate amounts of safe drinking water are available throughout the area.
- b. Ensure that the right to use groundwater for a variety of purposes is not compromised.

Recommendations

5.2.1 Continue monitoring any private wells within the Town for atrazine, nitrate and bacteria levels and require a permit for all new residential wells. Set up appropriate mechanisms to require testing on a regular basis in high risk areas.

5.2.2 Consider extending the Town of Hancock and Waushara County a minimum of 30 days to comment on high capacity well permits before issuance. Maintain a fair and responsible balance between providing for the groundwater needs of agricultural high capacity wells and the need for protection of adjoining private well groundwater usage.

5.2.3 Provide educational materials and periodic monitoring of on-site septic systems. Require on-site system testing as part of ownership transfers.

5.2.4 Consider charging high capacity users a modest per gallon user fee to be put into a fund that is used to pay for drilling deeper wells if draw down or contamination problems required failed wells to be replaced. High capacity well heads would be metered to determine usage, thereby allowing fund contributions to be allocated fairly based on actual usage.

5.2.5 Restrict residential and private well development near landfills by creating a 1,200 foot setback zone adjacent to existing and closed landfills.

5.2.6 Support monitoring and enforcement of water and air requirements consistent with the standards of the U.S. Clean Water and Clean Air Act through adoption by reference.

5.2.7 Protect water quality of area lakes by expanding the sanitary sewer service extensions to include areas around developing or developed lakes when requested by a majority of lake residents.

5.2.8 Continue to monitor and enforce safeguards on the atrazine prohibition areas in the Town of Hancock to ensure that private drinking wells are safe from excessive levels of atrazine, nitrates and harmful bacteria.

5.2.9 Minimize the amount of residential development near primary irrigation areas.

Goal 5.3: Preserve the area's most productive farmland for agriculture.

Objective(s)

- a. Maximize opportunities for profitable agricultural activities.
- b. Keep raw land prices attractive for agricultural sale.
- c. Reduce conflicts with non-farm residential development.

Recommendations

5.3.1 Discourage residential development in or near productive agricultural areas.

5.3.2 Work with Waushara County and UW-Extension to address existing conflicts such as aerial crop spraying.

5.3.3 Work with Waushara County to address potential agricultural concerns such as large animal operations that may be built within the Town. Work within state requirements to identify areas where these Concentrated Animal Feeding Operations (CAFOs) can occur.

5.3.4 Provide educational materials to educate new property owners about the rural lifestyle and its implications.

Goal 5.4: Protect important architectural, historical, and other significant cultural resources.

Objective(s)

- a. Preserve the area's heritage.
- b. Capitalize on cultural resources to attract tourists.
- c. Provide incentives for redeveloping cultural resources.

Recommendations

5.4.1 Identify and protect historic buildings which contribute to the historic character of the area, including: Whistler's Indian mounds, the drug store, the library (old firehouse), GAR building (Lion's building), the Huckin's estate, the Walker house, etc.

5.4.2 Prepare state register nominations for designating other known Indian mound sites in the town. Investigate and prepare a past history of the Village/Town of Hancock.

5.4.3 Develop and inventory of historically significant local structures. Use this listing to apply for renovation funds and seek enrollment of important sites/structures on a state or national register.

Goal 5.5: Use natural resources for appropriate levels and types of recreation.

Objective(s)

- a. Accommodate a range of recreational opportunities.
- b. Develop and maintain quality recreational facilities.
- c. Minimize conflicts between user groups.
- d. Minimize conflicts between recreationalists and landowners.
- e. Increase the economic base through additional recreational/tourism development.

Recommendations

5.5.1 Work with the Village of Hancock to develop a recreation plan to identify recreational opportunities that are presently unavailable. The plan should include programming options and facilities development alternatives to enhance and provide a level of service appropriate for the level of usage the park receives.

5.5.2 Encourage potential business opportunities. These include environmental touring and education programs, or other businesses that provide low-impact recreation activities that do not interfere with the preservation and availability of natural and cultural resources.

5.5.3 Work with elected officials to resolve any potential user conflicts that may arise through regular and increased use of local natural and cultural resources.

5.6 Agricultural, Natural & Cultural Resources Programs

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

Table 5.6: Agricultural, Natural & Cultural Resource Programs

Agriculture Resources			
National			
Program	Department	Description	Contact Information
Conservation Reserve Program / Conservation Reserve Enhancement Program	NRCS/FSA	Allows landowners to enroll agricultural lands into various land conservation management programs.	http://www.nrcs.usda.gov/Programs/crp/ http://www.fsa.usda.gov/FSA/webapp?area=home&subject=copr&topic=cep
Grassland Reserve Program	FSA	Protects private grasslands, shrublands, and pasturelands.	http://www.fsa.usda.gov/FSA/webapp?area=home&subject=copr&topic=grp
Grazing Lands Conservation Incentive	NRCS	Provides cost sharing to improve grazing land management.	http://www.nrcs.usda.gov/Programs/gpci/
Environmental Quality Incentives Program	NRCS	Promotes agricultural production and environmental quality and compatible goals.	http://www.nrcs.usda.gov/Programs/eqip/
USDA Farmland Protection Policy Act	NRCS	Maintains prime farmland in agricultural use through agricultural conservation easements.	http://www.nrcs.usda.gov/programs/fppa/
State			
Program	Department	Description	Contact Information
Wisconsin Farmland Preservation Program	DATCP	Preserves farmland through local planning and zoning; promotes social conservation; tax relief.	http://www.datcp.state.wi.us/arm/agriculture/land-water/conservation/pdf/2007FPPSummaryMaps.pdf
Farmland Tax Relief Credit Program	WDR	Provides tax relief to all farmland owners with 35 or more acres.	http://www.dor.state.wi.us/faqs/ise/farm.html
Wisconsin Pollutant Discharge Elimination Systems Permits	WDNR	Regulates agricultural operations which discharge into local surface waters.	http://www.dnr.state.wi.us/org/water/wm/ww/

Natural Resources			
National			
Program	Department	Description	Contact Information
Wildlife Habitat Incentives Program	NRCS	Voluntary program that is used to develop or improve wildlife habitat on privately owned land.	http://www.nrcs.usda.gov/Programs/whip/
Wetland Reserve Program	NRCS	Provides financial and technical assistance to private landowners to restore, protect, and enhance wetlands.	http://www.nrcs.usda.gov/PROGRAMS/wrp/
Forest Land Enhancement Program	FS	Aids landowners in the application of sustainable forestry management on private lands.	http://www.fs.fed.us/spf/coop/programs/loa/flep.shtm
State			
Program	Department	Description	Contact Information
Forest Crop Law (FCL) and Managed Forest Law (MFL)	WDNR	Encourages the growth of future commercial crops through sound forestry practices.	http://dnr.wi.gov/forestry/feeds/faqsFull.asp?s1=ForestTax&s2=MFL&inc=ftax
Wisconsin Forest Land Owner Grant Program	WDNR	Assists private landowners in protecting and enhancing their woodlands.	http://dnr.wi.gov/forestry/private/financial/wflgp.htm
Partners for Fish and Wildlife	FWS	Provides financial and technical assistance to private landowners to restore, protect, and enhance wildlife.	http://www.fws.gov/midwest/WisconsinPartners/
Cultural Resources			
National			
Program	Department	Description	Contact Information
Federal Historic Preservation Credit	WHS	Returns 20% of the cost of rehabilitating historic buildings to owners.	http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp
State			
Program	Department	Description	Contact Information
Wisconsin Historical Society	WHS	Provides funds to conduct surveys to identify and evaluate historical resources and other key services.	http://www.wisconsinhistory.org/
Wisconsin Supplemental Historic Preservation Credit	WHS	Returns an additional 5% of the cost of rehabilitation to owners as a discount on State income taxes.	http://www.wisconsinhistory.org/hp/architecture/iptax_credit.asp
25% State Income Tax Credits	WHS	Used for the repair and rehabilitation of historic homes in Wisconsin.	http://www.wisconsinhistory.org/hp/architecture/tax_credit.asp

6 Economic Development

6.1 Economic Development Chapter Purpose and Contents

This element includes a brief summary of existing economic development resources and opportunities followed by a series of goals, objectives, and recommendations to guide the stabilization, retention, or expansion of local economic opportunity in the Town of Hancock. The element also provides a description of the types of businesses or industries desired in the community, and Hancock's strengths and weaknesses for attracting or retaining these businesses.

