

# TOWN OF SPRINGWATER

## 20-Year Comprehensive Plan

### Volume One: Goals, Objectives and Recommendations

Town of Springwater  
Waushara County, WI

Adopted December 12, 2009



Schreiber Anderson Associates, Inc  
Project Number 2342.08





# ACKNOWLEDGEMENTS

## **Town of Springwater**

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

## **Waushara County / Waushara County UW-Extension**

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

## **East Central Wisconsin Regional Planning Commission (ECWRPC)**

The Town of Springwater 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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# 1

# INTRODUCTION: ISSUES AND OPPORTUNITIES

## 1.1 Plan Purpose and Use

The Town of Springwater's Comprehensive Plan has been developed to establish a strategy for community development while conserving natural resources within the Town. It updates and replaces the *Town of Springwater Land Use Management Guidance Plan (2003)*. Substantial portions of this comprehensive plan are direct carryovers from the land use management guidance 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 Springwater's decisionmakers 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 Springwater. 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 Springwater'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 Springwater’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 Springwater adopted a Public Participation Plan on January 12, 2009. 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 Springwater. 1300 questionnaires were mailed out and 627 were returned. This reflects a 48.2% response rate. Most questions in the questionnaire were broken down into two categories based on an individual’s residency location: lake homeowner or other. Of the 627 responses, 312 responses (50%) were from lake homeowners, while the other 315 (50%) indicated no lake house ownership.

Almost half of the respondents who consider themselves residents have been present for more than 10 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. 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 627 property type responses, 546 people indicated that their primary property was best described as general residence; recreational land or lake home.

#### Demographic Information

Almost half of the respondents who consider themselves residents have been present for more than 10 years. The age range for respondents was from those 25 to over 65 years of age. The largest age group of Town respondents was between the ages of 65 or older, followed by those 60 - 64 years of age.

#### Existing Development

Respondents were asked how they felt about the Town’s residential, commercial, industrial, and agricultural development and natural resources. A majority of respondents felt that there was the right amount of housing. Respondents also indicated that there was need for business, retail, or commercial services in the Town. Respondents indicated that protecting existing farmland and natural resources were important, along with supporting the Town’s future development mixture.



#### Land Preservation and Recreational Opportunities.

Respondents overwhelmingly supported the preservation of wooded lots, meadows, crest of hills and viewsheds, surface waters, and agriculture with buffers from objectionable uses. There was one area that did not match this overall preservation effort. 30% of respondents indicated that they wanted to locate homes in planted woodlots rather than preserve them. A majority of respondents indicated that there should be future planning for additional parks and/or recreational land in the community. Most respondents also felt that farmland should be preserved and avoidance of conflict between agricultural and residential issues is very important.

#### Development Issues

A majority of respondents supported the Town's future as a community with a mixture of farms, residential homes, commercial, business, and recreational opportunities. Opinions on the need for housing appear to be very mixed. A majority perceive that there was need for more assisted living style housing for the elderly. Respondents also overwhelmingly opposed multi-unit apartment buildings. About one quarter of respondents feel that there is a need for single family, affordable housing, or any type of housing in the Town. Location of future residential developments was also addressed in the questionnaire. A majority indicated that future housing should be concentrated in and around the community of Wild Rose.

There was strong support for regulating growth to preserve farmland in two different ways: either by limiting housing developments to land that is unsuitable for farming or by limiting the number of lots that a landowner can split and sell for residential use.

Respondents were clear on their opinion for the need for more business, retail, or commercial services in the Town. Grocery products, industry, and retail were listed as services in greatest demand. Most respondents indicated that they preferred concentrating future commercial services in and around the community of Wild Rose. Even though there was an indication that more commercial growth was desired, over half of the respondents indicated that commercial signs need to be more strictly regulated in the Town.

#### Public Services and Facilities

Services and facilities included in the questionnaire were the Town Hall, maintenance and condition of Town roads, county roads, snow removal of Town roads, library, garbage/recycling, school facilities, fire protections and law enforcement, public recreational lands' school facilities, availability of hospital and medical services, and emergency medical services (ambulance). Public services and facilities were generally ranked above average by respondents. The two lowest services/facilities ranked in the Town are snow removal on Town roads and the Town Hall. Both services were ranked slightly below average. No services were rated below average or worse.

### **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 Springwater 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 Springwater 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 December 14<sup>th</sup>, 2009 to solicit comments pertaining to the content of the Town of Springwater 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 Patterson Memorial Library in Wild Rose.

**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 Springwater 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 Springwater value the town's farmfields, 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 Springwater. A complete listing of demographic information can be located in the *Town of Springwater Comprehensive Plan Volume Two: Existing Conditions Report*.

**Demographic Trends**

- Over the past fifty years, the population of the Town of Springwater has increased. The population decreased slightly from 1950 (389) to 1970 (366), then started a steep increase to a year 2000 population of 1389.
- 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 Springwater was more than the county average (37 persons per square mile) and less than the state (82 persons per square mile), with an average of 41 persons per square mile.

### **Household Structure**

- Household size for the Town of Springwater, Waushara County and the state has been decreasing since 1970.
- The Town of Springwater had an average household size of 2.3 in 1990 and 2000 census information.
- In 1990 and 2000, the majority of households for the Town of Springwater 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 98.8 percent of the Town of Springwater population compared to 88.9 percent of the state's population and 96.8 percent of the county's population.

### **Income Levels**

- Access to earning opportunities is a strong determinant in meeting the income needs of residents in the Town of Springwater, Waushara County and Wisconsin.
- The State of Wisconsin maintained higher median household, family and per capita incomes than Waushara County and the Town of Springwater for year 1999.
- Over eighty-six percent (85.6%) of households in the Town of Springwater reported incomes below \$75,000 in 1999.
- Between 1989 and 1999, both the number and percentage of persons living below the poverty threshold declined in the Town of Springwater, Waushara County, and the state of Wisconsin.
- In 1989, 20.7 percent of children in the Town of Springwater lived in poverty, compared to 8.5 percent of the elderly. By 1999, the share of children living in poverty in the Town of Springwater had decreased to 13.3 percent, while the share of elderly living in poverty had decreased to 8.2 percent.

### **Population Forecasts**

- The Town of Springwater is expected to grow by 19 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 32.4 percent in the Town of Springwater (617 to 817).



# 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 Springwater. 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 Springwater Land Use Management Guidance Plan (2003)*. 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.

## 2.2 Summary of Existing Housing Conditions

The following section identifies key housing conditions for the Town of Springwater. A complete listing of housing information can be located in the *Town of Springwater 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 comparable level of growth in owner-occupied units than was indicated in previous Census periods (1960 to 1990) based on the age of structure information provided in the 1990 and 2000 Censuses

### Change in Structural Type

- As with most rural communities, the dominant housing type is single family housing.
- By 2000, the share of single family units had decreased to 69.8 percent in the Town, while the number and share of mobile home units substantially increased to 418 units or 29.5 percent of total housing units.

### Occupancy Status

- The majority of occupied units within the Town are owner-occupied. Springwater had a significantly lower owner-occupancy rate than Waushara County and the State.

### Vacancy Status

- In 2000, the Town had a homeowner vacancy rate of 2.0 percent, which indicates an adequate number of homes for sale.
- The Town had the lowest rental vacancy rate (1.6%) of all three jurisdictions, and was below the vacancy standard of 5.0 percent.
- Between 1990 and 2000, the share of vacant units identified as seasonal increased in the Town from 95.4 percent to 96.1 percent.

### Owner-Occupied Housing Stock Value

- Between 1990 and 2000, median housing values increased by 95 percent in the Town. By 2000, the median housing value for Springwater was \$119,300, up from \$61,100 in 1990.
- Sixty four 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 Waushara County, and Wisconsin, while it became slightly less of an issue for Springwater residents. The percentage of homeowners paying a disproportionate share of their income for housing in Springwater decreased slightly to 15.7 percent.
- Nineteen percent of renters paid a disproportionate amount of their income on housing in the Town in 1989.
- By 1999, the share of renters paying more than 30 percent of their income for housing had decreased to 15.8%.

