

TOWN OF SAXEVILLE

20-Year Comprehensive Plan

Volume One: Goals, Objectives and Recommendations

Town of Saxeville
Waushara County, WI

Adopted November 16, 2009



Schreiber Anderson Associates, Inc
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Town of Saxeville

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

Waushara County / Waushara County UW-Extension

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East Central Wisconsin Regional Planning Commission (ECWRPC)

The Town of Saxeville 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 Saxeville's Comprehensive Plan has been developed to establish a strategy for community development while conserving natural resources within the Town. It updates the *Town of Saxeville Land Management Plan (2001)*. Substantial portions of this comprehensive plan are direct carryovers from the land 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 Saxeville'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 regulations. The purpose of the two reports is to create a user-friendly plan that separates a majority of the required background material from the 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 Saxeville. 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 Saxeville'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 Saxeville'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 Saxeville adopted a public Participation Plan on October 20, 2008. It is located in Appendix A.

1.3.2 Citizen Questionnaire

The Citizen Questionnaire was completed in 1999 during the previous land use planning process for the Town of Saxeville. 766 questionnaires were mailed out and 347 were returned. This reflects a 45.3% response rate. Most questions in the questionnaire were broken down into two categories based on an individual's residency location: lake home owner or other. Almost half of the respondents who consider themselves residents have been present for over ten 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 home; farmstead; agricultural land without residence; vacant parcel; and other. Of the 347 property type responses, 290 people indicated that their primary property was best described as general residence; recreational land or lake home.

Demographic Information

Almost half of respondents that were permanent residents have lived in the Town for over twenty years. Over half of the respondents have owned property for eleven or more years. The age range for respondents was from those under 25 to over 65. The largest age group of Town respondents was 65 or older, followed by those 50-54 years of age.

Existing Development

Respondents were asked how they felt about the Town's residential, commercial, industrial, and agricultural development and natural resources. The majority of respondents felt that there was the right amount of housing. Respondents indicated that there was a need for more business, retail, or commercial type services in Saxeville.

Land Preservation and Recreational Opportunities.

Respondents overwhelmingly supported the preservation of wooded lots, meadows, crest of hills and viewsheds, preserve productive farmland, surface and groundwaters, and buffers houses from objectionable uses. Objectionable uses were described as industrial plants generating traffic or objectionable smells moving next to a subdivision. Most respondents also felt that farmland should be protected from development. Regulating growth on or near farmland was supported by two approaches: either limiting the number of lots that a landowner can parcel off for sale or by only allowing houses to be built on land that is unsuitable for farming.

Development Issues

A majority of respondents supported the Town's future as a community with a mixture of farms, commercial, business, recreational opportunities, but with slightly more residential development. There was a perceived need for more assisted living places for the elderly, affordable housing, and single family homes. The need for multi-unit apartment buildings and duplexes was strongly opposed. Respondents also indicated that future housing should be dispersed throughout the community as opposed to concentrating development near the "village" of Saxeville.

Respondents indicated that there was a need for more business, retail, or commercial type services in Saxeville. Grocery products, barber/beauty shops, and hardware stores were listed as services in greatest demand. Most respondents indicated that they preferred locating future commercial types of development concentrated near the "village" of Saxeville.

Protecting farmland from development was an issue for about three fourths of the respondents. About half of the respondents indicated that they would be willing to voluntarily give some financial support to preserve farmland and other natural resources.

Respondents were also asked if they felt that the development of heavy industrial and nonmetallic mining type operations was threatening the Town. Most people responded that they either strongly agreed...some were not sure.

Public Services and Facilities

Services and facilities included in the questionnaire were the Town Hall; maintenance and condition of Town roads; snow removal of Town roads; public recreational land; the Leon/Saxeville library; garbage/recycling; County roads; fire protections, law enforcement; availability of hospital and medical services; emergency medical services (ambulance), and churches. Public services and facilities appeared 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 Saxeville 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 Saxeville 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 Booth at the County Fair

Comprehensive plan components were on display at the Waushara County Fair (August 13-16, 2009) for public review and comment. Although the materials on display were for the countywide plan, components of each municipality were used to assemble this document.

1.3.7 Public Hearing

A public hearing was held on November 16th, 2009 to solicit comments pertaining to the content of the Town of Saxeville 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 Leon-Saxeville Township Library.

New 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 Saxeville over the next twenty-year planning period. This vision statement describes the Town's overall vision and statement of values.

Residents of the Town of Saxeville value the town's farm fields, woodlands, and wetlands mixed among the residential and commercial land uses. This variety of land uses combined with a great amount of open space contributes to the rural character of the area. It is important to preserve these attributes and, in some cases, improve upon them in order to enhance opportunities for residents and businesses.

1.5 Key Demographic Findings and Projections

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

Demographic Trends

- Over the past fifty years, the population of the Town has increased.
- The population slightly decreased from 1950 (535) to 1960 (506) before starting a gradual increase to a year 2000 population of 974.
- 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 Saxeville was less than the county average (37 persons per square mile) and the state (82 persons per square mile), with an average of 27 persons per square mile.

Household Structure

- Household size for the Town and Waushara County has been decreasing since 1970.
- The Town had an average household size of 2.7 in 1990, and then dropped slightly to 2.5 in 2000.
- In 1990 and 2000, the majority of households for the Town 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 99.0 percent of the Town 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, Waushara County and Wisconsin.
- The State of Wisconsin maintained higher median household, family and per capita incomes than Waushara County and the Town for year 1999.
- About 84 percent of households in the Town reported incomes below \$75,000 in 1999.
- Between 1989 and 1999, both the number and percentage of persons living below the poverty threshold increased slightly in the Town, and declined in the county and state. Nine percent (9.2%) of Town of Saxeville residents still lived below the poverty line in 1999.
- In 1989, 12.0 percent of children in the Town of Saxeville lived in poverty, compared to 8.1 percent of the elderly. By 1999, the share of children living in poverty in the Town of Saxeville had increased to 15.7 percent of children living in poverty, while the share of elderly living in poverty had decreased slightly to 4.8 percent.

Population Forecasts

- The Town is expected to grow by 14.9 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 may increase by 31.3 percent in the Town (393 to 516).

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 Saxeville. 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 Saxeville Land Management Plan (2001)*. Many of the goals and objectives that were developed as part of the land 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 Saxeville. A complete listing of housing information can be located in the *Town of Saxeville 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 was well established by 1970.
- Between 1990 and 2000, the Town experienced a higher level of growth in owner-occupied units than in the 1980's, based on the age of structure information provided in the 1990 and 2000 Censuses.

Changes In Structural Type

- As with most rural communities, the dominant housing type in the Town is single family housing.
- By 2000, the share of single family units had increased to 90.7% in the Town, while the number and share of mobile home units decreased to 49 units or 8.0% of total housing units.

Occupancy Status

- The majority of occupied units within the Town are owner-occupied.

Vacancy Status

- In 2000, the Town had a homeowner vacancy rate of 1.1%, which indicates an inadequate number of homes for sale.
- The Town had the lowest rental vacancy rate (2.6%) of all three jurisdictions in 2000.
- Between 1990 and 2000, the share of vacant units identified as seasonal increased from 90.7% in the Town to 96.3%.

Owner-Occupied Housing Stock Value

- Between 1990 and 2000, median housing values in the Town increased by 98.3 percent. By 2000, the median housing value for the Town was \$104,500, up from \$52,700 in 1990.
- Seventy six percent of the owner-occupied housing stock in the Town 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 Town, Waushara County, and Wisconsin. The percentage of homeowners paying a disproportionate share of their income for housing in Saxeville increased to 21 percent.
- Within the Town of Saxeville, 9.1 percent of renters were paying a disproportionate amount of their income for housing in 1989 compared to 16.7 percent of homeowners
- By 1999, the share of renters paying more than 30 percent of their income for housing had increased to 15.4 percent in the Town.

Subsidized and Special Needs Housing

- The closest access to subsidized housing for qualifying elderly, families and persons with disabilities for Town of Saxeville residents is within the Village of Redgranite, Village of Wild Rose, or the Town of Poy Sippi.

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 Saxeville.