Recommendations were developed through the public participation process, and through review of the *Town of Hancock Community Management Plan (2005)*. Many of the goals and objectives that were developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

6.2 Summary of Existing Conditions for Economic Development

The following section identifies primary economic development resources identified by East Central Wisconsin Regional Planning Commission (ECWRPC) located in whole or in part within the Town of Hancock. A complete listing of existing resources information can be located in the *Town of Hancock Comprehensive Plan Volume Two: Existing Conditions Report*.

Educational Attainment

- A higher percentage of residents in the Town of Hancock (54.6%) received high school diplomas than the State of Wisconsin (34.6%).
- The percentage of Hancock residents that completed four years of college or more was 16.0% compared to 22.4% of state residents.

Labor Force

- Labor force growth rates for Waushara County (29.4%) and the Town of Hancock (44.7%) exceeded the state's 14 percent growth rate between 1990 and 2000.

Economic Base Information

- The manufacturing (20.1%), retail (13.6%), and education, health, and social services (11.0%) industries employed about half (44.7%) of workers in the Town of Hancock in 2000.
- The top three occupations for Town of Hancock workers in 2000 were sales and office (30.4%), management, professional, and related occupations (22.7%) and production, transportation, and material moving occupations (17.9%).

Travel Time to Work

- On an average, residents from the Town of Hancock, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990.
- In 1990, average commute times for Hancock residents was 17.5 minutes. By 2000, average commute times increased to 28.5 minutes.

Location of Workplace

- A total of 62.4% of Town residents worked in Waushara County in 1990. In 2000, the percentage decreased slightly to 58.7%.
- In 2000, about 42 percent of Town workers were employed in the Town of Hancock, the Village of Plainfield or the City of Wautoma.

Employment Forecast

- Statewide, it is anticipated that the largest increases will be seen in the education and health services sector.
- While the state is expected to see the highest increases in this area, employment opportunities in Waushara County may differ. It is difficult to forecast employment for small communities, since the addition or loss of one industry or employer greatly impacts the community's economic base.

Industrial Park Information

- There are no industrial parks in the Town of Hancock. The closest industrial park is the Coloma Business Park.

Business Retention and Attraction Entities

- Tri-County Regional Development Corporation (TCREDC) is a partnership between Waushara, Marquette, and Green Lake counties.
- The Waushara County Economic Development Corporation, run by a board of volunteers, is working to foster new business development, and support and sustain existing businesses throughout the county.
- Several nearby communities actively promote business retention and attraction.

Economic Strengths and Weaknesses

- Economic strengths generally include the Town's location and natural resources and agricultural base, while weaknesses include low population density and lack of economic diversity.

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 30 entries for Hancock in Waushara County. However, all sites listed are either closed, historic or No RR Action required.

6.3 Economic Development Issues Identified Through the Planning Process

Economic development for many towns means maintaining the ability of farmer's to continue to work the land while ensuring there is a support system which maintains access to goods and services that sustain active agricultural pursuits. 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 Town's local economy. Farming provides economic opportunity for hired hands to help harvest crops, which provides additional earning opportunities during limited times of the year. There are farming-related industries that also contribute to the local economy.

Redevelopment of Service Centers

Town residents utilize goods and services opportunities available in nearby communities. In Hancock, this includes commercial outfits located in the Village of Hancock. Unfortunately, these opportunities are becoming fewer as historic storefronts fall into disrepair and small businesses grapple with tough economic realities of higher operating costs and tougher competition. Redevelopment of small service centers, such as the Village of Hancock, would allow rural residents closer proximity to the goods and services they require and would increase their access to these commodities.

Proximity to Larger Service Centers

The Town of Hancock is located along I-39, a major highway, which should make it attractive for business development. Unfortunately, large population centers, such as the City of Stevens Point, deny local opportunities as smaller communities cannot compete with the services and other incentives larger communities can provide.

Employment Opportunities

The lack of employment opportunities can be an issue in rural communities. Even though agriculture is a key component in these communities, there is not always enough work to sustain many workers on a year-round basis. There are also few job opportunities available for young people who are looking for employment after high school or college graduation.

6.4 Strengths and Weaknesses for Economic Development

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

Kinds of Businesses Desired

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

Agriculture and related businesses should continue to be a key component of the local economy in Hancock. Large, factory farms are not as widely accepted, and the Town should collaborate with other communities to identify where this type of operation could be located in the county. Small businesses, or home-based occupations, are encouraged to develop and prosper in the Town. Support of business development, such as a grocery store, in the Village of Hancock is also encouraged as are eco-based tourism activities that capitalize on local resources (such as the Whistler Mound Group).

Strengths

- Access to the I-39 corridor
- Proximity to Stevens Point
- Availability of natural areas, open spaces, and recreational opportunities
- Prime agricultural soils
- Strong agricultural economy

Weaknesses

- Lack of diversity in economic base
- Lack of population density is a deterrent for service and retail businesses
- Distance from larger urban centers

6.5 Economic Development Policy

The Town of Hancock encourages agencies and individuals to work together to improve the economic health of the area and the financial well-being of local residents.

6.6 Economic Development Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations for growing or sustaining economic development resources in the Town of Hancock. 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 prerogatives were carried over from the *Town of Hancock Community Management Plan (2005)*.

Goal 6.1: Create conditions that are favorable for retaining and attracting appropriate commercial enterprises.

Objective(s)

- a. Expand the range of goods and services available locally.
- b. Attract and capture visitor-dollars locally.
- c. Improve the economic viability of the Village of Hancock business district which services Town residents.

Recommendations

6.1.1 Target key I-39 interchange areas for new commercial development. This includes encouraging the Village of Hancock to extend sewer and water services where viable.

6.1.2 Support and retain existing local commercial enterprises.

6.1.3 Identify and fill “gaps” in the local retail/service economy. Gaps may include:

- i. Gas station / Food service
- ii. Tax accountants / Farm accounting
- iii. Daycare services
- iv. Beauty salon / Barber
- v. Craft store

6.1.4 Encourage business development that caters to the traveling public.

6.1.5 Seek out business opportunities that provide a reason to “visit” the area.

6.1.6 Market the area and its attractions by developing a tourism brochure and distribution strategy. Consider organizing a well-publicized community event/festival to draw people to the area.

6.1.7 Coordinate with the Village of Hancock to increase economic opportunity within the sewer service area and downtown district.