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

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

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

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

### **Opposition to Subdivisions**

One of the primary concerns discussed in Springwater was the opposition to residential subdivisions. The Town has a history of strongly opposing traditional suburban development. Sometimes residential development in a subdivision 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 traditional residential developments in subdivisions can be prevented, the 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 Springwater. 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 Springwater Land Use Management Guidance Plan (2003)*.

### **Goal 2.1 Promote future residential developments to be designed and built in a manner that protects the environment.**

#### Objectives

- a. Concentrate higher density housing near existing development.
- b. Protect environmentally sensitive areas.
- c. Protect natural features and resources that are not in environmentally sensitive areas by promoting environmentally-sensitive design.
- d. Encourage new residential development to incorporate simple design standards that combine elements from the existing housing stock and promote minimal environmental impact.

Recommendations

2.1.1 Promote the location of future residential housing near Wild Rose 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 Support the development and enforcement of a zoning district that minimizes or prevents developments on environmentally-sensitive lands. The Town could look into designating areas as Environmental Corridors on their Proposed Land Use Map. The Proposed Land Use Map is used as a regulatory tool to enforcement a community's growth and development goals.

2.1.3 Support the development and enforcement of Conservation Subdivision Standards or Cluster Zoning. These standards would provide protection to unique natural resources while allowing residential development in a way that protects the integrity of the rural character in the Town. Features to protect might include: the natural topography, clusters of trees, wetlands, natural drainage patterns, waterways and endangered species habitat, etc.

**Goal 2.2 Encourage the development of various housing types to meet the needs of seniors and other Town residents.**

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.

Recommendations

2.2.1 Recommend that the county only approve senior housing projects which are proposed to be built in a location which 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.

2.2.2 Identify funding programs that support assisted living developments and related projects for the elderly or other in-need residents.

2.2.3 Continue to use and support the County's Department of Aging and the Aging and Disability Resource Center.

2.2.4 Identify the gap between the existing rental housing stock and the potential for future rental housing with a housing market analysis conduct by UW-Extension or UW-Stevens Point. Work with local officials in neighboring Towns and Wild Rose to promote areas where rental housing is available for those in the area. Examine locations for future rental housing.





# 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 Springwater.

Recommendations were developed through the public participation process, and through review of the *Town of Springwater Land Use Management Guidance Plan (2003)*. 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 Springwater. A complete listing of transportation information, including regional and state plans, can be located in the *Town of Springwater Comprehensive Plan Volume Two: Existing Conditions Report*.

### Streets and Highways

- The entire transportation network in the Town of Springwater is comprised of 75.8 miles of local roads, county highways, and state highways. Local Town roads comprise over half (69%) of the road network.
- STH 22 is a minor arterial, providing a route to the City of Waupaca, USH 10, City of Wautoma and STH 21. On a larger scale, STH 22 provides access to northeastern Wisconsin intersecting USH 141 and south-central Wisconsin where it connects to USH 51.
- Approximately ninety-seven percent (50.8 miles) of the roads within Springwater are paved.
- Three-quarters of the paved roads in Town (38.1 miles, 75%) are considered to be in good to fair condition. STH 73 is a minor arterial that transects the Town from the southeast to the northwest.

### Other Transportation Modes

- There are no Rustic Roads in the Town.
- 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.
- Waushara County has established an interconnected system of bicycle routes throughout the county. Waushara County's Route 4 – Wild Rose-Rose totaling 22.8 and Route 5 – Wild Rose-Saxeville-Covered Bridge totaling 30.3 miles transects the Village of Wild Rose and the towns of Springwater, Saxeville, Mount Morris, and Rose.
- 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.
- The Wild Rose Idlewild Airport is a BU-A facility.
- There is no scheduled bus service within the county.

### 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 Springwater.

#### Bicycling

Waushara County has established bicycle routes through the Town of Springwater (Routes 4 and 5) that are regularly used in warmer weather. The routes use a combination of county highways and local roads. Town representatives feel there is increased safety on local roads due to lower traffic volume, but there is opportunity along local roads and county highways to increase the popularity of the routes and promote patronization of local businesses.

#### Private Roads

Town representatives have expressed concern over the difference in minimum road standards (i.e. minimum width) between public Town roads and some private roads. Residents on private roads have expressed their frustrations over some private roads not being maintained or plowed. Town officials have stated that private roads do not have to be legally serviced, and that if a private road does not meet public Town road standards, maintenance vehicles may not be able to safely access the road.

In addition, the issue of private roads not meeting minimum standards has prevented the Town from accepting ownership of some roads. For a Town to take ownership of a private road, a two step process must occur. The owner of the private road must give the Town the road, and then the Town can choose to accept it. In Springwater, Town officials have refused ownership of private roads because the roads were not up to minimum road standards. Only private roads that have been brought up to public Town road standards will be considered for Town ownership.

### 3.4 Transportation Goals, Objectives, and Recommendations

The following section identifies goals, objectives, and recommendations concerning transportation issues in the Town of Springwater. 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 Springwater Land Use Management Guidance Plan (2003)*.

**Goal 3.1 Maintain existing state, county, and Town roads to accepted safety and convenience standards and ensure that all new roads meet the same standards.**

#### Objectives

- a. Provide a well-maintained system of state, county, and local roads.
- b. Better enforcement of traffic laws.

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 Implement a 5-year pavement maintenance plan using the PASER report that will be updated annually and sent to the State.

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 Encourage the Town Board to review their existing town road standards and revise them as needed to be consistent with Waushara County Design Standards. 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 between intensity of use requirements and the sensitivity of adjacent natural features. Fire and emergency vehicle access requires that public and private roads maintain a width clearance of at least 18 feet, a height clearance of 15 feet, surface width of 12 feet, and a driveway depth of 300 feet maximum. Local Town road standards are as follows:

- Minimum right-of-way width 66'
- Minimum roadway width (incl. Shoulders ) 26'
- Minimum surface width 20'
- Min. centerline radius for roadway curves 150'
- Min. cul-de-sac travelway surface diameter 90'
- Maximum surface grade 10%

A 50/50 cost sharing offer might prove to be an effective incentive for upgrading substandard roadways.

3.1.5 Request the Sheriff's Department increase speed monitoring at locations designated by the Springwater Town Board, where pedestrians and bicyclists may be at risk due to excessive motorized traffic speeds.

**Goal 3.2. Plan for increased traffic volumes without increasing congestion.**Objectives

- a. Evaluate the need for traffic facility improvements.
- b. Consider alternative transportation to conventional automobile traffic.
- c. Consider the need for road expansions and improvements.

Recommendations

3.2.1 Town Board members or their designee shall meet with the County Highway Safety Committee to study the need for transportation facility and program upgrades annually, unless otherwise directed by the Town Board. Include the county-wide bike planning committee in the road transportation analysis (see Goal 3.3).

3.2.2 Upgrade road facilities to meet the gaps identified in the facility improvement study. This may included upgrading roads for bicyclists, supporting Town or county-wide carpooling programs for

commuters, seniors, and other Town residents, or consider road improvements like left turn lanes, bypass lanes, wider shoulders, signage, and revising speed limits.

3.2.3 Consider transit-oriented design near existing development centers and near commuter routes. Work with either the Town Board and Town Plan Commission or the County Board and County Plan Commission to develop simple transit-oriented residential development design. Promote grid street developments near existing centers of development, like the Village of Wild Rose.

**Goal 3.3 Provide safe and adequate bicycle facilities for transportation and recreational bike route users.**

Objective

- a. Provide support to the local routes in the countywide Waushara County Bike Routes Guide that are safe, maintained, and well-connected throughout the County.