Residential Growth

Residential growth was mentioned several different ways by residents of Saxeville. People were concerned about the general problems that unmanaged residential growth can bring. No specifics were mentioned, but there was support for focusing development in a central location. Promoting residential development within a half mile radius from the “village” center was favored by many.

Another primary concern related to residential growth discussed in Saxeville was the opposition to multi-family housing. The Town had previously strongly opposed multi-family development in the community. Residents are sometimes concerned about the future of the community when a more dense development is proposed. Even if there is a need for this kind of housing in the community, political will or emotions can shape the growth of the community as much as planning and legal regulation.

Design Standards

The need for simple design standards was also an issue raised in Saxeville. Sometimes residential development in a subdivision or on individual parcels can alter the landscape and viewsheds of an area. Protection of the rural character is important to maintaining the quality of life and culture of the Town. Residents feel that if dense traditional residential developments can be prevented, the rural integrity of the community will be maintained.

2.4 Housing Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations concerning housing stock in the Town of Saxeville. 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 Saxeville Land Management Plan (2001)*.

Goal 2.1: Promote future residential developments to be designed in a manner that protects the environment.

New Objectives

- a. Protect environmentally sensitive areas and rural viewsheds.
- b. Protect natural features and resources by promoting environmentally-sensitive design.
- c. Encourage new residential development to incorporate simple design standards that combines elements from the existing housing stock and promotes minimal environmental impact.

New Recommendations

- 2.1.1: Promote the location of future residential housing near the hamlet (“village”) of Saxeville by placing residential zoning districts on the Future Land Use Map. The Future Land Use Map is used as a regulatory tool to enforce a community’s growth and development goals.
- 2.1.2: Encourage the Town of Saxeville’s Plan Commission or support the Waushara County Planning and Zoning Committee to author a working definition of what rural viewsheds are to guide growth and development.
- 2.1.3: Encourage the Town of Saxeville’s Plan Commission or support the Waushara County Planning and Zoning Committee to develop a short, simple list of design standards for residential developments.

New Goal 2.2: Encourage the development of various housing types to meet the needs of seniors and others Town residents.

New Objectives

- a. Support the development of assisted living for the elderly and other people near areas with multiple services.
- b. Support the need for rental housing in sustainable areas.
- c. Promote the development of affordable living units where appropriate.
- d. Accommodate single family housing for the elderly.

Recommendations

- 2.2.1: Support the approval of senior housing projects that can provide seniors with convenient access to grocery and other retail services, a post office, churches, medical facilities, open space and a variety of entertainment options. Suitable locations near the Village of Wild Rose and Redgranite; and the community centers of Poy Sippi ; or near STH 22 are possible locations for senior housing.
- 2.2.2: Support the County’s Department of Aging and the Aging and Disability Resource Center.
- 2.2.3: Accommodate the development of affordable housing. Consider the placement of mixed-income housing, especially near areas with multiple services. Many times households struggling with affordable housing issues will benefit by having services nearby that can reduce the number of trips and, therefore, can reduce transportation costs.

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 Saxeville.

Recommendations were developed through the public participation process, and through review of the *Town of Saxeville Land Use and Development Plan (2001)*. Many of the goals and objectives that were developed as part of the land use management guidance 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 Saxeville. A complete listing of transportation information, including regional and state plans, can be located in the *Town of Saxeville Comprehensive Plan Volume Two: Existing Conditions Report*.

Streets and Highways

- The entire transportation network in the Town is comprised of 65.4 miles of local roads and county highways. Local roads comprise over half (58%) of the road network.
- There are no principal arterials in the Town.
- There are no minor arterials in the Town listed by the WisDOT.
- Approximately 95% (35.7 miles) of the roads within Saxeville are paved.
- About half of the roads in Saxeville (14.9 miles, 42%) are considered to be in good to fair condition.

Other Transportation Modes

- Rustic Road 48 is a 2.1 mile road that falls within the Town, stretching from CTH W south to CTH H and continues a short distance into the Town of Leon.
- There are two major freight corridors passing through Waushara County. The Cranberry Country Corridor (STH 21) stretches 100 miles across the state from east to west (Oshkosh to Tomah). This corridor connects the Fox Valley to I-39, southern Minnesota, South Dakota and beyond. The Wisconsin River Corridor (I-39/USH 51) stretches 260 miles linking north central Wisconsin to south central Wisconsin and Illinois.
- 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. Three Waushara County Bicycle Routes utilize the Town's road network.
- Waushara County's Route 5 – Wild Rose-Saxeville-Covered Bridge totals 30.3 miles transecting the Village of Wild Rose and the towns of Saxeville, Springwater, and Mt. Morris.
- Waushara County's Route 8 – Pony Creek-Tustin-West Bloomfield totals 25.7 miles transecting the towns of Saxeville, Bloomfield, and Poy Sippi.
- Waushara County's Route 9 – Poy Sippi-Pine River totals 25.8 miles transecting the Town of Leon and portions of the Towns of Saxeville, Mount Morris, Poy Sippi, and Warren.
- 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.
- There are no major reconstruction plans for the Town.

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 issues 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 Saxeville.

Truck Traffic on County Highway A

In recent years, Town residents have noticed increased truck traffic along CTH A. There are general quality of life issues that arise from increased automobile traffic. Residents are concerned about the noise, wear and tear on the roads as a result of heavy truck traffic. Safety concerns have also risen.

Regional Transportation Plans

Residents from Saxeville were actively interested in aligning local transportation plans with regional transportation plans. Even though aligning local plans with neighboring, regional, and state plans is part of the planning process and a requirement of being in compliance with the State Comprehensive Planning law (66.1001, Wisconsin State Statutes), this shows that residents of the Town are invested in planning for the future of Saxeville.

3.4 Transportation Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations concerning transportation issues in the Town of Saxeville. 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 Saxeville Land Use and Development Plan (2001)*.

Goal 3.1: Provide a safe, convenient, and economical transportation system, including requirements that all new roads meet the same Town standards.

Objectives

- Evaluate the need for transportation facility improvements
- Provide a well-maintained system of local roads.

Recommendations

- 3.1.1: Maintain contact with Waushara County and the Wisconsin Department of Transportation (WisDOT) to ensure coordination on regional and statewide transportation issues that may affect the Town.
- 3.1.2: Use the PASER pavement condition inventory information to establish and implement a 5-year improvement plan to schedule roadway improvement projects and maintenance.
- 3.1.3: Set Town budgets for annual capital expenditures. These are set by the Town Board once a year (i.e.: “x” miles of pavement, and/or brushing of roadsides on a 5 year cycle, seal coating as needed and quantify the mileage to be done each year).
- 3.1.4: Consider seeking out state road improvement funds as needed.
- 3.1.5: Adopt town subdivision street width standards which will support increased public safety and welfare, and will minimize any adverse environmental impact. An approved pavement width should establish a balance among intensity of use requirements, emergency vehicle access, and the sensitivity of adjacent natural features.

- 3.1.6: Request the Sheriff's Department to increase speed monitoring at locations designated by the Saxeville Town Board, where pedestrians and bicyclists may be at risk due to excessive auto speeds.

Goal 3.3 Promote alternative modes of transportation, especially for the elderly, disabled, and other transportation dependent residents within the Town and County.

New Objectives

- a. Consider alternative transportation to conventional automobile traffic.
- b. Consider the need for road expansions and improvements.
- c. Support County efforts to evaluate the needs of the Town's transportation dependent residents and compare them with the assets of the County transportation programs.

New Recommendations

- 3.3.1: Work with either the Town Board and Town Plan Commission or the County Board and County Planning and Zoning Committee, and consider having a park-in-ride lot near existing development centers and near commuter routes.
- 3.3.2: Use the Aging and Disability Resource Center Advisory Council members to assess the County's transportation programs every 5 years.
- 3.3.3: Encourage the Town's transportation dependent residents to utilize the assets of the County transportation programs.

4 Utilities & Community Facilities

4.1 Community Facilities Chapter Purpose and Contents

This element includes a brief summary of utilities or community facilities that exist within the Town of Saxeville 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 Saxeville Land Management Plan (2001)*. Many of the goals and objectives that were developed as part of the land 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 Community Facilities

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

Wastewater Collection and Treatment

- Private on-site wastewater treatment systems (POWTs) serve all of the Town of Saxeville.