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

Objective(s)

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

Recommendations

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

6.2.2 Discourage residential development in prime farming areas.

6.2.3 Support statewide “Right-to-Farm” policies.

6.2.4 Identify and encourage agri-business development opportunities.

6.2.5 Encourage development of countywide or statewide programming to allow raw land price stability at a level that it is affordable for farmers to acquire and expand acreage for agricultural activities. (eg. statewide Purchase of Development Rights (PDR) program, etc.)

6.2.6 Encourage specialty farming operations. This includes 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.

6.2.7 Work with Waushara County to identify appropriate regional locations for large concentrated animal farming operations (CAFOs).

Goal 6.3: Maintain a quality forest resource and support economy.

Objective(s)

- a. Utilize forest resources for appropriate levels of economic development.
- b. Retain support industries to sustain viable forest exports.

Recommendations

6.3.1 Encourage best forestry management practices.

6.3.2 Explore opportunities to expand markets and diversify uses for forest products.

6.3.3 Control insects and diseases that threaten the forest resource.

Goal 6.4: Reduce dependency on other areas for employment.

Objective(s)

- a. Provide additional local employment opportunities.
- b. Retain young members of the work force.
- c. Create better paying jobs.

Recommendations

6.4.1 Work with Tri-County Regional Development Corporation (TCREDC) and the Waushara County Economic Development Corporation to develop both short-range and long-range strategies for job creation.

6.4.2 Explore the feasibility of forging a Village and Town partnership for creation of a jointly shared Industrial park development near the I-39 highway interchange.

6.4.3 Work with the Waushara County Economic Development Corporation to better “sell” the area’s amenities (i.e., location, quality of life) to attract business development.

6.4.4 Develop unique and interesting commercial opportunities to lure college and tech graduates back to the Hancock area. This includes exploring development of niche retail development in the Village of Hancock (such as antique shops or other boutique commercial outlets) to make Hancock a destination area.

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 the Town, application of economic development programs administered at other levels of government could be utilized locally to help achieve Hancock's goals and objectives. A listing of these programs is available in the *Town of Hancock Comprehensive Plan Volume Two: Existing Conditions Report* (see pages 6-14 to 6-23).

7 Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Chapter Purpose and Contents

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 in the Town of Hancock. This element also provides a description of identified or potential conflicts between Hancock and overlapping or adjacent jurisdictions.

Recommendations were developed through the public participation process, and through review of the *Town of Hancock Community Management Plan (2005)*. Goals and objectives related to intergovernmental cooperation developed as part of the community management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary 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 the Town of Hancock or its affiliates. Existing relationships were identified by the East Central Wisconsin Regional Planning Commission (ECWRPC). A complete analysis of intergovernmental relationships can be located in the *Town of Hancock Comprehensive Plan Volume Two: Existing Conditions Report*.

Adjacent Local Governments

- The Town of Hancock shares its borders with the towns of Plainfield, Oasis, Deerfield, Richford, Coloma, and the Village of Hancock in Waushara County; and the towns of Leola, Colburn, and Richfield in Adams County.

School Districts

- The town is served by the Tri-County Area School District.
- The Tri-County Area School District owns over 300 acres, including an 82-acre conservation easement in the northeast corner of the Town of Hancock. This property is open to the public and includes part of Goose and Bullhead Lakes.

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 the Town and the other communities within Waushara County is provided by the Waushara County Sheriff's Department that dispatches officers from the City of Wautoma. To provide a more visual presence in the area, the Hancock Fire Department serves as a satellite headquarters for the Sheriff's Department every Saturday afternoon.
- Fire protection and First Responders, are shared jointly between the Town and Village of Hancock and the towns of Deerfield and Colburn, through the Hancock Volunteer Fire Department located in the Village of Hancock. To better serve the three communities, the fire department maintains mutual aid agreements with Marquette, Adams, Portage and Waushara counties.
- Emergency medical services for the majority of the county are provided by the Waushara County EMS.
- An ambulance, shared jointly between the Coloma Fire Department and the Village of Plainfield, resides half time in the Village of Coloma and half time in the Village of Plainfield in alternating months, to improve service for the communities in the western part of the county.

- The towns of Hancock and Deerfield share the area community center, located at 420 N. Jefferson Street, with the Village of Hancock.

Extraterritorial Areas

- The Town of Hancock is located within the extraterritorial jurisdiction of the Village of Hancock. However, the Village does not exercise extraterritorial authority over zoning or subdivision regulation.

Existing Relationships with Waushara County

- The Town has adopted county zoning and has therefore given the county jurisdiction over zoning matters including land divisions and private on-site wastewater systems.
- Communities work with the various county departments to coordinate road construction and maintenance; solid waste and recycling efforts; senior citizen and other social services; and park and recreational facilities and programs.

Existing Regional Relationships

- The Town of Hancock is located in Waushara County which is a member of the East Central Wisconsin Regional Planning Commission.

Existing State Relationships

- The Wisconsin Department of Transportation is responsible for corridor planning and maintaining I-39, which bisects the Town.
- The Wisconsin Department of Natural Resources develops a variety of regional planning documents to protect natural and environmental resources in the Town. The Department also provides programming for environmental preservation and recreational facilities development.

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 Town of Hancock with better services. The following intergovernmental cooperation issues and opportunities were identified through the public participation process.

Lake Associations

Area lake associations and the local government 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.

Sanitation

Waushara County is responsible for permitting and inspecting private onsite wastewater treatment systems. The Town is concerned that older facilities on some properties are in poor shape and leach effluent into area surface waters and drinking water supplies. The Town is working with Waushara County to identify areas of primary concern.

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.

Repair Programming

One of the major issues identified in the Hancock area (village and town) was exterior repair of residential and commercial structures. Small communities often lack the capacity and resources to collect and administer exterior home/business improvement programs. Greater intergovernmental assistance at the county or regional level would help small communities to repair properties that may not be code compliant and may help to maintain property values.

Village of Hancock

The Town of Hancock has a good working relationship with the Village of Hancock. Currently, the communities share the Hancock Community Center, and often coordinate on lake issues and other planning needs. There may be a long-term issue if Hancock Community Center is not used for Meals on Wheels. At the county level, there is a plan to develop a new services center in the City of Wautoma. If this occurs, area communities should coordinate to determine new programming opportunities for the Hancock Community Center.

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 Town and other governmental units, including school districts, and describe processes to resolve such conflicts.

Existing or Potential Conflicts

There have been no existing or potential conflicts identified. The Town provides few services, and since the Village of Hancock does not exercise extraterritorial controls, there are no short-term boundary issues. Similarly, since this comprehensive plan was developed utilizing joint meetings with the Village, no known conflicts exist. The Town is content with a majority of current service provision provided through Waushara County. However, should service delivery fail to meet service expectation (including inspection of sanitary systems), Hancock should seek to communicate formally with the providers in an effort to discuss service gaps and identify solutions.

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.

7.5 Intergovernmental Cooperation Policies

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

School Districts

The Town of Hancock will coordinate with the Tri-County Area School District for siting and building public facilities and sharing public services. Hancock is especially interested in participating in any structural development or site planning that may occur on district-owned lands in the northeast corner of the Town.

Local Governments

The Town of Hancock will coordinate with adjacent and other local governments for siting and building public facilities and sharing public services whenever feasible.

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. Wherever possible, existing prerogatives were carried over from the *Town of Hancock Community Management Plan (2005)*.