Recommendations

3.3.1 Support the development of a county-wide bicycle planning committee.

3.3.2 Send a representative from Springwater to attend the county-wide bicycle planning committee meetings.

3.3.3 Review the Waushara County Bike Routes Guide to ensure connectivity between local and regional destinations and attractions. In the Town of Springwater, this includes supporting the connection of Bike Route 5 to Route 6 and/or Route 9.

3.3.4 Coordinate with the Waushara County Parks Department to update related maps.

**Goal 3.4 Encourage the County to continue to provide transportation options for the elderly, disabled, and other transportation dependent residents within the Town and County.**

Objective

- a. Evaluate the needs of the Town's transportation dependent residents and compare them with the assets of the County transportation programs.

Recommendations

3.4.1 Use the Aging and Disability Resource Center Advisory Council members to assess the County's transportation programs every 5 years. A member of the Town should be on the Advisory Council, and be an advocate for the transportation dependent residents from Springwater.

3.4.2 Identify and fill in the gaps in service provisions, specifically for residents in the Town that are transportation dependent. Possible resources include the County's Department of Aging or UW-Extension.

# 4 Utilities & Community Facilities

## 4.1 Utilities & Community Facilities Chapter Purpose and Contents

This element includes a brief summary of utilities or community facilities that exist within the Town of Springwater 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 Springwater Land Use Management Guidance Plan (2003)*. Many of the goals and objectives that were developed as part of the land use management plan have also been included in this comprehensive plan. New goals, objectives, and recommendations were added where identified through the public participation process or in areas necessary for compliance with Wisconsin's comprehensive planning law.

## 4.2 Summary of Existing Conditions for Utilities & Community Facilities

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

### Wastewater Collection and Treatment

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

### 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 Springwater site.
- All waste management sites in Waushara County accept recyclable materials.

### Electricity

- Adams-Columbia Electric Co-op and Alliant-Wisconsin Power & Light provide electric power to 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.

**Telecommunications Facilities**

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

**Cemeteries**

- There are four cemeteries located in the Town: Ravine (Lane) Cemetery, Springwater – Hugh's Cemetery, Springwater (Idlewild/Attoe) Cemetery, and the Garesalem Cemetery.

**Childcare Facilities**

- The Mid-Wisconsin Childcare Resource & Referral, Inc. works with Waushara County.
- Residents of the Town most likely use childcare facilities the Village of Wild Rose or in Wautoma. These facilities have a combined capacity of 136 children.

**Elderly Services**

- The Waushara County Coordinated Transportation System offers rides to senior citizens, veterans, and human service clientele on Medical Assistance.
- Meals along with activities and fellowship are provided to seniors at seven locations throughout Waushara County. The closest site is located at the Wild Rose Community Center, 500 Wisconsin Avenue in the Village of Wild Rose.
- The Aging & Disability Resource Center of Green Lake, Marquette and Waushara Counties provides information and assistance on aging, long term care, disabilities, and other related topics.
- The Wautoma-Waushara Senior Center (in the Town of Dakota) offers a wide range of social and educational activities for seniors including bingo, card tournaments, crafts, and others.
- There are no adult daycare facilities listed with the Department of Health and Family Services in Waushara, Green Lake, or Waupaca counties. However, 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 Sheriff's Department provides twenty-four hour law enforcement services to the Town of Springwater 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 (including most jail personnel), the state average was 1.77 sworn employees per 1,000 residents served. The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.

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

#### **Fire Protection**

- The Town is served by the Saxeville/Springwater Volunteer Fire Department in the eastern half of the Town, and the Wild Rose Area Fire District in the western 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 Wild Rose Area Fire District has an ISO rating of 8 within the Village of Wild Rose and 8/9 in the towns. The Saxeville/Springwater Volunteer Fire Department has an ISO rating of 8/9 in the towns of Springwater and Saxeville.

#### **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 for the Town are provided by the Waushara County EMS.

#### **Libraries**

- Town residents have access to a number of libraries within the county, but most likely use the Wild Rose Public Library.

#### **Education**

- The entire Town is served by the Wild Rose School District.
- According to the district, enrollment is declining at all grade levels. Therefore, it is anticipated that the schools will be able to continue to serve the district for the near future.
- 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, or a short-term program.

#### **Other Municipal Buildings**

- The Town has a town hall located on CTH GH.
- As part of this planning effort, a needs assessment of the existing town hall will be performed to determine if the existing building should be remodeled or if a new facility will need to be built.

#### **Parks and Recreation**

- The Town currently has 159 acres of park and recreational land, plus extensive WDNR holdings.
- Waushara County's park system is comprised of 15 sites containing a total of 761 acres. Kusel Lake is the only county facility found within the Town. Waushara County owns 33 acres of the 92-acre park while the remaining 59 acres are leased from the Town. According to the Waushara County Outdoor Recreation Plan, the County should work with the Town to improve

parking near the board landing/beach and lower shelter. Additional efforts should be committed to improving the beach area and addressing erosion problems.

- While there are no parks managed by the Town, two private park and/or recreational facilities are located in Springwater.
- Many significant lakes can be found within the Town including Big Twin, Gilbert, Kusel, Long, Pine, Pretty, Round, Silver and Wilson Lakes.

#### **Post Office**

- The Town does not have a local post office but there are post offices in nearby Wild Rose and Wautoma that provide service.

### **4.3 Utilities & 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 Springwater.

#### **Town Hall**

Town officials are considering whether the Town should invest in a new Town hall. They are considering conducting a study that would address spatial capacity at the Town Hall as well as future needs of the community. Investing in a new Town garage for storage and maintenance of equipment is also under consideration. These facilities would be located near the Town Hall.

### **4.4 Utilities & Community Facilities Goals, Objectives, and Recommendations**

The following section identifies goals, objectives, and recommendations concerning public utilities and facilities in the Town of Springwater. 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 Springwater Land Use Management Guidance Plan (2003)*.

#### **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

- a. Provide adequate services and facilities in a fiscally and environmentally responsible manner.
- b. 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 saves the Town money and enables the town to realize efficiencies in services that it could not achieve on its own. The Town of Springwater supports the County's existing policy of joint trenching between utilities and county highway projects where possible to minimize pavement disruption and tree loss.

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 arises, 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. Special attention should be paid to developing a Town of Springwater Community Center.



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 critical for controlling costs as capital improvement projects are often scheduled many years in advance.

**Goal 4.2 Continue to provide adequate support for the volunteer fire departments which serve Town of Springwater residents.**

Objectives

- a. Meet the service needs of the community.
- b. Enforce standards that will enhance the safety of the community.

Recommendations

4.2.1 Continue to plan for equipment needed to match new growth.

4.2.2 Provide equipment and training that will result in a better ISO rating and lower homeowner and fire insurance premiums. See the Town of Springwater Existing Conditions Report Chapter 4 for more information.

4.2.3 When approving new building permits enforce standards for the maximum driveway length and minimum width and vegetation clearances to enhance access and improve fire protection capabilities. See Chapter 3 Transportation Goal 3 for specific standards. Promote awareness of access needed to accommodate emergency vehicles by including an article 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 Springwater, 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
Town Hall	Renovation	Short-term	The hall is reaching spatial capacity. The community is also considering future needs, as related to the hall.	Conduct a study that would address spatial capacity at the Town hall as well as the future needs of the community.
Town Garage	Facilities Update	Short-term	The Town is considering a new Town garage for a range of equipment storage and repair.	Consider building a garage based on the need for storage and repair.
Fire Protection	Expansion	Immediate	The Town is on the edge of the fire service area. Some rural parts of the Town are considered essentially unprotected.	Options could include locating services in the Villages of Plainfield or Wild Rose or in the Town of Oasis; increasing the number of vehicles on patrol or on-call.
		Continuous	Maintain coverage and services as growth continues.	Consider buying new equipment as necessary.