Stormwater Management

- Drainage districts usually require a 20 foot vegetated strip on both sides of any ditch, which is to be used as a maintenance corridor, or any applicable stream within the watershed. Row cropping is prohibited within this corridor. Eight drainage districts have been established within Waushara County. The only active district is the Marion-Warren district.
- Typically, curb and gutter stormwater systems are located in urbanized areas. Due to the rural nature of the town, curb and gutter is limited. A series of open ditches and culverts collect stormwater in the Town.

Water Supply

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

Electricity

- Adams-Columbia Electric Cooperative, Alliant-Wisconsin Power & Light, and Wisconsin Electric Power Company (WE Energies) provides electric power to the Town.
- WE Energies has a pipeline that runs from east to west in the southwestern tip of the Town.

Natural Gas

- Wisconsin Gas Company provides natural gas service to the Town 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, however there are no electric transmission lines in Saxeville. Instead, ANR Pipeline Company (ANR) operates several gas pipelines within Waushara County. Koch Pipeline Company LP operates a propane gas pipeline that runs from the north to south through the eastern portion of the Town.

Telecommunications Facilities

- There is one cell tower in the Town.
- Century Midwest and SBC provide telephone service to the Town.
- Century Midwest and SBC supply internet service to their customers. Charter Communications provides internet service to parts of Waushara County. HughesNet and WildBlue also provide satellite internet.

Cemeteries

- Four cemeteries are located in the Town of Saxeville: the Mount Calvary Cemetery, the Saxeville Union Cemetery, the Hilltop Cemetery and the Peterson Cemetery.

Childcare Facilities

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

Elderly Services

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

Police Service

- The Waushara County Sheriffs Department provides around the clock law enforcement services to the Town, as needed.
- Response time in the Town is about 10 minutes.
- The Sheriff's department provides boat patrol for all lakes within Waushara County.
- The Waushara County Sheriff's Office is located on Division Street in Wautoma.

- The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon. This increases the officers' visibility and availability to county residents who do not live near the sheriff's office.
- 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 is served by two different fire departments.
- The Saxeville/Springwater Volunteer Fire Department covers the western half of the Town, while the Poy Sippi Volunteer Fire Department covers the eastern half.
- The Insurance Service Office (ISO) of Wisconsin, through the use of the Fire Suppression Rating Schedule, evaluates the adequacy of municipal fire protection. The grading is obtained by ISO based upon its analysis of several components of fire protection, including fire department equipment, alarm systems, water supply systems, fire prevention programs, building construction, and the distance of potential hazard areas from the fire station. In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of 1 to 10, with a 1 representing the best protection and 10 representing an essentially unprotected community. The Poy Sippi and Saxeville/Springwater volunteer fire departments have ISO ratings of 8/9.

Health Care Facilities/Emergency Medical Services

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

Libraries

- Town residents have access to a number of libraries within the county but will most likely use the Leon-Saxeville Township Library (Pine River), Poy Sippi or Wild Rose public libraries.

Education

- The Town is served by four public school districts; Waupaca School District, Weyauwega-Fremont School District, Wild Rose School District and the Berlin Area School District.
- The majority of the Town is served by the Wild Rose School District.
- According to the Wild Rose School District, a declining enrollment is being experienced at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the district for the near future.
- Sections 4 through 6 are located in the Waupaca School District.
- According to the Waupaca School District, a declining enrollment is being experienced at all levels. The Waupaca School District does not have any plans for any major improvements to their schools at this time. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the district for the near future.
- The Weyauwega-Fremont School District includes part of the northeast quarter of the Town.
- Enrollment has declined by approximately 25 students annually in recent years. Due to declining enrollments, there are no planned upgrades to any Weyauwega-Fremont School District facility at this time.
- The Town does not have any institutions of higher education.
- The state is covered by 16 multi-county vocational technical and adult education districts which are organized on a regional basis and financed primarily by local property taxes. The Town is

part of the Fox Valley District. Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.

Other Municipal Buildings

- The Saxeville Town Hall/Community Center is located in the Town of Saxeville.

Parks and Recreation

- Waushara County's park system is comprised of 15 sites containing a total of 761 acres. There are no park facilities, county or otherwise, within the Town.
- Many significant lakes including Big Cedar, Kristine, and Timan and Clark's (drained) and Saxeville's millponds, can be found within the Town.

Post Office

- The Town has a post office in the unincorporated village of Saxeville, on the corner of W and Portage Street across from the fire station.

4.3 Community Facilities 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 Saxeville.

Failed septic system

Failed septic systems are a health hazardous situation as they threaten public health, safety, and welfare and are a source of pollution. The Waushara County Land Conservation and Zoning Department regulates septic systems within the Towns' jurisdiction, but, due to a lack of adequate funding and personnel, a majority of the responsibilities rests on the individual to maintain his own system. An update to state law in 2008 requires that by 2011 all systems are visually inspected and eventually be put on a three year pumping cycle. The County and Towns have been struggling to meet state requirements for all septic systems in the County.

4.4 Community Facilities Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations concerning public utilities and facilities in the Town of Saxeville. 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 Saxeville Land Management Plan (2001)*.

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

Objectives

- Provide adequate services and facilities in a fiscally and environmentally responsible manner.
- Maintain facilities to address the current and future needs of the community

Recommendations

- 4.1.1 Continue to explore opportunities for shared services to achieve efficiencies in service provisions. Sharing services with adjoining communities save the town money and enables the town to realize efficiencies in services that it could not achieve on its own.

- 4.1.2 Continue to monitor the growth occurring near and in the Town to plan appropriately for any necessary public and community facilities. Consider developing a Capital Improvement Program (CIP). As the need arise, this can help Town officials plan for the community's future needs, remain focused on the improvement goals of the town, and stay organized regarding finances involved in the improvements. Annual updates of the CIP are also needed to better assess the necessary changes in the program
- 4.1.3 Promote the exchange of information with utilities and adjacent municipalities to encourage coordinated scheduling of planned roadway and utility improvements. Communication is key to controlling costs. Projects are often scheduled many years in advance. If a road is scheduled for reconstruction, it is more cost effective to do all improvements at the same time. Avoid unnecessary disruption of pavement or destruction of trees by placing buried utilities in joint trenches where possible.
- 4.1.4 Encourage electric and other similar utilities to be buried when feasible.
- 4.1.5 All town residents should be provided an opportunity to offer public comment and input on proposed Town public facility buildings. When public buildings are being designed, consideration should be given to maintaining the historic charm of Saxeville through the use of indigenous materials and architectural details.

Goal 4.2 Minimize the adverse visual impact of new communication towers on the rural landscape.

Objective

- a. Manage the placement of communication towers, wind farms, billboards, and other physical structures that detract from the scale of their surroundings.

Recommendations

- 4.2.1 Identify the adverse visual impact of communication towers on the rural landscape and address with new provisions if needed. Coordinate Town policy with County zoning provisions so that they can be enforced.
- 4.2.2 Encourage the County Zoning regulations that find communication towers as a conditional use. Require new communication equipment installations to be placed on existing towers or structures when possible.

Goal 4.3 Encourage best management practices regarding septic systems maintenance and nutrient management activities.

Objectives

- a. Reduce failing septic systems.
- b. Monitor and prohibit illegal nutrient management activities.
- c. Mitigate pollution.

Recommendations

- 4.3.1 Existing failed septic systems plague the Town. Encourage the County to institute a program to monitor on-site waste disposal systems that meets state requirements. See Table 4.5 for more information on state requirements. The Town also encourages the County to have a requirement

of an on-site system inspection as part of the ownership transfer or building permit request. This would apply to all additions over 100 sq. ft. or any sale of property.

- 4.3.2 Coordinate with the DNR on the enforcement of septage spreading regulations (i.e. monitor and report to the DNR any observed or suspected over use of a property, or an illegal dumping observed). The Town Board shall make a formal request to the DNR to notify the Town Chairman of any existing or new septage spreading permits issued. This is intended to prevent multiple dumpings on the same site.
- 4.3.3 Discourage development in areas poorly suited for on-site waste disposal, including floodplains, wetlands, shorelands, and the related setback areas. The Town may find referring to the Future Land Use Map helpful.
- 4.3.4 Heighten awareness of the health dangers and environmental destruction caused by failing systems and illegal dumping by periodically doing a story in the Town newsletter.