Goal 7.1: Work together with neighboring municipalities and Waushara County when issues or opportunities arise that can be more effectively addressed cooperatively.

Objective(s)

- a. Create cost efficiencies through economies of scale.
- b. Take advantage of technical expertise and opportunities for better and/or more diverse equipment and training.
- c. Continue improving levels of service.

Recommendations

7.1.1 Create a joint committee of the Town and Village of Hancock to identify areas of mutual benefit including cooperative agreements or shared facilities/services.

7.1.2 Convene a joint meeting with the Village of Hancock and Town of Deerfield to discuss a three-way agreement for use of the village's municipal sewer service capabilities to serve new development, especially around Pine Lake, Fish Lake.

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, departments, and Waushara County to periodically attend regular town board or plan commission meetings.

7.1.5 Provide periodic reports to the Waushara County Sheriff's Department related to existing and potential law enforcement issues.

7.1.6 Continue to coordinate with WisDOT and the Waushara County Highway Department on upcoming road construction projects.

7.1.7 Improve communication with the Tri-County Area School District on district-owned lands located within the Town. Coordinate all improvements that may occur on these lands that may have economic or recreational impact.

7.1.8 Coordinate with Waushara County Aging and Disability Resource Center and the Village of Hancock to ensure availability of local senior programming, including Meals on Wheels.

7.1.9 Work with the Waushara County Emergency Services Department to determine availability of grant opportunities for acquisition and distribution of NOAA emergency radios at reduced costs.

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

Objective(s)

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

Recommendations

7.2.1 Work cooperatively with other entities, including the Village of Hancock and Waushara County, in meeting and addressing common public park service issues.

7.2.2 Identify the parkland needs of present and future Town residents and determine how those needs will be met within the Village, Town and County.

7.2.3 Determine how planned or existing recreational parklands can be coordinated with trail development. This includes working with the Department of Natural Resources to identify natural easements and grant opportunities to develop an interconnected linear trail system.

7.2.4 Encourage the County Sheriff to monitor activities and litter problems at public boat landings.

7.2.5 Consider submitting grant requests jointly between the Town and Village of Hancock.

7.2.7 Foster cooperation between Lake Districts / Lake Associations within the Town and the Wisconsin DNR to control invasive species.

7.2.8 Support workshops, programs, events and other activities that promote improvements in the local water quality through interagency collaboration.

Goal 7.3: Encourage countywide availability of economic development and home repair assistance programming.

Objectives

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

Recommendations

7.3.1 Coordinate with the Village of Hancock and other jurisdictions to demand increased funding availability for new business development or exterior maintenance through Waushara County.

7.3.2 Establish a joint Town/Village working group to explore the possibility of developing an industrial/business park venture.

7.3.3 Work 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 in Hancock.

7.3.4 Work with Waushara County to identify, inspect, and mitigate nuisance properties.

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 the Town of Leon. The element also contains an analysis of opportunities for redevelopment and existing or potential land use conflicts. It concludes with a twenty-year future land use plan.

8.2 Summary of Existing Conditions

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

Existing Land Use

- The Town of Leon existing land use map was last updated by the Town in 2000.
- The land use categories are agricultural, residential, commercial, industrial, transportation, utilities/communications, institutional facilities, recreational facilities, water features, woodlands and other open land.
- The Town of Leon encompasses approximately 23,185 acres. Seven percent (6.9%) of the total area is developed.
- Overall, woodlands (planted and unplanted) account for 62 percent (61.7%) of the total land use, while cropland (irrigated and non-irrigated) accounts for about 16 percent (16.3%).
- Since the year 2000, irrigated croplands have been planted within the Town.

Zoning

- The Town of Leon utilizes Waushara County Zoning.
- The predominant zoning district in the Town is "General Agriculture" (85.2%).

Table 8.1: Town of Leon Existing Land Use, 2000

Land Use	Total Acres	% Land Developed	% of Total
Single-Family Residential	799	50.1%	3.4%
Farmstead	127	7.9%	0.5%
Multi-Family Residential	0	0.0%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Industrial	1	0.0%	0.0%
Parks / Outdoor Recreation	2	0.1%	0.0%
Commercial	4	0.3%	0.0%
Institutional Facilities	4	0.3%	0.0%
Utilities	2	0.1%	0.0%
Transportation	656	41.2%	2.8%
Total Developed	1,595	100.0%	6.9%
Non-Irrigated Cropland	3,789		16.3%
Irrigated Cropland	0		0.0%
Planted Woodlands	3,282		14.2%
Unplanted Woodlands	11,020		47.5%
Active Quarry	2		0.0%
Other Open Land	3,305		14.3%
Water Features	192		0.8%
Total Acres	23,185		100.0%

Land Use Trends

- According to data collected by ECWRPC, the percentage change of residential, commercial, and industrial acreages increased and the percentage of parks and cropland acreages decreased between 1980 and 2000.
- ECWRPC data is verified by Department of Revenue (WI) estimates illustrating that residential and institutional acreages are increasing, while agricultural acres are decreasing.

Residential Density and Intensity

- Between 1990 and 2000, residential densities increased throughout the county, state, and the Town of Leon. During this time period, residential densities increased by about 5 percent from 22.53 units per square mile to 23.64 units per square mile in the Town of Leon.
- When comparing the number of residential properties to the amount of land classified as single-family (including farmsteads, duplexes, and mobile homes), a single-family intensity of just under 1 unit per acre was recorded for the Town in 2000 (851 units on 925.71 acres).

Land Demand and Pricing

- According to the Department of Administration (WI), between 1990 and 2007, 275 net units were added within the Town of Leon. This averages to about 15.3 units per year (units/yr).
- The Wisconsin Department of Revenue (DOR) annually reports equalized value by real estate class per municipality in Wisconsin. Overall, both the Town of Leon and Waushara County experienced steady increases in land value between 1998 and 2008. During this time period, the value of land in the Town of Leon increased by 90 percent, while land values in the County increased by 103 percent.
- From 2006 to 2008, the Town's land value (8.1%) increased at a noticeably slower rate than the County (19.8%), indicating that land in the County is appreciating more rapidly and is in greater demand.
- State of Wisconsin housing statistics provided by the Wisconsin Realtors Association illustrate that the median home sale price in Waushara County increased from \$81,800 in 1998 to \$105,000 in 2008. This represents a 28 percent increase.

8.3 Opportunities for Redevelopment

Like many rural communities, the Town of Leon does not have its own downtown center where a variety of services are provided and opportunities to redevelop non-residential properties remain. Instead, the Town consists of a variety of residential homes and working farms. However, there is one active non-metallic mining operation within the Town which will offer long-term redevelopment opportunities. The Town should coordinate with regional authorities to implement the quarry's reclamation plan when productivity of the site has ceased.

8.4 Existing or Potential Land Use Conflicts

Throughout the Town, there are single-family residences and small commercial operations. The only potential land use conflict is the active quarry operation located on Badger Drive. This use can produce noise and heavy-vehicle traffic.

8.5 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 in the Town of Leon. The goals and objectives identify what should be accomplished, whereas the recommendations focus on identifying the action necessary to achieve the desired outcome. Existing prerogatives were carried over from the *Town of Leon Land Management Plan (2002)*.

8. 1: Preserve the unique and desirable qualities of the Town's landscape that define its rural character.