Power Plants/ Transmission Lines	Expansion	Short-Term	ATC owns transmission lines in the Town. Areas in Zone 1 (Waushara County) are experiencing low voltages. Several projects are planned to increase transmission capacities.	Encourage ATC to invest alternative energies as they expand services.
Water Supply	Monitoring	Continuous	Town is served by private wells. Levels of harmful chemicals, specifically atrazine, have been found in the groundwater of Springwater 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.
Kusel Lake, County Park	Renovation	Short-Term	County's most developed and heavily used park.	The County should work with the Town of Springwater to improve parking near the boat landing/beach and lower shelter. Additional effort should be committed to improving the beach area and addressing erosion problems.
Private on-site wastewater treatment systems (POWTs)	Monitoring	Short-Term	Meet the 2008 changes in the legislation.	Complete inventory of every POWT in the Town by 2011. By 2013 all POWTs will need to be a part 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	Waushara County's population continues to age. 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 Springwater. The element also provides a matrix of preservation programs that could be utilized to meet Springwater's preservation objectives.

Recommendations were developed through the public participation process, and through review of the *Town of Springwater Land Use Management Guidance Plan (2003)*. 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.

## 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 Springwater 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 Springwater Comprehensive Plan Volume Two: Existing Conditions Report*.

### Agricultural Resources

- The highest percentage of land (soils) within the Town of Springwater is classified as prime farmland. Prime farmland is land best suited for food, feed, forage, fibers, and oilseed crops.

### Natural Resources Soils

- About 67% of the area in the Town is suitable for conventional septic systems; while another 11% is suitable for at-grade, in-ground pressure and mound systems.
- Just over one-third of the area within the Town (37.2%, 8,271 acres) has soils that are considered to have a very high suitability for building site development.
- Almost one-third of the soils pose a slight risk to no limitations for septage spreading within the Town.

### Geography and Topography

- Within the Town, land relief is approximately 200 feet, from a low of 850 feet above sea level along the eastern portions of the Pine River to a high of 1,050, northwest of CTH K.

### Water Resources

- Surface water drainage for the Town is located within the Wolf River Basin.
- The Town is divided into three Sub-watersheds: the Pine River (Wolf River Basin), Waupaca River (Wolf River Basin), and the Little River and Alder Creek (Walla Walla) (Wolf River Basin).
- There are nineteen lakes and/or impoundments found within the Town.
- There are four named river/streams in the Town; Pine River, Humphrey Creek, Kaminski Creek, and Willow Creek.
- Approximately 12% of land within the Town lies in a floodplain.
- Approximately 13% of the Town is classified as wetlands.

- A groundwater divide, located west and parallel to the topographic divide, cuts diagonally through Waushara County. It extends from County, through the Towns of Hancock and Coloma, the Village of Hancock, east of the Village of Plainfield to the Portage County line. East of this divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. West of this divide groundwater moves westerly toward the Wisconsin River.
- 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 only one well 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.
- Most of the groundwater in the Town is found at depths greater than six feet. Groundwater depths of less than two feet are found in about 17% of the land area, an additional 14% of the area has groundwater depths of 2 to 6 feet. Groundwater depths exceed 6 feet in 64.4 % of Springwater. The remaining 4.3% in Springwater has either no rating or is surface water.
- According to the Wisconsin Administrative Code, Chapter ATCP 30 Atrazine, Pesticides; Use Restrictions, atrazine prohibition areas have been established throughout Waushara County and within the Town of Springwater. In the prohibition areas no person can apply, mix or load any atrazine product, except under special conditions. The Atrazine Prohibition Area includes Section, 31, between Badger Avenue and CTH H, west of CTH GG to the Town's western border. The Department of Agriculture has categorized these areas based on well samples. These areas are monitored and as levels diminish the areas may be removed from the list.

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

- The Town is located entirely within the Central Sand Hills ecological landscape.
- Woodlands comprise 59% of the total land area in the Town.
- There are 10,233 acres of general woodlands and 2,896 acres of planted woodlands Springwater.
- In 2008, a total of 2,943 acres of forest land were actively managed with the Town under the MFL.

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

- The WDNR owns approximately 2,124 acres within the Town.
- The Pine River Fishery Area is composed of the Pine River and seven tributaries: Lower Pine, Jones, Davis, Clayton, Upper Pine, Kaminski, and Little Silver Creeks.
- The Willow Creek Fishery Area is composed of the Willow Creek and three tributaries: Rattlesnake (within the Town of Mount Morris), Bruce, and Cedar Spring Creeks.
- The State does not manage lands within the Town, other than the lands classified as State Fishery Areas.

#### **Mineral Resources**

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

**Solid and Hazardous Waste**

- There are three 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 exceed the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide.

**Cultural Resources**

- At the present, there are no properties listed on the National Register, historical markers, or museums in the Town.
- A search of the Architecture and History Inventory (AHI) indicates that there are two properties listed within the Town. See Goal 5.4 for more information.
- While not a historic structure, the Springwater Volunteer Bridge is a local attraction and is important to the residents in the town.
- Numerous traces of Native American existence, in the form of mound groups, caches and campsites have been found near the lakes in the Town.
- The Town of Springwater was created in November 1855.
- In 2000, the most common ancestry identified by town and county residents was German.
- There are a number of Amish settlements within the Town of Springwater.

**Community Design**

- A majority of the land in the Town is covered by planted or unplanted woodlands. The northwest portion of the Town is in agricultural production. Development is spread throughout the community. Residential developments envelope the larger lakes in the Town, and line some of the County Roads. The Town hopes to direct development near the border of the Village of Wild Rose. Springwater's topography is characterized by lakes, streams, and rolling 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 Springwater. The following issues were identified through the public participation process as primary concerns that should be addressed by this comprehensive plan.

**Groundwater Quantity**

One of the primary concerns discussed in Springwater was the loss of groundwater. Portions of Waushara County are particularly susceptible to groundwater quantity issues due to their position on a regional groundwater divide. Irrigation wells, or high capacity wells, used by agricultural operations in the Town also causes greater strain on local capacity. In addition, the fish hatchery that was recently placed in the area by the DNR has been an additional complication to the local water supply. Placement, water capacity, and the number of irrigation wells have begun to put a strain on the water supply. Studies conducted by UW Stevens Point have correlated the presence of irrigation wells with the decrease in the local groundwater supply.

**Water Quality**

A number of fertilizers used in traditional agricultural practices have seeped into the local water supply. The water quality in some parts of the Town has been degraded. This increase in nitrates, phosphorus, and other chemicals in the water supply has also been found downstream in the south and eastern portions of the community.

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

Agriculture is a part of the identity of Springwater, contributing to the rural character, shaping the community, and providing many economic opportunities. Soybean and corn are the major crops in the area. Agriculture is the primary contributor to the local economy and residents enjoy the bucolic vistas and rural landscapes that active agricultural lands provide.

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

### **Recreational Trails**

There are many opportunities to create recreational trails throughout the Town and surrounding area. Residents are generally supportive of biking, hiking, and skiing facilities. There is some opportunity for linear trail development especially on public lands owned by the DNR.

## **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 Springwater. 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 Springwater Land Use Management Guidance Plan (2003)*.

### **Goal 5.1 Protect the quality and quantity of surface and groundwater 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.
- 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 Consider co-sponsoring informational forums with lake associations to educate the public on how landowners can work to minimize the amount of fertilizers and other chemicals they use on their property. This will reduce non-point source pollution that affects the lakes, rivers, and streams.

5.1.2 Discourage land uses which may produce untreated waste or wastewater by-products which could seep into the groundwater aquifers.

5.1.3 Support efforts by the DNR and lake associations to fight the spread of invasive species, like milfoil, and address other related lake problems. Efforts could include sponsored programs and/or installing signs at waterway access points to create public awareness of the problem.