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 Saxeville, the following community facilities and utilities needs have been identified. See Table 4.5 for comments and recommendations.

Table 4.5: Forecasted Utilities and Community Facilities Needs

Facility/Utility	Need	Approximate Timeframe	Comments	Recommendations
Old Town Hall	Maintenance	Long-Term	Even though it's under the Fire Department's Ownership, there is a need for building repair.	Encourage the Fire Department to repair the exterior and consider interior maintenance.
Old School House	Maintenance	Long-Term	Even though it's under the Fire Department's Ownership, there is a need for building repair.	Encourage the Fire Department to repair the exterior and consider interior maintenance.
Water Supply	Monitoring	Continuous	Town is served by private wells. Levels of harmful chemicals, specifically atrazine, have been found in the groundwater of Saxeville and neighboring communities.	The Town should either employ a local entity to monitor the quality of the groundwater or support a public relations campaign to educate residents about the rising issues. See Chapter 5 for information on this issue.
Private on-site wastewater treatment systems (POWTs)	Monitoring	Short-Term	Meet the 2008 changes in the legislation. See Comments box for details.	Complete inventory of every POWT in the Town by 2011. By 2013 all POWTs will need to be apart of the same inspection program. Refer to state regulations for more information.
Transportation for the Elderly/Disabled	Expand/Monitor	Short-term	According to the Aging and Disability Resource Center, transportation remains an issue for this population within the county.	Support efforts by the Center to meet the needs of this population.
Residential Care Facilities	Expansion	Long-term	The Wisconsin Department of Health and Family Services regulates adult care facilities. According to their reports, the overall capacity for these facilities is 258 in the County.	The Town should consider supporting the expansion of these facilities to meet the needs of the population.

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 Saxeville. The element also provides a matrix of preservation programs that could be utilized to meet Saxeville's preservation objectives.

Recommendations were developed through the public participation process, and through review of the *Town of Saxeville Land Management Plan (2001)*. Many of the goals and objectives that were developed as part of the land 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 located in whole or in part within the Town of Saxeville and identified by East Central Wisconsin Regional Plan Commission (ECWRPC). The community design element was developed by SAA. A complete listing of existing resources information can be located in the *Town of Saxeville Comprehensive Plan Volume Two: Existing Conditions Report*.

Agricultural Resources

- The highest percentage of land (soils) within the Town of Saxeville is classified as unique farmland. Unique farmland is defined as land other than prime farmland that is used to produce specific high-value food or fiber crops.

Natural Resources

Soils

- About 49% of the area in the Town is suitable for conventional septic systems; while another 23.7% is suitable for at-grade, in-ground pressure and mound systems.
- Less than a quarter of the area within the Town has soils that are considered to have a very high suitability for building site development.
- Over half of the soils pose a severe risk for septage spreading within the Town.

Geography and Topography

- Within the Town of Saxeville, land relief is approximately 245 ft, from a low of 805 ft above sea level near the Carpenter, Austin, and Magdanz Creek corridors to a high of 1,050 ft east of CTH EA between CTH M and CTH A.

Water Resources

- Surface water drainage for the Town is located entirely within the Wolf River Basin.
- The Town is divided into two sub-watersheds: the Pine and Willow Creek (Wolf River Basin) and the Little River and Alder Creek (Wolf River Basin).
- There are eleven lakes and/or impoundments found within the Town.
- There are four named river/streams in the Town of Saxeville: Pine River, Carpenter Creek, Magdanz Creek, and Austin Creek.
- Approximately 17% of land within the Town lies in a floodplain.
- Approximately 20% of the Town of Saxeville is classified as wetlands.

- A groundwater divide, located west and parallel to the topographic divide, cuts diagonally through Waushara County. It extends from Marquette County, through the Towns of Saxeville and Coloma, the Village of Hancock, east of the Village of Plainfield to the Portage County line. East of this divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. West of this divide groundwater moves westerly toward the Wisconsin River.
- Some private wells located in this area contain nitrate levels that are higher than the EPA Safe Drinking Water Act standards of 10 mg/L. Water sample tests from 1990 – 2001 revealed that one of the twenty-five wells tested within the Town exceeded the 10 ppm threshold level for nitrate. For conversion purposes, 1 part per million (ppm) is the same concentration as 1 mg/L.
- The majority of homes within the Town are served by private wells.
- Although groundwater is found at varying depths throughout the area, the majority of groundwater in the Town is found in depths greater than six feet. Groundwater depths of less than two feet are found in about 35% (8,098 acres) of the land area, an additional 7.4% (1,727 acres) of the area has groundwater depths of 2 to 6 feet. Groundwater depths exceed 6 feet in 56.2% (13,097 acres) of Saxeville. The remaining 1.7% (399 acres) in Saxeville has either no rating or is surface water. In general, there is a strong correlation between areas of high groundwater and wetlands.
- 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. In the prohibition areas no person can apply, mix or load any atrazine product, except under special conditions. The Atrazine Prohibition Area includes portions of sections 30, 31, and 32. The Department of Agriculture has determined these areas based on well samples. These areas are monitored, and if atrazine is not applied, the levels may diminish and may be removed from the list.

Ecological and Woodland Resources

- The majority of Saxeville falls within the Central Sand Hills ecological landscape, while the eastern portion of the Town falls within the Southeast Glacial Plains ecological landscape.
- Woodlands comprise about 55% of the total land area in the Town.
- There are 10,187 acres of general woodlands; 2,560 acres of those are planted woodlands.
- In 2008, a total of 3,826 acres were actively managed under the MFL, another 40 acres were managed under FCL within the Town.

Parks, Open Space and Recreational Resources

- The WDNR does not own or manage any lands within the Town.

Mineral Resources

- There are three active non-metallic mining sites in the Town.
- There are no metallic mineral resource sites in the Town.

Solid and Hazardous Waste

- There are two sites in the Town 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 listed on the National Register.
- A search of the DHP's on-line Architecture and History Inventory (AHI) indicates that there are no properties listed within the Town of Saxeville.
- There are no historical markers or museum in the Town.
- Traces of Native American existence, in the form of mound groups, caches, a village site and campsites have been found in the Town.
- The Town of Ontario was created on April 1, 1851. In November of 1855, the name was changed to Saxeville.

Community Design

- A majority of the land in the Town is covered by woodlands, and there are also some areas in agricultural production. There is more residential development in the western half of the Town, with concentrations near Long Lake, Lake Kristine, and the unincorporated village of Saxeville. Saxeville's topography is characterized by some hills.

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 Saxeville. The following issues were identified through the public participation process as primary concerns that should be addressed by this comprehensive plan.

Groundwater

The source of water pollution is unknown, but fertilizers used in traditional agricultural practices have been found in the local water supply. This increase in nitrates, phosphorus, and other chemicals in the water supply might be linked to upstream agriculture production practices.

Loss of Rural Character

A changing landscape can evoke feelings of a loss of community identity. One of the primary concerns in rural communities with working lands is farmland preservation. Agriculture is a contributor to the local economy and residents enjoy the bucolic vistas and rural landscapes that active agricultural lands provide. Despite a shared respect for agriculture, residents in the Town of Saxeville disagree on how to preserve farmland. Some think that regulating land divisions is the best way to protect active lands from sprawling developments, while others feel that landowners should be allowed to self-regulate. Conversion of land from active agriculture to residential use is also a concern because new residential populations are sometimes unprepared for the smells and noises associated with rural living in actively farmed areas. The conversion of actively farmed lands also removes these parcels from agricultural production, often in perpetuity, which can alter the rural landscape.

Recreational Trails

An issue of contention in Saxeville has been the development of recreational trails. Some land owners are unwilling to allow any recreational trails on their land, while others only permit snowmobile trails on their property during the winter. Other residents see the development of trails as an opportunity to generate tourist and economic activity and local recreational opportunities.

5.4 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 Saxeville. 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 Saxeville Land Management Plan (2001)*.