Objectives

- a. Eliminate unsightly properties and other elements generally regarded as eyesores.
- b. Minimize the visual impact of non-farm residential development on the rural landscape.
- c. Protect the visual integrity of important scenic features and/or vistas.
- d. Adopt regulations which implement this comprehensive plan while still allowing for flexibility in specific development situations.

Recommendations

- 8.1.1 Require all platted subdivision of land to have approval of the Town Board before County plat approval is sought.
- 8.1.2 Ensure that any new land uses are located appropriately, as per the Proposed Land Use Map.
- 8.1.3 Specify minimum design standards for new development plans and require a preliminary plat submission to include concept plan which illustrates the lot arrangement, roadway design layout (with widths specified), and the location of all sizable trees, waterways and other significant natural features (including topography, drainage patterns, native prairies, endangered species habitat, etc.).
- 8.1.4 Establish a minimum 5 acre lot size for all proposed new land divisions throughout the Town of Leon not located within an existing approved recorded certified survey map (CSM) or platted major subdivision. The 5 acre minimum would not apply to lots created within a major subdivision, conservation subdivision, or plat, approved by the Town and Waushara County. This strategy is intended to aid in preserving the rural character of the Town. Definitions for types of land divisions are as follows:
 - Land Division – a lot split with 2 parcels as a result
 - Minor subdivision – a certified survey map (4 lots or less)
 - Major subdivision – a preliminary and final plat approval (5 or more lots)
 - Conservation subdivision -- a plat which sets aside protected open space in exchange for allowing smaller lot sizes with the overall net density being similar to a conventional subdivision.
- 8.1.5 The Town Board by majority vote can grant an exception to the five acre minimum lot size for a parcel to be given or sold to an immediate family member for their own occupancy as their primary residence.
- 8.1.6 Recommend the Town Board establish minimum performance design standards for approving a conservation subdivision. If a developer is able to meet the more demanding design standards, no public hearing would be required. This would provide an incentive for developers to consider providing protected open space, which would help to preserve and strengthen the rural character of the Town.

8.2: Establish appropriate lot sizes for various land use applications.

Objectives:

- a. Allow for appropriate growth and development while controlling parameters.
- b. Consider the individual rights of landowners when assessing development proposals while encouraging development that complements and benefits the community as a whole. This includes making decisions consistent with Exhibit 8-3 and related definitions in Section 8.7.

Recommendations

8.2.1 Establish required minimum lot sizes appropriate to each land use type.

Gen. Ag. (5 ac. minimum lot area with a 300' minimum road frontage width)

Agr. Res (5 ac. minimum lot area with a 300' minimum road frontage width)

RS 10 - Res. Single Family (10,000 sq. ft. lot area)

RS 20 Res. Single Family (20,000 sq. ft lot area)

Goal 8.3 Preserve and protect natural and important agricultural areas.

Objectives

- a. Preserve environmentally sensitive areas.
- b. Utilize existing county tools and policies.

Recommendations

- 8.3.1 Deny building permits or any land use that threatens the environmental quality of the air, water, or land in the Town.
- 8.3.2 Use physical feature considerations of the land in question to determine land use decisions, not new septic technologies.
- 8.3.3 Identify environmentally sensitive sites and use zoning overlay districts to protect them from development. Major subdivisions should not be approved within any area designated as environmentally sensitive.
- 8.3.4 Continue to support the county's prohibition of pyramid type development on local lakeshores.
- 8.3.5 Any proposals for development on "Prime farmland" or "Unique farmland" soil categories should be scrutinized very carefully in order to preserve this land use category for its agricultural value.
- 8.3.6 Plan land uses so that proposed residential estates (i.e.: any new home) which may be incompatible with traditional farm odors and practices, are located at a safe distance from farms, thereby allowing these uses to co-exist.
- 8.3.7 Promote the use of conservation easements as an option to lower the tax burden on some farmlands where appropriate. This can be accomplished by 1) placing articles in the Town newsletter to explain the benefits of a conservation easement, 2) Sponsoring a guest speaker to address the subject, 3) Placing information on the website, and 4) inserting information describing the tax advantages of conservation easements with the annual tax bill.
- 8.3.8 Promote a Purchase of Development Rights plan for the Town. (PDR)
- 8.3.9 Continue to support and encourage conditional use applicants to consult with Town officials **before** applying to the County for home-based business permits.
- 8.3.10 Preserve "the right to farm" for existing and future agricultural operations by stating that it is the Town of Leon policy to protect existing viable farms that wish to continue operating by requiring the use of a deed restriction on all new development within the town. Before a transfer of title or abstract takes place, a new building permit is issued, or a land division/subdivision is approved by the Town, the property owner or any prospective purchaser/developer would be required to place a deed restriction on the land to be transferred, on the land on which a new home is proposed to be built, and on all newly created parcel(s), anywhere within the Town of Leon. This deed restriction would state that the land

owner or any future owner would agree to not file any legal action which could preclude the activities of traditional farming operations from continuing in the Town of Leon.

Goal 8.4 Preserve and protect natural and important environmental areas.

Objectives

- a. Preserve environmentally sensitive areas.
- b. Utilize existing county tools and policies.

Recommendations

8.4.1 Create new parks and recreation areas and direct the County Parks Commission to study future park and recreation needs and make recommendations for the most desirable locations.

8.4.2 Recommend the Town apply for DNR Stewardship matching grant funds and other potential funding sources to assist with acquisition of new parklands.

8.4.3 Provide for both active and passive recreational needs by making existing DNR properties more accessible.

8.4.4 Protect and/or improve the quality of surface and groundwater resources by requiring vegetative greenbelts around lake frontages to act as a vegetative filter to remove erosion sediments and utilize nutrients before they can enter the lake or stream.

8.4.5 Foster Town sponsored informational forums which seek to educate the public on how to minimize the contamination of lakes by reducing chemical runoff from our yards.

8.4.6 Prohibit industrial uses that produce waste or a waste byproduct, which could seep into groundwater aquifers.

8.4.7 Regulate on-ground surface disposal of septic waste and identify properties, which have permits to allow surface spreading of septage, and monitor the amount spread in order to protect groundwater.

8.6 Land Use Projections

Wisconsin statutes require comprehensive plans to include twenty-year projections for residential, commercial, industrial, and agricultural uses by five-year increments. A summary of future land use projections developed by East Central Wisconsin Regional Planning Commission is listed below.

Existing residential density was calculated at just over 2 units per acre. If this density remains constant and projections utilize the minimum lot size for parcels zoned general agriculture, the Town of Leon would likely experience and increase of 1029 residential acres by 2030. Commercial and industrial increases are forecast to coincide with increases in residential development (increases of 2 acres commercial, and 1 acre industrial.) See Table 8.2.

Table 8.2: Future Land Use based on Medium Residential Density

Land Use	2005 Acres	2010 Acres	2015 Acres	2020 Acres	2025 Acres	2030 Acres	Change in Acres	% Change
Residential	1,217	1,421	1,627	1,834	2,040	2,246	1029	46%
Commercial	4	5	5	6	6	6	2	33%
Industrial	3	3	4	4	4	4	1	25%
Agricultural	3,205	2,797	2,385	1,972	1,560	1,147	-2058	-179%

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

8.7 Proposed Land Use Categories and Map

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

Proposed Land Use Categories

8.7.1 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 or are designated as public use natural spaces, such as parkland and conservancy areas.

8.7.2 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.

8.7.3 Commercial: the commercial district includes areas dedicated to the sale of goods or merchandise and office developments.