5.1.4 All headwaters which lay within the Town shall be protected and their well-being may be considered in decisions made by the Town and County. Headwaters to be designated include, but are not limited to, the Kaminski Creek, Pine River and Fenrich Springs headwaters. Additional protective

measures should be considered for any subsurface groundwater, wetland recharge areas or any springs and seepages associated with the surface water system not currently protected under County, State DNR or Federal Army Corps of Engineers provisions.

5.1.5 The Town shall control shoreline erosion when water levels come within 2" of the high water mark as determined by the DNR. Ask the DNR to establish a high water benchmark elevation marker at all public landings in the Town. The Town shall post a notice at landings for the time period when a "slow - no wake" condition is being enforced. The Town Board shall declare that a no wake period is in effect within a minimum distance of the shoreline until the water level recedes below the designated benchmark level, as determined by the Town Board. This is much like declaring a fire ban during high-risk drought periods.

5.1.6 Encourage the County to institute a program to monitor on-site waste disposal systems that meets state requirements. See Table 4.5 in Chapter 4 Utilities & Community Facilities 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 an ownership transfer.

5.1.7 Discourage development in areas poorly suited for on-site waste disposal which include floodplains, wetlands, shorelands, and their related setback areas. The Town may find referring to the Proposed Land Use Map helpful in determining appropriate places to grant building permits

5.1.8 Support educational efforts that increase 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.

5.1.9 Coordinate with the DNR on the enforcement of septage spreading regulations (i.e. monitor and report to the DNR any observed or suspected overuse 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.

5.1.10 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. Property owners should notify the state regarding testing of wells for pesticide and nitrates.

5.1.11 Encourage farmers to use best management practices that will improve and protect the quality and quantity of water resources. Examples of best 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.

## **Goal 5.2 Protect natural resources and open spaces 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 Educate and promote the use of conservation easements, land trust gifting, the conservation reserve program, farmland preservation, and habitat restoration programs that keep private land

parcels in contiguous undeveloped open spaces. These programs can sometimes provide tax reduction benefits to landowners.

5.2.2 Consider seeking matching grants to enhance the impact of resource preservation efforts. See Chapter 5 in the Existing Conditions Report for information on some of these sources. Consider creating a packet of programs or funding resources that could be placed at the Wild Rose Public library. Funding sources could include county, state, federal, and non-profit programs. This information, as well as information on local wildlife, could be placed in the Town newsletter periodically.

5.2.3 Where wildlife and/or the nesting habitat of wildlife may be adversely impacted by excessively loud noise levels, allow Lake Associations, conservation clubs and recreation clubs to adopt self-imposed maximum noise levels to protect the habitat and preserve reproduction capacity for animals occupying these areas.

5.2.4 Work with a local agency (UW-Extension, 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.

5.2.5 Consider developing a Town committee or encourage the County to develop a countywide program and committee to oversee natural resource and/or farmland preservation efforts based on the goals, objectives, and recommendations mentioned in this plan.

5.2.6 Encourage area school districts to teach environmental principles in school curricula. Speak with area school districts about using the environmental appreciation course required by Wisconsin law for students. Consider providing a copy of the adopted Land Use Plan to area school libraries in addition to the public libraries.

5.2.7 According to the Waushara County 2006 Outdoor Recreation Plan, the land that is privately owned and developed as a riverfront park near the covered bridge over the Pine River, west of Saxeville, should be considered for public acquisition if it becomes available.

### **Goal 5.3 Use natural resources for appropriate levels and types of recreation.**

#### Objectives

- a. Accommodate a range of recreational opportunities.
- b. Increase the economic base through additional recreation/tourism development.

#### Recommendations

5.3.1 Monitor the need for additional outdoor recreational facilities based on the Waushara County Parks Department Annual Report and community input. Support County efforts to develop a Comprehensive Outdoor Recreation Plan/Master Plan to develop additional facilities as well as improve existing ones.

5.3.2 Support the development of the Ice Age Trail and other recreational trails that meet the needs of existing trail users as well as new user groups. Studies should be performed to consider building trails for users like cyclists, horseback riders, cross-country skiers, and other passive, non-motorized users. Developing a network of trails should also be considered.



5.3.5 Encourage potential business opportunities that are compatible with the rural nature of the town, including campgrounds, recreational camps, bed and breakfasts, orchards, silviculture, and the development of sportsman clubs and conservation organizations.

**Goal 5.4 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 prices attractive for agricultural activities.
- c. Reduce conflicts with non-farm residential development.

Recommendations

5.4.1 Discourage residential development in or near productive agricultural areas.

5.4.2 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.

5.4.3 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.

5.4.4 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 explaining that farming operations may produce noise, odor, and dust and that the hours of operation begin before dawn and extend past dark.

**Goal 5.5 Preserve and protect cultural and historical resources in the Town.**

Objective

- a. Protect existing resources.

Recommendations

5.5.1 Conduct a reconnaissance survey to identify the significant elements of the Town's historical and cultural heritage. There are two properties in the Town that are listed on the Architecture and History Inventory, a number of Native American sites, and the culturally significant Springwater Volunteer Bridge that could be preserved and protected.

5.5.2 Encourage owners of potential architectural and/or historically significant residences to restore and preserve these properties for future generations. Preserving these residences benefits both the owners and the community as a whole. The Town should contact the Wisconsin State Historical Society and compile an informational packet that can be distributed to all interested property owners.

5.5.3 Promote awareness of Springwater's heritage by placing historic and/or cultural markers and by including related articles in a Town newsletter. Encourage members of Town to search out grants from the State Historical Society to fund protection of significant historical, archeological, and cultural resources.

5.5.4 Consider promoting additional areas where Native American mounds and other artifacts have been found. Highlighting these areas can provide a sense of community pride and can draw tourists to the region, which can also generate increased economic activity.

5.5.5 Consider developing a historical trail within the Town. The trail could include historical markers, Native American sites, and other places of historical and cultural significance. Support County efforts to develop a countywide trail.

5.5.6 Develop a plan for preservation of Springwater's historical and cultural feature elements.

**Goal 5.6 Encourage landowners to retain woodlots and forested areas to enhance the character and economy of the Town.**

Objectives

- a. Encourage best forestry management practices.
- b. Control insects and diseases that threaten forest resources.

Recommendations

5.6.1 The Town should work with UW-Extension, WDNR, and the Waushara County Land Conservation Department to share forest health information with the public. UW-Extension and the County Land Conservation Department collect and analyze data on the health of the forests in the county. To increase the distribution of this data to town residents and property owners, the Town could work with Extension and the county to inform people about local forest health.

5.6.2 Encourage private landowners to manage their forests and woodlots as a sustainable resource. The Town should encourage landowners to educate themselves on available incentive and technical assistance programs.

5.6.3 The Town should work with the WDNR and local landowners to monitor the forest resource for insects, diseases and invasive and exotic species. Local landowners are the first line of defense, therefore, the WDNR should educate and train local landowners about gypsy moths, bark beetle, oak wilt, garlic mustard, milfoil, spotted knapweed and other common problems so that landowners can better monitor their forest resource and contact the WDNR when problems arise. As part of this effort, citizen forest health monitors could also be trained by the WDNR, and could work closely with landowners to detect and report forest issues.

**Goal 5.7 Manage applications for mining, quarries, and other related activities.**

Objectives

- a. Support monitoring of quarry activities to assess impact on surrounding uses.
- b. Consider the impact of the quarry and related activities on the community.

Recommendations

5.7.1 Verify and illustrate known mining deposits and other similar natural resources and identify the potential impact on surrounding fragile lands.

5.7.2 Locate registered non-metallic mineral deposits so that future land uses and developments do not preclude their safe extraction and use.

5.7.3 Require that an environmental impact study be completed and turned into the Town upon consideration for the development of this kind of land use.

### 5.5 Agricultural, Natural & Cultural Resources Programs

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

Table 5.5: Agricultural, Natural & Cultural Resource Programs

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

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

# 6 Economic Development

## 6.1 Economic Development Chapter Purpose and Contents

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 Springwater. The element also provides a description of the types of businesses or industries desired in the community, and Springwater'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 Springwater Land Use Management Guidance Plan (2003)*. 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.