Goal 5.1 Protect the quality and quantity of surface and ground water resources

Objectives

- a. Ensure that adequate amounts of safe drinking water are available throughout the area.
- b. Maintain a safe, clean supply of groundwater
- c. Preserve the quantity of groundwater in the Town
- d. Reduce non-point nutrient runoff into lakes and streams. Minimize nutrient contributions from private on-site septic systems.
- e. Maintain wetland areas in native vegetation

Recommendations

- 5.1.1 Discourage land uses which may produce untreated waste or wastewater by-products which could seep into the groundwater aquifers. Such uses will be monitored by the regulatory agencies responsible.
- 5.1.2 Support efforts by the DNR and lake associations to fight the spread of invasive species, like milfoil, and other related lake problems. Efforts could include sponsored boat inspection programs and/or installing signs at waterway access points to create public awareness of the problem.
- 5.1.3 Support educational efforts that increases public awareness on public health issues related to wells and drinking water. Information could be conveyed using the Town and Lake Association newsletter. An informative brochure could be developed and distributed when a building permit is issued or a property transfer is made.
- 5.1.4 Encourage residents and property owners to have well water periodically tested, especially those who live near agricultural operations that are irrigated and/or sprayed with pesticide to determine the impact of pesticides and nitrates on the groundwater. Consider developing a program with a local educational entity, like UW-Stevens Point or the Technical College that provides affordable, reduced rate water testing for residences and educational opportunities for the organization. Property owners could notify the state regarding testing of wells for pesticide and nitrates.
- 5.1.5 Encourage farmers to use best farm management practices that will improve and protect the quality and quantity of water resources. Examples of best farm management practices include installing vegetative filter strips between agricultural land uses and surface waters, implementing conservation tillage practices (no-till planting and contour plowing), timing fertilizer use and amounts and controlling barnyard runoff.
- 5.1.6 Consider developing guidelines for mining and quarry activities. These could include prohibiting metallic mining, heavy industry, and the use of subsurface and surface waters by business, excluding irrigation used by family farms. Develop guidelines for how and when reclamation would take place on non-metallic mines and quarries.

Goal 5.2 Protect the natural resources and open space within the Town.Objectives

- a. Identify the resources that are most important to the community.
- b. Identify programs and funds to preserve these resources.

Recommendations

- 5.2.1 Work with a local agency (UW-Extension, a lake association, etc) to identify natural and agricultural resources that should be preserved. Resources could include woodlands, wetlands, and working lands (agricultural uses). Consider using LESA (Land Evaluation and Site Assessment System), a land use management tool, to prioritize these places.

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

- a. Maximize opportunities for profitable agricultural activities.
- b. Support policies and programs that aim to keep raw land process attractive for agricultural activities.
- c. Reduce conflicts with non-farm residential development.

Recommendations

- 5.3.1 Support efforts to generate public awareness and support of farmland preservation that will help community members understand the importance and legacy of agriculture to the local economy.
- 5.3.2 Consider establishing agricultural preservation areas that would preserve land for agricultural operations. See Chapter 8 Land Use and Chapter 9 Implementation for more information on specific policies and programs.
- 5.3.3 Support programs that educate new property owners about rural living lifestyles and its implications. Request that the County or UW-Extension distribute a standard public informational sheet acknowledging that farming operations may exhibit noise, odor, and dust and that the hours of operation begin before dawn and extend past dark.

Goal 5.4 Preserve cultural and historical resources in the Town.Objectives

- a. Protect existing resources.

Recommendations

- 5.4.1 Consider doing a reconnaissance survey to identify the significant elements of the Town's historical and cultural heritage. Identify historic landmarks, and locations of past or lost landmarks and historic events like the creamery, feedmill, blacksmith shop, hotel, the old town hall, school, Jefferson Davis bell, etc. Acknowledge the history associated with the old Town Hall building.

5.5 Agricultural, Natural & Cultural Resources Programs

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

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 practices. Has support of government partnerships.	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/glci/
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	Maintain prime farmland in agricultural use through agricultural conservation easements	http://www.nrcs.usda.gov/programs/fppa/
For Forestry-related programs, see Natural Resources			

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	http://www.nrcs.usda.gov/PROGRAMS/wrp/

		enhance wetlands.	
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.shtml
State			
Program	Department	Description	Contact Information
Forest Crop Law and Managed Forest Law	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 home 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 Saxeville. The element also provides a description of the types of businesses or industries desired in the community, and Saxeville'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 Saxeville Land Management Plan (2001)*. 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 located in whole or in part within the Town of Saxeville. A complete listing of existing resources information can be located in the *Town of Saxeville Comprehensive Plan Volume Two: Existing Conditions Report*.

Educational Attainment

- A higher percentage of residents in the Town of Saxeville (46.6%) received high school diplomas than the State of Wisconsin (34.6%).

Labor Force

- Labor force growth rates for Town (23.9%) were less than Waushara County (29.4%), but greater than the State 14% between 1990 and 2000.

Economic Base Information

- The manufacturing (26.9%); education, health, social services (19.0%), and agriculture, forestry, fishing and hunting, and mining (9.6%) industries employed over half (55.5%) of workers in the Town of Saxeville in 2000.
- The top three occupations for Town workers in 2000 were production, transportation, and material moving occupations (25.3%); management, professional, and related occupations (22.3%); and sales and office occupations (21.0%).

Travel Time to Work

- On an average, residents from the Town, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990.
- In 1990, average commute times for residents was 26.4 minutes in the Town. In 2000, the time increased to 36.1 minutes

Location of Workplace

- Less than half (43%) of Town residents worked within the County in 1990.
- The amount of people working in Waushara County increased by about 9% from 1990 to 2000.
- About 17% of workers found employment locally, working in the Town and the Village of Wild Rose.

Employment Forecast

- 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.

Industrial Park Information

- There are no industrial parks in the Town.

Business Retention and Attraction

- Tri-County Regional Development Corporation (TCREDC) is a partnership between Waushara County and Marquette and Green Lake counties.
- The Waushara County Economic Development Corporation, run by a board of appointed residents, works to foster new business development and support and sustain existing businesses throughout the county.
- Business attraction involves the promotion of community assets.
- Business retention is very important in that it is a relationship building effort between the community and already present local businesses.

Economic Strengths and Weaknesses

- Economic strengths generally include the Town's location, natural areas, open space, recreational opportunities, prime agricultural soils, and strong agricultural economy. Weaknesses include low population density and lack of economic diversity.

Commercial and Industrial Design

- Site review procedures and design standards can be used to improve the quality of design and to promote the individual identity for a community.

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 four entries for the Town in Waushara County.
- The sites listed in Saxeville are closed.

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.

Home-Based Businesses

A small, yet significant component of the local economy is home-based businesses. Some people run businesses out of their home. This allows entrepreneurs to experiment with their businesses within the confines of their homes and without having to incur extra costs for overhead. Residents of the Town of Saxeville are supportive of allowing home-based businesses in the community.

Economic Growth

Residents in Saxeville said that having more businesses in the Town would be nice to increase the local tax base, but there is a lack of demand. The employment and consumer needs of a majority of Town members are met by services located in nearby community. Residents seemed to feel that some types of economic growth and development might detract from the quality of life in the community.

Employment Opportunities

The lack of employment opportunities is another issue in the Town. Even though agriculture is a key component to the local economy, there is not enough work to sustain many people year round. Parallel industries may thrive, but the lack of diverse employment opportunities is a hindrance. There are few job opportunities for young people who are looking for employment upon college graduation.

6.4 Strengths and Weaknesses for Economic Development

Wisconsin State Statutes require that this element discuss the strengths and weaknesses of Saxeville 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

There is a need for business, retail, or commercial services in the Town. Grocery products, barber/beauty shops, and hardware stores are in the greatest demand, and future establishments should be concentrated in and around the “village” of Saxeville. Small businesses should also be encouraged to develop and prosper. Agriculture and related operations should continue to be a key component within the local economy. Eco-tourism and the development of recreational opportunities would also support local economic activities.

Strengths

- Proximity to the City of Waupaca (Waupaca County) and the USH 10 corridor
- Natural areas, open space, and recreational opportunities
- Existence of some prime agricultural soils
- Access to non-irrigated crop lands
- Numerous woodlands
- Strong agricultural economy
- Strong sense of community

Weaknesses

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

6.5 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 Saxeville. 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 Saxeville Land Management Plan (2001)*.