8.7.4 Industrial: the industrial district is established in select areas to enable industrial activities when compatible with adjacent land uses.

8.7.5 Environmentally Sensitive Areas: these areas include lands where special protection is encouraged because of unique landscape, topographical features, wildlife, or historical value. The district may include woodlands, wetlands, undeveloped shorelands, floodlands, groundwater recharge and discharge areas, and steeply sloped lands.

8.7.6 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.

8.7.7 DNR Owned Lands: DNR owned lands are owned and managed by the WisDNR and may or may not be open to the public.













8.7.8 Water Features: these areas include lakes, streams, and other water bodies.

8.7.9 Transportation: this district includes all roads and other accommodations for transport.

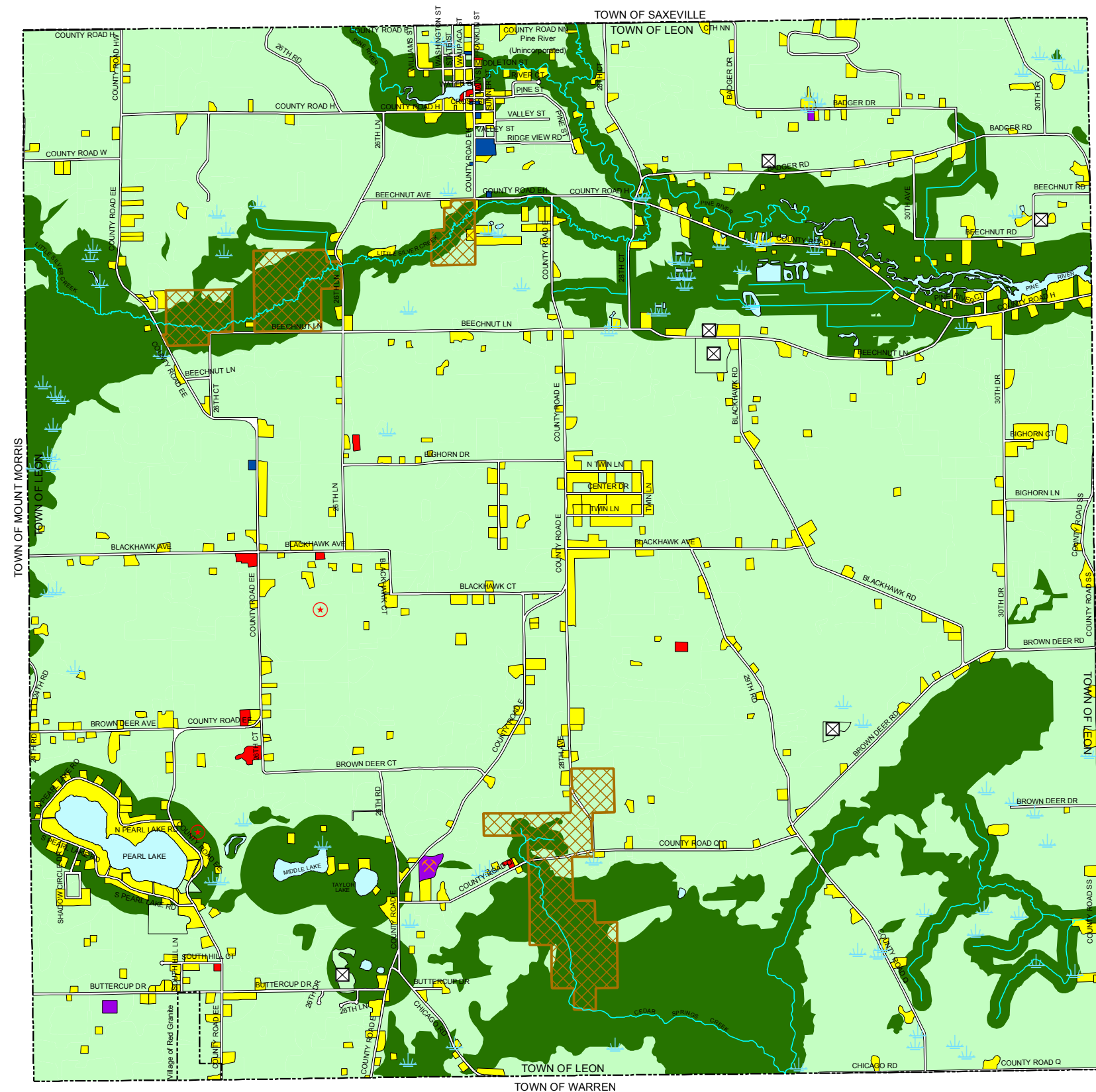
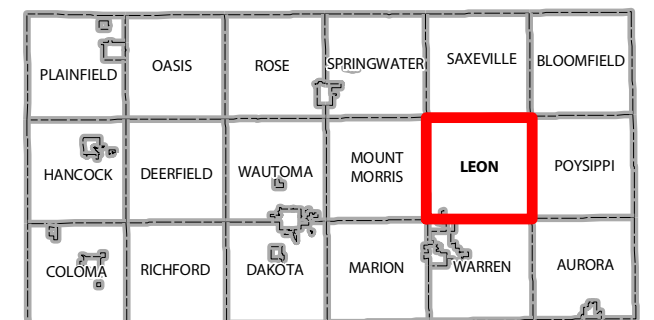
Proposed Land Use - Town of Leon

Exhibit 8-3

Legend

-  Wetlands less than 5 acres in size
-  Active Quarry
-  Inactive Quarry
-  Abandoned Landfills
-  Residential
-  Industrial
-  Agricultural/Natural Areas
-  Commercial
-  Public/Institutional
-  Transportation
-  Water Features
-  DNR Owned Lands
-  Environmentally Sensitive Areas

Waushara County



9 Implementation

9.1 Implementation Chapter Purpose and Contents

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.

The implementation of the Town of Leon comprehensive plan involves decision-making by both public officials and the citizens of the community. These decisions will be measured by the concern for the welfare of the general community, the willingness to make substantial investments for improvement within the community, and the realization that certain procedures must be followed and adhered to for the continued high quality environment found within the Town. Suggested implementation measures include:

- a. Continued utilization and enforcement of regulatory ordinances and non-regulatory activities based on the goals and objectives identified in the comprehensive plan.
- b. The development of programs and support systems that further the goals and objectives set forth by the Town in this plan.
- c. The establishment and support of a continued planning process providing for periodic review and updates to the plan and land use control measures.
- d. The support of committees and local, regional and state organizations to carry out specific objectives identified in the comprehensive plan.

9.2 Summary of Key Planning Issues and Opportunities

The following list summarizes some of the key issues and opportunities identified through public involvement activities and the Citizen Questionnaire (1999). Issues also reflect observed liabilities and comments made through the planning development process.

Preserve Agricultural Lands

A majority of the growth throughout the County is scattered rural residential development, or vacation homes, or seasonal conversions. These types of development can be inefficient to service, but they also compromise working lands. Agricultural preservation is a major priority including maintaining contiguous tracts of agricultural properties and reducing conflicts between farm and non-farm land uses. Support for regulating growth to preserve farmland was split between limiting housing development to land unsuitable for farming and limiting the number of lots a landowner could split and sell for residential development.

Economic Development

There is local desire to grow services, specifically grocery, retail and restaurants, with a preference for dispersal of said services throughout the town.

Environmental Protection

Preservation of rural character is a countywide initiative. Locally, preservation of wooded lots, meadows, viewsheds, surface waters and groundwater are issues of concern.