## 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 Springwater. A complete listing of existing resources information can be located in the *Town of Springwater Comprehensive Plan Volume Two: Existing Conditions Report*.

### Educational Attainment

- A higher percentage of residents in the Town of Springwater (47.5%) received high school diplomas in terms of highest level of education achieved than the State of Wisconsin (34.6%).

### Labor Force

- Labor force growth rates for Waushara County (29.4%) and the Town (32.5%) exceeded the state's 14% growth rate between 1990 and 2000.

### Economic Base Information

- The educational, health and social services (22.5%), manufacturing (21.2%), and retail trade (8.9%) industries employed over half (52.6%) of workers in the Town in 2000.
- The top three occupations for Town workers in 2000 were production, transportation, and material moving (26.7%), management, professional, and related (21.3%) and sales and office (20.8%) occupations.

### Travel Time to Work

- On an average, residents from the Springwater, 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 21.9 minutes in the Town. In 2000, the time increased to 28 minutes.

**Location of Workplace**

- Over half (61.3%) of the residents from the Town worked in Waushara County in 1990.
- Although the share of Town residents working in Waushara County decreased by 9.7% from 1990 to 2000, over half of the Town of Springwater residents continued to work in Waushara County.
- About 47% of Town workers found employment locally, working in the City of Wautoma, Village of Wild Rose and the Town of Springwater.

**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 volunteers, is working to foster new business development, and support and sustain existing businesses throughout the county.

**Economic Strengths and Weaknesses**

- Economic strengths generally include the Town's location, natural resources and agricultural base, while 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 3 entries for Springwater in Waushara County.
- All sites listed in the Town are either closed, historic or No RR Action is required.

**6.3 Economic Development Issues Identified Through the Planning Process**

Economic development for many towns means maintaining the ability of farmers to continue to work the land while ensuring there is a support system which maintains access to goods and services that sustain active agricultural pursuits. The following economic development issues were identified through the public participation process as primary concerns that should be addressed by this comprehensive plan.

**Agriculture**

Agriculture is an important part of the Town's local economy. Farming provides economic opportunity for hired hands to help harvest crops, which provides additional earning opportunities during limited times of the year. There are farming-related industries that can also contribute to the local economy.

**Industrial Development**

Residents in Springwater said that having more businesses and light industry located in the Town would be beneficial to increasing the local tax base, but maintaining the rural character of the community was

more important. Residents seemed to feel that some types of economic growth and development might detract from the quality of life in the community.

#### **Home-Based Businesses**

A small, yet significant component of the local economy is small, home-based businesses. These allow entrepreneurs to experiment with their businesses within the confines of their homes and without having to incur extra costs for overhead. Residents are supportive of allowing home-based businesses in the community.

#### **Retirement Community**

Described as a “Retirement Community” by residents, the Town of Springwater has an older population. It provides services like paratransit and extra health and medical care facilities, and supports community events that appeal to many senior citizens. The employment opportunities available in communities with an older population can be significantly different than those with a more mixed population.

#### **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 in the Agricultural sector 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 after college graduation.

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

Wisconsin State Statutes require that this element discuss the strengths and weaknesses of Springwater 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, industry, and retail are the services in greatest demand, and should be located in and around the Village of Wild Rose. 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**

- Access to the USH 10 corridor, via STH 22
- Proximity to the cities of Waupaca and Wautoma
- The amount of natural areas, open space, and recreational opportunities
- Prime agricultural soils
- Numerous woodlands
- Strong agricultural economy
- Access to a hospital in the Village of Wild Rose
- 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 Springwater. 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 Springwater Land Use Management Guidance Plan (2003)*.

#### **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

- Expand the range of goods and services available locally.
- Encourage entrepreneurs to develop successful local businesses.

##### 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 in the area.

6.1.2 Work with the County and other agencies to enable local entrepreneurs. Encourage them to take advantage of business incubation sites and services offered by CAP Services located in the City of Wautoma. ,

6.1.3 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 should be directed to areas with adequate infrastructure to support this type of development.

6.1.4 Attract and promote businesses that compliment the Town's natural resources like the ski hill, county parks, and recreational trails. Promote recreational activities that use the natural environment as an economic opportunity without exploiting resources. Promote local events that attract tourist dollars for low impact activities such as snowshoeing and orienteering.

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

##### Objectives

- Enable farming to remain a lifestyle and viable economic choice.
- Maintain/expand the customer base for agricultural-related businesses and services.
- Provide opportunities for entry level farmers.
- 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. Retiring farmers are a valuable resource, and are encouraged to share their knowledge with others. Encourage the County or another entity to start an apprenticeship program

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.

6.3.3 The Town should work with UW-Extension to develop an information packet that could be distributed to all new landowners and area realtors. Information should include the use of native vegetation, instead of exotics in landscaping projects.

**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 organization can help with the coordination of local and regional economic development activities. Encourage them to develop a website.

6.4.2 Work with surrounding communities to encourage the expansion and development of new commercial and industrial businesses.

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

6.4.6 Support 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 Mid-State 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 programs 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 Springwater's goals and objectives. A complete listing of available programs is available in the *Town of Springwater 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 Springwater. This element also provides a description of identified or potential conflicts between Springwater and overlapping or adjacent jurisdictions.

Recommendations were developed through the public participation process, and through review of the *Town of Springwater Land Use Management Guidance Plan (2003)*. Goals and objectives related to intergovernmental cooperation 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.

## 7.2 Summary of Existing Conditions for Intergovernmental Cooperation

The following section identifies existing intergovernmental relationships or agreements that may affect the Town of Springwater 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 Springwater Comprehensive Plan Volume Two: Existing Conditions Report*.

### Adjacent Local Governments

- The Town of Springwater shares its borders with the towns of Rose, Saxeville, Leon, Mount Morris, and Wautoma in Waushara County, the Town of Belmont in Portage County, and the Town of Dayton in Waupaca County.

### School Districts

- The Town is served by the Wild Rose School District.

### 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 which dispatches officers from the City of Wautoma.
- Fire protection and First Responders for the Town serve the Saxeville/Springwater Volunteer Fire Department in the eastern half of the Town, and the Wild Rose Area Fire District in the western half.
- Emergency medical services for the majority of the county are provided by the Waushara County EMS.
- Two ambulances are stationed in the City of Wautoma for service in the central part of the County.
- The Town Hall is used for meetings of local lake associations and for Town business.

**Extraterritorial Areas**

- The Town is located within the extraterritorial jurisdiction of the Village of Wild Rose. The Village has exercised its extraterritorial zoning authority. A land division along a portion of the Village's eastern border with a residential land use is zoned for future village annexation.

**Existing Regional Relationships**

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

**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 State Relationships**

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

**7.3 Intergovernmental Cooperation Issues and Opportunities**

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

**Lake Associations**

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. In the past, the Town has given some funding to the lake associations to help eradicate invasive species like milfoil.

**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 Town of Dayton in Waupaca County and the Town of Belmont in Portage County. Even though each of these towns is under a different county government, there may be circumstances in which having an established connection with both of 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

No existing conflicts have been identified, but there could be future conflict with the Village of Wild Rose resulting from extraterritorial control. The Town provides few services, but there could be future boundary issues if land is annexed by the Village. Since this comprehensive plan was developed utilizing joint meetings with the Town of Mt. Morris, no known conflicts exists with this neighbor. The Town is content with a majority of current service provision provided through Waushara County. However, should service delivery fail to meet service expectation (including inspection of sanitary systems), Springwater 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 Springwater for coordinating with school districts and adjacent or other local governments for siting, building, and sharing public services.

##### School Districts

The Town of Springwater will coordinate with the Wild Rose School District for siting and building public facilities and sharing public services.