Goal 6.1 Support economic development that fits the existing rural character of the Town by creating conditions that are favorable for retaining and attracting appropriate commercial enterprises.

Objectives

- a. Expand the range of goods and services available locally.
- b. Encourage entrepreneurs to develop successful local businesses.
- c. New Objective: Encourage building renovation that fits the existing community character.

Recommendations

- 6.1.1 Work with the County to promote local businesses and products within the county. Promotion of local products not only benefits the local producer but stimulates the economy of both the area and county. Local restaurants should be encouraged to buy, use and promote the use of local products. Local stores should also be encouraged to market and sell products that are produced locally.
- 6.1.2 Encourage environmentally friendly commerce which is compatible with and makes use of the natural scenic resources of the Town. (examples: antique stores, craft shops, bakery, bed and breakfasts)
- 6.1.3 Work with the County and other agencies to enable local entrepreneurs. Encourage them to take advantage of business incubations sites and services offered by CAP Services located in the City of Wautoma.
- 6.1.4 Support local business opportunities that will benefit the Town, its residents, and the larger area. Working with the surrounding communities to promote economic development will benefit the area as a whole. New industrial and commercial development can be directed to areas with adequate infrastructure to support this type of development.
- 6.1.5 Attract and promote businesses that compliment the Town's natural resources. Promote recreational activities that use the natural environment as economic opportunities without exploitation.
- 6.1.6 Encourage property owners to take advantage of the historic preservation tax credit program. Enforce existing County nuisance ordinances which require areas be cleaned up.

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

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

Recommendations:

- 6.2.1 Work with the county to identify and encourage agri-business development opportunities. To help keep agriculture viable, farmers need an outlet to market their products. This could include the addition of a cannery or cheese factory in the area or county.
- 6.2.2 Support efforts to encourage retiring farmers to work with novice farmers who want to start out in farming. Retiring farmers are a valuable resource, and are encouraged to share their knowledge with others.
- 6.2.3 Encourage specialty farming operations like equestrian facilities, orchards, nurseries, horticulture, floriculture, etc.
- 6.2.4 Encourage innovative farming techniques and methods such as organic farming and other niche type operations. Farms throughout the county have found that shifting or augmenting their current operations to accommodate these and other innovative or unique farming methods or products can provide an income stream that may enable them to remain economically viable.

Goal 6.3 Support the local economy by managing forest areas and engaging in silviculture in the Town.

Objectives

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

Recommendations

- 6.3.1 Support forest industry efforts to improve the efficiency of raw material uses and to explore species supply options to produce forestry products.
- 6.3.2 Encourage woodlot owners to partner with other forest owners to explore opportunities for other forest products.

Goal 6.4 Strengthen economic development opportunities in the Town by cooperating with other communities to develop a regional economic development strategy.

Objectives

- a. Provide additional local employment opportunities through joint efforts with county and local economic development organizations.
- b. Retain young members of the work force.
- c. Create better paying jobs.

Recommendations

- 6.4.1 Support and encourage the efforts by the Waushara County Economic Development Cooperation. This body can help with the coordination of local and regional economic development activities. Encourage them to develop and maintain a website.
- 6.4.2 Work with surrounding communities to encourage the expansion and development of new commercial and industrial businesses.
- 6.4.3 Encourage the County and other group efforts in highlighting the Town's quality of life attributes (natural features, scenic attributes, low crime rates, and outdoor recreational amenities) to attract businesses and an educated workforce.
- 6.4.4 Work with others to encourage and support businesses that attract tourists by protecting and promoting the scenic and recreational values of the town's resource base.
- 6.4.5 Encourage local entrepreneurial programs that facilitate local business start-ups.
- 6.4.6 Encourage the creation of small and "home-based" businesses that would be compatible with the rural nature of the area and would provide economic opportunities to local residents, like accounting, auto repair, and other similar kinds of businesses.
- 6.4.7 Encourage local business to provide a reason for college and technical graduates to return. This could include encouraging businesses to hire local students for intern and cooperative jobs, with the guarantee that they will be hired when they graduate from college.

- 6.4.8 Encourage local high schools and guidance counselors to promote technical programs/job skill training through Fox Valley Technical College and local high school curriculum.
- 6.4.9 Encourage high schools to work with CESA 5, CAP Services and the business community to initiate a youth apprenticeship program or other similar program to provide students with valuable skills.

6.6 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 Saxeville's goals and objectives. A complete listing of available programs is available in the *Town of Saxeville Comprehensive Plan Volume Two: Existing Conditions Report*.

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 Saxeville. This element also provides a description of identified or potential conflicts between Saxeville and overlapping or adjacent jurisdictions.

Recommendations were developed through the public participation process, and thorough review of the *Town of Saxeville Land Management Plan (2001)*. Goals and objectives related to intergovernmental cooperation developed as part of the land 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 Saxeville or its affiliates. Existing relationships were identified by the East Central Wisconsin Regional Planning Commission (ECWRPC). A complete listing of existing resources information can be located in the *Town of Saxeville Comprehensive Plan Volume Two: Existing Conditions Report*.

Adjacent Local Governments

- The Town of Saxeville shares its borders with the towns of Springwater, Bloomfield, Poy Sippi, Leon and Mount Morris in Waushara County; and towns of Dayton and Lind in Waupaca County.

School Districts

- The Town is served by four public school districts; Waupaca School District, Weyauwega-Fremont School District, Wild Rose School District and the Berlin Area School District.
- School and town forests are open to the community and include the Tri-County School Forest (230 acres), the Wild Rose School Forest (128 acres), the Coloma School Forest (40 acres) and the Town of Rose Forest (421 acres). There are no school or town forests located within the Town of Saxeville.

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.
- Fire Protection and First Responders is served by two different fire departments. The Saxeville/Springwater Volunteer Fire Department covers the western half of the Town, and the Poy Sippi Volunteer Fire Department covers the eastern half. These departments are under contract and receive a yearly allotment from the Town.
- Emergency medical services for the majority of the county are provided by the Waushara County EMS.
- One ambulance is stationed in Poy Sippi for service in the eastern part of the County.
- The Saxeville Town Hall/Community Center has been used for such things as lake association meetings, box socials, plays, community gatherings, and Town business.

Extraterritorial Areas

- The Town is not directly adjacent to any incorporated communities or within any areas where municipal extraterritorial powers apply.

Existing Relationships with Waushara County

- The Town has adopted county zoning. The County also enforces regulations pertaining to land divisions and private on-site wastewater treatment 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 is located in Waushara County, which is a member of the East Central Wisconsin Regional Planning Commission.

Existing State Relationships

- 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.
- The Wisconsin Department of Agriculture, Trade, and Consumer Protection oversees a variety of programs that are vital to maintaining a healthy agricultural and commercial economy in Waushara County and the Town.

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

Lake Associations and Other Local Organizations

The 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. Other local organizations that also support Town roads and lakes include the Wereallykare Fish Club, Friends of Long Lake, the Saxeville Players, the Saxeville Improvement Club, the Wild Rose Sno- Rovers and the Sawdust City Tree Dodgers.

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.

Intergovernmental Communication

Town officials and residents might want to consider developing a relationship with the towns of Springwater, Mt. Morris, Leon, Poy Sippi and Bloomfield in Waushara County and the towns of Dayton and Lind in Waupaca County. Even though the latter towns have a different county government than Saxeville, there may be circumstances in which having an established connection with these communities could be beneficial.

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 because there are no incorporated communities within 1.5 miles of Saxeville. The Town provides few services, and since no municipality has extraterritorial control, there are currently no short-term boundary issues. The Town is content with a majority of current service provision provided through Waushara County. However, should service delivery fail to meet service expectation, Saxeville 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 Saxeville for coordinating with school districts and adjacent or other local governments for siting, building, and sharing public services.

School Districts

The Town of Saxeville will coordinate with the Waupaca School District, Weyauwega-Fremont School District, Wild Rose School District and the Berlin Area School District for siting and building public facilities and sharing public services.

Local Governments

The Town of Saxeville 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 goals and objectives.

Goal 7.1 Provide an adequate level of law, ordinance and public safety enforcement services by working with the neighboring municipalities and the County.