Balancing Public Interest and Private Property Rights

The need to balance public interest and private property rights is a goal stated within the state's comprehensive planning legislation. Land use decisions should consider equitable and defensible growth management strategies. Countywide, a reduction in scattered residential growth would decrease the inefficiency of providing local services and slow the depletion of working lands.

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. The town, county, or state authorities officially adopt these regulatory and land use control measures as ordinances or laws. For the purposes of this document, “regulatory measures” are those that must be adhered to by everyone if adopted. A brief description of each tool is provided below, followed by a specific action recommended for the Town of Leon.

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.

The establishment of zoning districts is generally conducted after careful consideration of the development patterns indicated in the comprehensive plan. Amending zoning district boundaries has the overall effect of changing the plan (unless amendments correspond to changes within the plan); therefore, it is reasonable to assume that indiscriminate changes may result in weakening of the plan. The Town of Leon utilizes the Waushara County Zoning Ordinance and takes an active role in its content and corresponding zoning map. These decisions are preceded by public hearings and plan commission recommendations.

An overlay district is an additional zoning requirement that is placed on a geographic area but does not change the underlying zoning. Overlay districts have been used to impose development restrictions or special considerations on new development. Waushara County provides an overlay district for groundwater protection.

Action: 5-acre lots throughout the town. Work with the County to determine applicability of zoning overlay to protect the environmentally sensitive areas of the town from development.

9.3.2 Official Maps

An official map shows the location of areas which the municipality has identified as necessary for future public streets, recreation areas, and other public grounds. By showing the area on the Official Map, the municipality puts the property owner on notice that the property has been reserved for 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.

There are no immediate plans for the Town to draft an official map. However, should local officials want to ensure consistency of the Future Land Use Plan with capital improvements, an official map should be drafted.

Action: Adopt an official map at which time changes in the rate of development require increased long-term infrastructure planning.

9.3.3 Sign Regulations

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

Leon utilizes Waushara County's sign controls that regulate for type, bulk and setback.

Action: Continue to utilize current standards. Encourage the county to assemble a committee to review current sign controls, particularly for signs located along highways.

9.3.4 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.

Erosion control plans are required to be submitted as part of the Waushara County subdivision ordinance (Chapter 42, Sec. 42-126) which controls for erosion controls during construction activities. County ordinances also promote reducing erosion through the Shoreland Zoning and Nonmetallic Mining Reclamation ordinances.

Action: Continue to utilize existing county ordinances.

9.3.5 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 enforces Wisconsin's Uniform Dwelling Code in Leon.

Action: Continue to coordinate with Waushara County to ensure builders follow state building codes for all structures built within the jurisdiction.

9.3.6 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: Leon requires that builders follow state building and mechanical codes for all structures built within the jurisdiction.

9.3.7 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, inspection and management of private sewage systems and non-plumbing sanitation systems.

To meet 2008 changes in state legislation (Comm 83), the County will have to complete an inventory of all 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: Continue to work with Waushara County for the issuance of permits and enforcement of established regulations.

9.3.8 Land Division Ordinance

Land division regulations serve an important function by ensuring the orderly growth and development of unplatted and undeveloped land. These regulations are intended to protect the community and occupants of the proposed 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.

Leon does not have a local land division ordinance and relies on Waushara County's Subdivision Ordinance (Chapter 42) to control design of new neighborhoods. 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: Encourage Waushara County to review the existing subdivision ordinance to include additional design characteristics appropriate for conservation subdivisions.

9.3.9 Shoreland and Floodplain 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 shoreline cover. Leon is governed by Waushara County's Shoreland Zoning, and Floodplain ordinances.

Action: Continue to utilize county rules and regulations.

9.3.10 Building Site Ordinance

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

The Town of Leon does not have a local building site ordinance. Siting of structures is controlled through Waushara County's subdivision and zoning ordinances.

Action: Continue to utilize county controls until additional regulation is desired.

9.3.11 Historic Preservation / Design Review Ordinances

Design guidelines are a set of standards that define general parameters to be followed for 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.

The Town of Leon does not use any design guidelines to control the appearance of structural development or preserve unique structural elements within the community.

Action: Monitor local demand for structural design standards.

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. A brief description of each tool is provided below followed by a specific action recommended for the Town of Leon.

9.4.1 Capital Improvement Plan

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

Capital improvement programming is a listing of proposed projects according to a schedule of priorities over 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. – 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; it can be modified to the community’s changing needs.

Preparation of a Capital Improvement Program

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

The Town has not implemented a Capital Improvement Plan.

Action: Utilize an annual 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: At which time annexation becomes an issue, coordinate with the Village of Red Granite to establish a joint committee charged with preparing a boundary agreement.

9.4.5 Purchase of Development Rights

Purchase of Development Rights (PDR) is a land conservation tool that pays landowners to reserve their land for agricultural or natural preservation. PDR is a voluntary program whereby a municipality, land trust, or other entity buys development rights (also known as a conservation easement) from landowners for the purpose of preventing development on that land. The primary purpose of a conservation easement is to protect agricultural land, timber resources, and/or other valuable natural resources such as wildlife habitat, clean water, clean air, or scenic open space by separating the right to subdivide and build on the property from the other rights of ownership. The landowner who sells these "development rights" continues to privately own and manage the land.

The Town does not currently participate in a Purchase of Development Rights Program.

Action: Follow the progress of any state or regional efforts to develop a Purchase of Development Rights program.

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 Town of Leon completed all planning elements simultaneously, no known inconsistencies exist.

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

Leon will continue to make educated decisions based upon available information and public input. Planning community resources will incorporate a comprehensive look at all elements to determine appropriate cohesiveness of the decision against stated visions.

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.

1. Adopt a Public Participation Plan.
2. Plan Commission must recommend (with official Resolution by majority vote) the Plan to the governing body (Town/Village Board, City Council). Notice this meeting the same as any other Plan Commission meeting.
3. After Plan Commission approval, mail draft Plan copies to statutory list (RPC, County, DOA, adjacent governmental units, local library).
4. 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)*

5. 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.*
6. Mail final Plan copies to statutory list (#3 above).

9.6.2 Plan Use and Evaluation

The Town of Leon will weigh 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 Town. 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 every 10 years. Members of the Town Board, Plan Commission, and any other decision-making body should periodically review the plan and identify areas that might need to be updated. The evaluation should consist of reviewing actions taken to implement the plan's vision, goals and objectives.

9.6.3 Plan Amendments

The Town of Leon Comprehensive Plan may be amended at any time by the Town 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.

Amendments may be appropriate throughout the lifecycle of the plan, particularly if new issues emerge or trends change. These amendments will typically be minor changes to the plan's maps or text. Large-scale changes or frequent amendments to meet individual development proposals should be avoided or the plan loses integrity. Any proposed amendments shall be submitted to the Plan Commission for their review and recommendations, prior to consideration by the Town Board for final action.

9.6.4 Plan Update

According to the State comprehensive planning law, the Comprehensive Plan must be updated at least once every ten years. Many towns discuss changes or revisions to the comprehensive plan at their annual meeting authorized under Wisconsin Statutes 60.10.

9.6.5 Enactment

Upon enactment of this plan, all zoning recommendations, official mapping and subdivision regulation decisions shall be consistent with this plan.