##### Local Governments

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

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

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

desired outcome. Wherever possible, existing prerogatives were carried over from the *Town of Springwater Land Use Management Guidance Plan (2003)*.

**Goal 7.1 Support a countywide collaborative effort to combat the invasive species problem such as milfoil, zebra mussel, purple loosestrife, etc.**

Objectives

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

Recommendations

7.1.1 Encourage community members and the Lake Associations to proactively pursue federal, state, and other funding sources to mitigate invasive species and their related problems.

7.1.2 Encourage collaboration with the Town of Saxeville to control the invasive species problem from spreading between lakes. Suggestions include:

- Conduct a car-flier campaign at local lakes to increase awareness and solicit donations for the Lake Association's control program.
- Conduct fundraising events to help provide a local match for DNR funding to pay for treatment programs to control or eradicate milfoil.

7.1.3 Consider developing an intergovernmental oversight committee for the lakes and waterways. Invite local government officials, County Officials, DNR representative, and members from the lake associations to discuss water quality issues, including invasive species problems. Meetings could be held as necessary.

7.1.4 Consider developing and submitting grant requests with other local governments and agencies.

**Goal 7.2 Maintain a level of safety in waterways that will balance the needs of all users.**

Objectives

- a. Address water safety issues.
- b. Encourage inter-organizational collaboration.

Recommendations

7.2.1 Consider addressing lake patrol duties, waterway safety, and other related issues with an oversight committee. Refer to Recommendation 7.1.3 for more information.

7.2.2 Encourage continued cooperation on and support for patrolling area waters. Encourage coordinated efforts among the Town, the Village of Wild Rose, Waushara County, WDNR, and lake associations.

7.2.3 Consider developing educational materials. Make them available at local lakes, hotels, local and county offices, and other places in the community.

7.2.4 Address watercraft and lake user issues on Long Lake by coordinating with Saxeville and other organizations.

**Goal 7.3 Improve natural resources quality and opportunities for recreation by coordinating with other entities.**

Objectives

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

Recommendations

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

7.3.2 Work with the County and the Village of Wild Rose to decide on the need for expanded park facilities to accommodate future growth in the area. Areas within a 2 mile radius of the center of the Village of Wild Rose within the Town of Springwater should be considered. Refer to the communities' Proposed Land Use Maps for more direction.

7.3.3 Encourage collaboration with local governments and the County to pursue and secure funding for park and recreational facilities.

7.3.4 Consider working with local governments, the County Sheriff, and other organization to expand rule enforcement and supervision at parks and at public lake access points and boat landings.

7.3.5 Encourage open communication and establish working relationships between Town residents and County employees, especially during the winter months.

7.3.6 Consider submitting grant requests jointly between the Village of Wild Rose and the Town.

**Goal 7.4 Encourage countywide availability of economic development and home repair assistance programming.**

Objectives

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

Recommendations

7.4.1 Coordinate with the Village of Wild Rose and other jurisdictions to request increased funding availability for new business development throughout Waushara County.

7.4.2 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 Springwater.

7.4.3 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 Springwater. 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 Springwater 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 Springwater Comprehensive Plan Volume Two: Existing Conditions Report*.

### Existing Land Use

- The Town of Springwater 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 Springwater encompasses approximately 22,241 acres. Eleven percent (11.2%) of the total area is developed.
- Overall, cropland (irrigated and non-irrigated) accounts for about 15 percent (15.2%) of the total land use, while woodlands (planted and unplanted) makes up another 57 percent (57.0%).

### Zoning

- The Town of Springwater utilizes Waushara County Zoning.
- The predominant zoning district in the Town is "General Agriculture" (80.6%).

### Land Use Trends

- According to data collected by ECWRPC, the percentage change of residential, commercial, and industrial acreages increased and the percentage of parks and cropland acreages decreased between 1980 and 2000.

**Table 8.1: Town of Springwater Existing Land Use, 2000**

Land Use	Total Acres	% Land Developed	% of Total
Single-Family Residential	881	35.5%	4.0%
Farmstead	104	4.2%	0.5%
Multi-Family Residential	2	0.1%	0.0%
Mobile Home Parks	57	2.3%	0.3%
Industrial	7	0.3%	0.0%
Parks / Outdoor Recreation	754	30.4%	3.4%
Commercial	13	0.5%	0.1%
Institutional Facilities	15	0.6%	0.1%
Utilities	0	0.0%	0.0%
Transportation	650	26.2%	2.9%
<b>Total Developed</b>	<b>2,483</b>	<b>100.0%</b>	<b>11.2%</b>
Non-Irrigated Cropland	1,753		7.9%
Irrigated Cropland	1,627		7.3%
Planted Woodlands	2,762		12.4%
Unplanted Woodlands	9,916		44.6%
Active Quarry	0		0.0%
Other Open Land	2,757		12.4%
Water Features	944		4.2%
<b>Total Acres</b>	<b>22,242</b>		<b>100.0%</b>

- ECWRPC data is verified by Department of Revenue (WI) estimates illustrating that 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 Springwater. During this time period, residential densities increased by about 28 percent from 33.05 units per square mile to 42.35 units per square mile in the Town of Springwater.
- When comparing the number of residential properties to the amount of land classified as single-family (including farmsteads, duplexes, and mobile homes), a single-family intensity of just over 1.4 unit per acre was recorded for the Town in 2000 (1,412 units on 1041 acres).

### **Land Demand and Pricing**

- According to the WI Department of Administration, between 1990 and 2007, 240 net units were added within the Town of Springwater. This averages to about 13.3 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 Springwater 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 Springwater increased by 124 percent, while land values in the County went up by 103 percent.
- From 2006 to 2008, the Town's land value (11.1%) increased at a noticeably lesser rate than the County (19.8%), indicating that land in Springwater appreciated less rapidly in recent years.
- 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 Springwater 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. Opportunities for redevelopment could include old feed mills, obsolete industrial or agricultural uses and inactive or abandoned non-metallic mines.

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

Throughout the Town, there are single-family residences and active agricultural operations. While farm/non-farm issues may arise, the only potential land use conflicts are the properties located inside the Village of Wild Rose extraterritorial area. However, because the town and village coordinate on a variety of issues, no conflicts have been identified.

### **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 Springwater. 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 Springwater Land Use Management Guidance Plan (2003)*.

**Goal 8.1 Preserve, protect and maintain productive agricultural lands.**Objectives

- a. Preserve land containing the best agricultural soils for continued agricultural use.
- b. Protect existing farms to the extent possible from the encroachment of non-agricultural development.
- c. Encourage large, contiguous tracts of agricultural land uninterrupted by conflicting, non-agricultural land uses.
- d. Maintain the rural character of the Town.
- e. Refine and redevelop land use controls to ensure preservation of designated agricultural lands.

Recommendations

- 8.1.1 Direct new development to areas that will not prevent active agriculture or limit viewshed potential of the site.
- 8.1.2 Curtail placement of buildings in the middle of open fields by establishing structural development standards in a Building Site Regulations ordinance.
- 8.1.3 Prohibit residential development of soils as classified by the US Dept of Agriculture (Volume 2: Exhibit 5-1). Articulate exceptions and standards in a Building Site Regulations ordinance. These soils are primarily located in the northwest corner of the Town and in an area just east of Wild Rose.
- 8.1.4 Work with the Waushara County Land Use Planning Committee to determine the feasibility of developing a countywide Transfer of Development Rights (TDR) program as a farmland protection tool, or a purchase of developments rights (PDR) program to assist in keeping the rural character of the Town intact.

**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.
- d. Encourage buffer areas adjacent to designated critical and significant areas to be preserved, such as lakes and other waterbodies.