Objectives

- a. Support on-going and future intergovernmental collaborations.
- b. Improve public safety for tornados, blizzards, and other severe weather events.
- c. Provide increased opportunities to build relationships.

Recommendations

- 7.1.1 Encourage government officials to support intergovernmental agreements and partnerships, especially those that are environmentally and fiscally responsible.
- 7.1.2 Promote positive interactions with government officials from neighboring communities. Encourage residents to participate in events and activities of surrounding communities.
- 7.1.3 Encourage representatives from various agencies, businesses, departments, and Waushara County to periodically attend town board or plan commission meetings to discuss or provide input into the implementation process.
- 7.1.4 Consider establishing a weather radio subsidy program to encourage every household to purchase a weather radio to increase severe weather alertness. The Fire Department could help with the program as necessary.
- 7.1.5 Work with County to ensure residents home has a readable fire number sign.
- 7.1.6 Encourage open communication and establish working relationships between Town residents and County employees, especially during the winter months.

7.2 Encourage the maintenance and improvement of natural resources through intergovernmental cooperation.

Objectives

- a. Support on-going and future intergovernmental collaborations.
- b. Enhance local recreation facilities.
- c. Identify events and programs that bring groups together to improve water quality.
- d. Obtain grant funding.

Recommendations

- 7.2.1. Meet with the adjacent towns and the DNR as needed to work on issues of common interest and concern. Consider forming a standing joint Town subcommittee.
- 7.2.2 Encourage Town residents to continue to participate in the Waushara County Watershed Lakes Council.
- 7.2.3 Continue collaboration with Lake Associations and other public and private agencies to volunteer to monitor public landings to manage the invasive species problem.

- 7.2.4 Support workshops, programs, events and other activities that promote improvements in the local water quality by inter-agency collaboration.
- 7.2.5 Determine how planned or existing recreational parklands can be coordinated with trail development. This includes working with the DNR to identify natural easements and grant opportunities to develop an interconnected trail system.
- 7.2.6 Consider developing and submitting grant requests with other local governments and agencies

Goal: 7.3 Implementation of shoreland restoration protection for lakes and rivers.

Objectives

- a. Participate in efforts to mitigate invasive species.
- b. Encourage inter-organizational collaboration.
- c. Obtain grant funding.

Recommendation

- 7.3.1 Work with the County to achieve the in-stream and riparian goals and objectives and implement the actions of the Waushara County 2006 Land and Water Resource Management Plan in the Town.
- 7.2.2 Encourage the lake associations, the Town, and the County to develop a plan to protect the community's shorelands.
- 7.2.3 Encourage vegetation in shoreland areas to reduce erosion and sedimentation, and provide a vegetative filter that will help minimize nutrient loading in surface waters.
- 7.3.4 Consider following the Waushara County 2006 Land and Water Resource Management Plan for other information, goals, and guidelines.
- 7.3.5 Consider developing and submitting grant requests with other local governments and agencies.

Goal 7.4: Encourage countywide availability of economic development 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

- 7.4.1 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 Saxeville.
- 7.4.2 Encourage the Waushara County Economic Development Corporation to take part in community development events and opportunities in the Town.

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 Saxeville. 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 Saxeville 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 Saxeville Comprehensive Plan Volume Two: Existing Conditions Report*.

Existing Land Use

- The Town of Saxeville 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 Saxeville encompasses approximately 23,328 acres. Almost six percent (5.5%) of the total area is developed.
- Overall, woodlands account for about 55 percent (54.6%) of the total land use, while cropland (irrigated and non-irrigated) makes up another 23 percent (22.6%).

Zoning

- The Town of Saxeville utilizes Waushara County Zoning.
- The predominant zoning district in the Town is "General Agriculture" (82.7%).

Table 8.1: Town of Saxeville Existing Land Use, 2001

Land Use	Total Acres	% Land Developed	% of Total
Single-Family Residential	531	41.3%	2.3%
Farmstead	187	14.5%	0.8%
Multi-Family Residential	0	0.0%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Industrial	0	0.2%	0.0%
Recreational Facilities	0	0.2%	0.0%
Commercial	13	1.0%	0.1%
Institutional Facilities	12	0.9%	0.1%
Utilities	4	0.3%	0.0%
Transportation	540	41.9%	2.3%
Total Developed	1287	100.0%	5.5%
Non-Irrigated Cropland	4,975		21.3%
Irrigated Cropland	301		1.3%
Planted Woodlands	2,560		11%
Unplanted Woodlands	10,183		43.6%
Active Quarry	17		0.1%
Other Open Land	3,671		15.7%
Water Features	334		1.4%
Total Acres	23,328		100.0%

Land Use Trends

- According to data collected by ECWRPC, the percentage change of residential, commercial, institutional and industrial acreages increased and the percentage of parks and cropland acreages decreased between 1980 and 2001.
- ECWRPC data is verified by Department of Revenue (WI) estimates showing residential and commercial 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 Saxeville. During this time period, residential densities increased by about 4 percent from 16.22 units per square mile to 16.91 units per square mile in the Town of Saxeville.
- 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 less than 1 unit per acre was recorded for the Town in 2001 (610 units on 718.21 acres).

Land Demand and Pricing

- According to the Department of Administration (WI), between 1990 and 2007, 131 net units were added within the Town of Saxeville. This averages to about 7.3 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 Saxeville 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 Saxeville increased by 109 percent, while land values in the County went up by 103 percent.
- From 2006 to 2008, the Town's land value (6.8%) increased at a noticeably lesser rate than the County (19.8%), indicating that land in the surrounding county is appreciating more rapidly and is in greater demand.
- State of Wisconsin housing statistics provided by the Wisconsin Realtors Association show that median sale price in Waushara County increased from \$81,800 in 1998 to \$105,000 in 2008. This represents a 28 percent increase.

8.3 Opportunities for Redevelopment

Like many rural communities, the Town of Saxeville 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 are three active non-metallic mining operations within the Town which will offer long-term redevelopment opportunities. The Town coordinates with regional authorities to implement each quarry's reclamation plans when productivity of the sites 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 conflicts are the active quarry operations located throughout the town. These uses 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 Saxeville. 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 Saxeville Land Management Plan (2001)*.

Goal 8.1 Strengthen and enforce the existing county shoreland zoning ordinance.

Objectives

- a. Encourage the preservation of open space, shorelands and scenic areas, which contribute to the rural character and quality of life in the Town.
- b. Encourage the conservation of areas that are of natural resource, open space, and scenic significance.
- c. Encourage buffer areas adjacent to designated areas to be preserved, such as lakes and other waterbodies.

Recommendations

- 8.1.1 Shoreland protections shall be applied to all lands within 1000 feet of all navigable lakes and within 300 feet of rivers and streams.
- 8.1.2 Support the existing county prohibition on pyramid lots arrangements to prevent pyramiding of homes around lake.

Goal 8.2 Conserve and protect the significant environmental, scenic, cultural and historical resources of the Town.

Objectives

- a. Ensure that rural and urban land uses are located, developed and managed to minimize harmful impacts on the Town's natural resources.
- b. Encourage the preservation of open spaces and scenic areas, which contribute to the rural character and quality of life in the Town.
- c. Encourage the conservation of areas that are of natural resource, open space, scenic, historical and archeological significance.

Recommendations

- 8.2.1 Use DNR Stewardship funds for Town to acquire lands for protection.
- 8.2.2 Require a woodland and/or prairie management plan for all subdivision plats. Such plans should identify any existing, unique stands of trees or prairie habitat and encourage woodlot and prairies preservation or mitigation to minimize the impacts of development.
- 8.2.3 Encourage existing and future woodlot owners to utilize "best management practices" on their properties to preserve more native tree cover. Promote education about various state woodland and prairie management programs and services.

Goal 8.3 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

- 8.3.1 Require all platted subdivision of land to have approval of the Town Board before County plan approval is sought.
- 8.3.2 All approvals to further subdivide any existing parcels must receive Town Board approval first.
- 8.3.3 Ensure that any new land uses are located appropriately, as per the Proposed Land Use Map.
- 8.3.4 Discourage the subdivision of viable farmland and forested land.
- 8.3.5 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.).