9.7 Ten-Year Action Plan

This 10-Year Action Plan provides a summary list and work schedule of short-term actions that the Town should complete as part of the implementation of the Comprehensive Plan. It should be noted that many of the actions require considerable cooperation with others, including the citizens of Leon, Town Committees, Town staff, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted by competing interests, other priorities, and financial limitations facing the Town. This table should be reviewed every five years and updated every ten years. It should be used as a mechanism to measure progress toward achieving all aspects of the comprehensive plan and to provide direction to the implementation authority specified in the table.

Table 9.1: Action Plan

Action	Who is responsible?	Schedule
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Housing

Improve and then maintain the rural character of the existing housing stock.	Town Board	Ongoing
Encourage the development of various housing types to meet the needs of seniors and others Town residents.	Plan Commission	2012

Transportation

Provide safe and adequate bicycle facilities for transportation and recreational bicycling.	Town Board	Ongoing
Encourage the County to add paved shoulders to highways when reconstructed.	Plan Commission/County Highway Department	Ongoing
Encourage increased mobility services for senior and disabled populations.	Town Board, Waushara County Aging and Disability Resource Center	2010

Community Facilities and Utilities

Develop a Capital Improvements Plan (CIP).	Plan Commission	2010
Explore development of impact fees.	Plan Commission	2018
Minimize the adverse visual impact of new communication towers on the rural landscape.	Plan Commission	2012

Agricultural, Natural, and Cultural Resources

Encourage the continued protection of our surface and groundwater resources.	Plan Commission	2010
Continue building setback enforcement near environmental resources.	Waushara County Zoning and Land Conservation	Ongoing

Encourage landowners to retain woodlots and forested areas to enhance the character and economy of the Town.	Town Board	Ongoing
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Economic Development

Maintain the viability of productive agricultural activities and enterprises as a component of the Town's economy.	Plan Commission, Town Board, Village of Redgranite	2010
Encourage development of statewide agricultural expansion programs.	Town Board, Waushara County Zoning and Land Conservation	Ongoing
Encourage best forestry management practices.	Town Board, Dept. Natural Resources	Ongoing

Intergovernmental Cooperation

Discuss the development of a Cooperative Boundary Agreement.	Plan Commission/Village of Redgranite	2015
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Land Use

Establish appropriate lot sizes for various land use applications per Exhibit 8-3.	Plan Commission	Ongoing
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APPENDIX A:
PUBLIC PARTICIPATION PLAN

Town of Leon, Waushara County, WI 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 Town of Leon is participating in a countywide comprehensive planning process with Waushara County that includes preparing comprehensive plans for adoption at the local level followed by preparation and adoption of a countywide plan.

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. Richford | - Waushara County |

After the Local Kick-Off meetings, Phase 2 will begin. The Town of Leon will meet to review each element of the comprehensive plan as desired. These meetings will be properly noticed and open to the public.

At the mid-point of the process, a second Public 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 Planning 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 will each adopt their plan and distribute draft and final copies to the appropriate state-required entities.

Citizen Comprehensive Planning Committee/ Plan Commission

The Town of Leon will appoint a Planning Committee to oversee the development of the comprehensive plan. If a committee chair is appointed, he or she should be a local citizen. The committee may invite key citizens to participate in discussions based on specific issues. These individuals will not be required to remain active members throughout the process. All Planning Committee meetings will be properly noticed and open to the public. Members of the public are encouraged to attend.

Public Informational Meetings

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. Agendas will be posted at the Town Hall or bulletin board. The meeting dates may also be listed on the Waushara County UW-Extension website and announced in local media.

Citizen Questionnaire

As part of the information gathering process, the citizen questionnaires that were previously analyzed for the land management plan will be incorporated into the 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 to ensure current desires still reflect the citizen questionnaire outcome.

Distribution of Draft Copies

Drafts of the plan will be available to local Planning Committees 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 Planning Committee meetings where elements are reviewed. Extra copies of comprehensive planning elements may be available at the municipal building if demand for these documents is observed by the Planning Committee.

County Land Use Committee

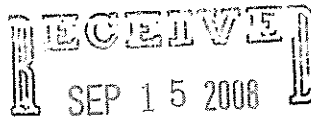
The County Land Use Committee will be the steering committee that leads the development of the countywide plan. This committee includes representatives from each municipality in Waushara County. The County Land Use Committee will utilize direction from local plans to review the countywide document. Members of the public are encouraged to attend meetings of the County Land Use Committee. These meetings will be advertised in accordance with county protocol.

Informational Presentations at Local Organizational Meetings

UW-Extension may be invited to speak to local organizations on the 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 Planning Committee, the brochures can 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 planning, the meeting dates of the local Planning Committees and the activities of the County Land Use Committee.



Draft -- 9/3/2008

BY:-----

Public Hearing

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

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

The entire proposed Comprehensive Plan will be available for public review at the Town Hall at least 30 days prior to the Town Board public hearing.

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 Planning Committee, or the town clerk. For comments sent to the Town, a Town Official will respond by acknowledging receipt of the written comments at a Planning Committee meeting.

Town of Leon Comprehensive Plan Adoption Process

The Town of Leon 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.

Chris Sorenson, Town Chairperson

Attest:
Beverly Henke, Clerk

Approved by the Town Leon, Board of Supervisors on: Sept 10, 2008

APPENDIX B:

RESOLUTION FOR ADOPTION (PLAN COMMISSION)

RESOLUTION

RE: ADOPTION OF THE RECOMMENDED COMPREHENSIVE PLAN AS PREPARED BY THE TOWN OF Leon LAND USE COMMITTEE

WHEREAS, the Town Board of the Town of Leon charged the Land Use Committee with preparing a recommended Comprehensive Plan for the Town of Leon; and

WHEREAS, numerous persons involved in local planning provided information at regular and special meetings called by the Leon 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 Town of Leon Plan Commission has reviewed the recommended Comprehensive Plan; and

WHEREAS, members of the public, adjacent and nearby local governmental units, and Waushara County will be given a 30-day review and comment period prior to the public hearing, which will be conducted by the Town Board for the Comprehensive Plan; and

WHEREAS, after said public hearing, the Town 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 local ordinances, and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Town of Leon; 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 Town of Leon Plan Commission that the Comprehensive Plan is hereby recommended to the Town Board for adoption by ordinance, after a 30-day public review and comment period and public hearing as the Town of Leon Comprehensive Plan pursuant to s.66.1001, Wis. Stats.

APPROVED:

Michael Kitchner
Chairperson
Plan Commission

ATTEST:

Russell Manske

APPENDIX C:

ADOPTING ORDINANCE (TOWN BOARD)

Ordinance No. _____

An Ordinance to Adopt the Comprehensive Plan of the Town of Leon, Wisconsin.

The Town Board of the Town of Leon, 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 City powers under 60.22(3))] of the Wisconsin Statutes, the Town of Leon, 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 Town Board of the Town of Leon, 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 plan commission of the Town of Leon, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of both volumes of the Town of Leon Comprehensive Plan containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

Section 4. The Town 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 Town Board of the Town of Leon, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Town of Leon Comprehensive Plan, Volume One: Comprehensive Plan (Goals, Objectives and Recommendations)" and the document entitled, "Town of Leon 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 Town Board and [publication/posting] as required by law.

Adopted this 10th day of February, 2010

Town Board Chairperson

Chris Saun

(Published/Posted):

3 0
(Approved, Vetoes):

Attest:

Town Clerk

Tammy Eng

RECEIVED
FEB 12 2010

BY: _____