Recommendations

- 8.2.1 Sponsor educational seminars to familiarize property owners with the benefits of using conservation easements for protecting wooded lots and wetlands.
- 8.2.2 Promote and encourage the use of conservation easements to provide long-term protection of unplanted woodlots (i.e. natural) throughout the Town.
- 8.2.3 Recommend planting filtering, vegetative buffers adjacent to streams, rivers and wetlands to help keep silt and other impurities from entering the waterways.
- 8.2.4 Create a voluntary fund for acquisition of natural areas for recreational or park use. Insert a donor request slip in with the annual tax bill.

- 8.2.5 Request that the County create a countywide strategy for protecting local waters from invasive species.
- 8.2.6 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.
- 8.2.7 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.
- 8.2.8 Work to develop land use patterns and site designs that preserve drumlins, scenic vistas, woodlands, farmland, and wildlife habitat.
- 8.2.9 Prohibit development on slopes greater than 20%.
- 8.2.10 Cluster developments in a manner to preserve water quality, working farms, un-fragmented wildlife corridors and woodlands.
- 8.2.11 Participate in local, regional, state and federal land protection programs.
- 8.2.12 Encourage Plan Commission members to attend training workshops when available.
- 8.2.13 Attempt to “hide” development from roads to the extent possible through natural topography and vegetation (e.g. tree lines, wooded edges, and setbacks).

**Goal 8.3 Promote a land use pattern for the efficient and cost effective provision of public facilities.**

Objectives

- a. Discourage scattered development.
- b. Discourage dense development in areas difficult to serve with public sewer or water systems.

Recommendations

- 8.3.1 Direct urban development toward existing development areas that have adequate public facilities, services or soils suitable for urban development. As much as possible, protect prime farmland soils from urban development.
- 8.3.2 Encourage patterns of urban development which minimize the cost of providing public facilities and services.
- 8.3.3 Discourage the premature development of rural lands to urban uses.
- 8.3.4 Encourage residential development to be located near existing service centers.
- 8.3.5 Ensure land use decisions are consistent and follow the prescribed course as defined within this plan. Major changes in the pattern of development should include an update of this plan through official action.

8.3.6 Continue to support the County's restrictions on pyramid zoning around the lakes.

## 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 1.36 units per acre. If this density remains constant and projections utilize the minimum lot size for parcels zoned general agriculture, the Town of Springwater would likely experience and increase of 377 residential acres by 2030. Commercial and industrial increases are forecast to coincide with increases in residential development (increases of 1 acres commercial, and 2 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 Moderate Residential Density**

Land Use	2005 Acres	2010 Acres	2015 Acres	2020 Acres	2025 Acres	2030 Acres	Change in Acres	% Change
Residential	1118	1181	1259	1338	1416	1495	377	34%
Commercial	2	2	2	3	3	3	1	50%
Industrial	14	14	15	15	16	16	2	14%
Agricultural	3,365	3,352	3,336	3,320	3,304	3,288	-77	-2%

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

## 8.7 Proposed Land Use Categories and Map

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

### Proposed Land Use Categories

**8.7.1 Agriculture/Natural Areas:** this 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 undeveloped lands.

**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, if any exist.

**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 manufacturing and industrial activities when compatible with adjacent land uses.

**8.7.5 Environmental:** the environmental areas district includes areas where special protection is encouraged because of unique landscape, topographical features, wildlife, or historical value. The

district may include woodlands, wetlands, undeveloped shorelands, floodlands, groundwater recharge and discharge areas, and steeply sloped lands.

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

**8.7.7 Preferred Development District:** this area is delineated as a buffer surrounding the Village of Wild Rose where residential and commercial development on an urban scale is encouraged to develop. Coordination with the Village of Wild Rose is essential to keep land use patterns consistent with future infrastructure improvements necessary to support increased growth.

**8.7.8 DNR Owned Land** – this district includes areas that are owned by the DNR.

**8.7.9 Incorporated Community** – this district includes the Village of Wild Rose.

### **Proposed Land Use Map**

The Town of Springwater Proposed Land Use Map (Exhibit 8-3) identifies the preferred development district immediately surrounding the Village of Wild Rose. The DNR owns a significant amount of acreage in the town when compared to other towns in Waushara County.

# 9 Implementation

## 9.1 Implementation Chapter Purpose and Contents

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

The implementation of the Town of Springwater 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, and seasonal conversions. These types of development can be inefficient to service, and may 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 concentrating future commercial services in and around the community of Wild Rose.

### ***Residential Development***

There is strong support for the Town's future as a community with a mixture of farms, residential homes, commercial, business, and recreational opportunities. Housing issues include support for more assisted living style housing for senior citizens but strong opposition to multi-unit apartment buildings. Future housing should be concentrated in and around the community of Wild Rose.

### ***Environmental Protection***

Preservation of rural character is a countywide initiative. Locally, preservation of wooded lots, meadows, crest of hills and viewsheds, surface waters, and agriculture with buffers from objectionable uses is a high priority.

### ***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 Springwater.

### **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 Springwater utilizes the Waushara County Zoning Ordinance and takes an active role in its content and corresponding zoning map. These decisions are preceded by public hearings and plan commission recommendations.

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

**Action:** 5-acre lots throughout the town. No County ordinance changes are recommended. Utilize "General Agricultural Zone" utilizing 5-acre minimum lot size.

### **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.

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

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

### 9.3.4 Erosion/Stormwater Control Ordinances

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

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

**Action:** Continue to utilize existing county ordinances.

### 9.3.5 Building/Housing Codes

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

**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:** Springwater 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.

Springwater does not have a local land division ordinance and relies on Waushara County's Subdivision Ordinance (Chapter 42) to control design of new neighborhoods. The County ordinance does not contain specific provisions for conservation subdivisions, though the "planned residential unit design" (Sec. 42-87) provides a similar function by allowing for the grouping of lots below the minimum size specified under the zoning classification for the property.

**Actions:** Encourage Waushara County to review the existing subdivision ordinance to include additional design characteristics appropriate for conservation subdivisions.

### 9.3.9 Shoreland and Floodplain Zoning

Waushara County regulates shorelands and floodplains within its jurisdiction. The zoning code controls for water pollution, protects spawning grounds for fish and aquatic life, controls building sites including placement of structures and land uses, and preserves natural shore cover. Springwater 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 Springwater does not have a local building site ordinance. Siting of structures is controlled through Waushara County's subdivision and zoning ordinances.

**Action:** Develop a local building site ordinance to preserve active agriculture, limit viewshed fragmentation and control for the placement of structures on platted lands. The ordinance should be crafted to prohibit non-farm structural development on prime farmland soils as classified by the US Department of Agriculture.

### 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 Springwater 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. Determine whether standards should be specified in a local Building Site Ordinance (see 9.3.10).

#### 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 Springwater.

##### 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)
- Town Hall
- Park acquisition and development
- Roads and highways
- Utility construction and wastewater treatment plants
- Joint school and other community development projects
- Fire and EMS protection equipment

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

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

The preparation of a Capital Improvement Program is normally the joint responsibility between the community administrator or plan commission, various staff, governing body, and citizen commissions. The preparation of a capital improvement program may vary from community to community depending on local preferences, the local form of government and available staff. In communities that have a 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. A boundary agreement between the Town of Springwater and the Village of Wild Rose has not yet been created.

**Action:** At which time annexation becomes an issue, coordinate with the Village of Wild Rose to establish a joint committee charged with preparing a boundary agreement.

#### 9.4.5 Purchase of Development Rights

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

The Town does not currently participate in a purchase of development rights program.

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

### 9.5 Consistency Among Plan Elements

The State of Wisconsin planning legislation requires that the implementation element describe how each of the nine elements will be integrated and made consistent with the other elements of the plan. Since the Town of Springwater 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.

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

### 9.6 Plan Adoption, Monitoring, Amendments and Update

#### 9.6.1 Plan Adoption

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

1. Adopt a Public Participation Plan.
2. Plan Commission must recommend (with official Resolution by majority vote) the Plan to the governing body (Town/Village Board, City Council). Notice this meeting the same as any other