8.6 Land Use Projections

Wisconsin statutes require comprehensive plans to include twenty-year projections for residential, commercial, industrial, and agricultural uses by five-year increment. 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 1 unit per acre. If this density remains constant and projections utilize the minimum lot size for parcels zoned general agriculture, the Town of Saxeville would likely experience and increase of 220 residential acres by 2030. Commercial and industrial increases are forecast to coincide with increases in residential development (increases of 25 acres commercial, and 13 acres industrial.) See Table 8.2.

Future agricultural land use was calculated based on the assumption that future residential growth would be concentrated in the eastern part of the town. Future residential, commercial and industrial development is expected to occur in areas that are currently farmed, wooded or vacant. It was assumed that about 40 percent of the development would result in a loss of farmland.

Table 8.2: Future Land Use based on High Residential Density

Land Use	2005 Acres	2010 Acres	2015 Acres	2020 Acres	2025 Acres	2030 Acres	Change in Acres	% Change
Residential	802	846	890	934	978	1,022	220	27%
Commercial	14	14	14	15	16	16	2	14%
Industrial	17	17	17	17	17	17	0	0%
Agricultural	5,264	5,257	5,250	5,244	5,237	5,230	-34	-0.6%

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

8.7 Future Land Use Map

The Town of Saxeville Future Land Use Map (Exhibit 8-3) identifies one priority growth area immediately surrounding the intersection of County Road w and S. County Road A. This is a

“Residential Growth Area” and the intent of this area is to allow residential interests to develop land near or adjacent to these crossroads.

The following section describes the future land use districts utilized on the Future Land Use Map (Exhibit 8-3.)

Future 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. It also includes areas where special protection is encouraged because of unique landscape, topographical features, wildlife, or historical value.

- a. Environmentally Sensitive Areas: these areas include a 1000ft buffer from lakes, 300ft buffer from streams, wetland areas and floodplains per county and state regulations.

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 and mobile home parks.

- a. Residential Growth Area: located at the crossroads of A and W, this area has been targeted as a residential growth area. The intent is to cluster residential uses near existing residential uses where highway access and utilities provision best meets the requirements of residential uses.

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. In Saxeville, industrial uses primarily include quarries.

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

8.7.6. Transportation: This area incorporates the town’s roadway network.

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

8.7.8 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.

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 Saxeville 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 locating future commercial types of development concentrated in and around the “village” of Saxeville.

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 adopts 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 Saxeville.

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 Saxeville 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: 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 to a safe, healthful and attractive environment.

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

Action: Continue to utilize current standards.

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 Wisconsin Pollution Discharge Elimination System (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 Saxeville.

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: Saxeville 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 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.

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

The Town of Saxeville does not have 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 Saxeville.

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 and can be modified to the community’s changing needs.

Preparation of a Capital Improvement Program

The preparation of a Capital Improvement Program is normally the joint responsibility between the plan commission, Town Board, 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.

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 Saxeville completed all planning elements simultaneously, no known inconsistencies exist.

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

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

Although this plan has described policies and actions for future implementation, it is impossible to predict the exact future condition of the 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 at least 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, its goals and objectives.

9.6.3 Plan Amendments

The Town of Saxeville 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 is.

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 Saxeville, Town Committees, Town staff, and local/state governments. The completion of recommended actions in the timeframe presented may be affected and or impacted due to competing interests, other priorities, and financial limitations facing the 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
Housing		
Promote future residential developments to be designed in a manner that protects the environment.	Town Board	Ongoing
Transportation		
Provide a safe, convenient, and economical transportation system, including requirements that all new roads meet the same Town standards	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
Encourage best management practices regarding septic systems maintenance and nutrient management activities	Town Board	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

Preserve the area's most productive farmland for agriculture	Town Board	Ongoing
Economic Development		
Maintain the viability of productive agricultural activities and enterprises as a component of the Town's economy.	Plan Commission, Town Board	2010
Encourage development of statewide agricultural expansion programs	Town Board, Waushara County Zoning and Land Conservation	Ongoing
Strengthen economic development opportunities in the Town by cooperating with other communities to develop a regional economic development strategy.	Town Board, Surrounding Towns	
Encourage best forestry management practices	Town Board, Dept. Natural Resources	Ongoing
Intergovernmental Cooperation		
Implementation of shoreland restoration protection for lakes and rivers	Plan Commission/ Waushara County Zoning and Land Conservation	2015
Land Use		
Strengthen and enforce existing county shoreland zoning ordinance	Plan Commission	Ongoing

APPENDIX A:
PUBLIC PARTICIPATION PLAN

Town of Saxeville, 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 Saxeville 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. Richmond | - Waushara County |

After the Local Kick-Off meetings, Phase 2 will begin. The Town of Saxeville 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 Saxeville 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.

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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.

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.

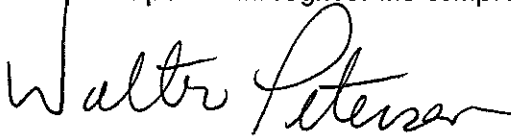
The entire proposed Comprehensive Plan will be available for public review at the Town Hall at least 30 days prior to the Town Board public hearing.

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 Saxeville Comprehensive Plan Adoption Process

The Town of Saxeville 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.



Walter Petersen, Town Chairperson

Attest: 
Virginia Cartwright, Clerk

Approved by the Town Saxeville, Board of Supervisors on: 10/20/2008

APPENDIX B:

RESOLUTION FOR ADOPTION (PLAN COMMISSION)

RESOLUTION

RE: ADOPTION OF THE RECOMMENDED COMPREHENSIVE PLAN AS PREPARED BY THE TOWN OF SAXEVILLE PLAN COMMISSION

WHEREAS, the Town Board of the Town of Saxeville charged the Plan Commission with preparing a recommended Comprehensive Plan for the Town of Saxeville; and

WHEREAS, numerous persons involved in local planning provided information at regular and special meetings called by the Saxeville Plan Commission; 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 Saxeville Plan Commission has reviewed the recommended Comprehensive Plan at a regular monthly meeting; 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

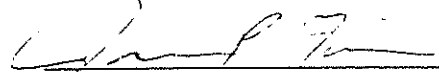
WHEREAS, after said public hearing, the Town Board will decide whether to adopt by ordinance the Comprehensive Plan; and

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 Saxeville; 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 Saxeville 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 Saxeville's Comprehensive Plan pursuant to s.66.1001, Wis. Stats.

APPROVED:


Jason Timm
Chairperson, Plan Commission

Date 11/16/09

ATTEST:


Virginia Cartwright, Saxeville Town Clerk

APPENDIX C:

ADOPTING ORDINANCE (TOWN BOARD)

TOWN OF SAXEVILLE

Ordinance No. 2009A

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

The Town Board of the Town of Saxeville, 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 Saxeville, 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 Saxeville, 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.

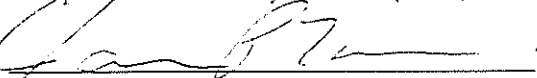
Section 3. The plan commission of the Town of Saxeville, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Town Board the adoption of the document entitled "Town of Saxeville Comprehensive Plan, Vols. 1 & 2" containing all of the elements 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 Saxeville, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Town of Saxeville Comprehensive Plan, Vols. 1 & 2" 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 16th day of November, 2009

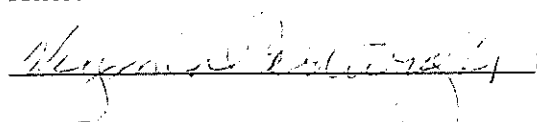


Town Board Chairman:

(Published/Posted):

(Approved, Vetoed):

Attest:



Saxeville Town Clerk

Proposed Land Use - Town of Saxeville

Exhibit 8-3

Legend

- ✕ Active Quarry
- ☒ Inactive Quarry
- Abandoned Landfills
- 🌿 Wetlands less than 5 acres in size
- 🟪 Residential Growth Area
- 🟡 Residential
- 🟠 Industrial
- 🟢 Agricultural/Natural Areas
- 🔴 Commercial
- 🟦 Public/Institutional
- 🛣️ Transportation
- 💧 Water Features
- 🌳 Environmentally Sensitive Areas

Waushara County

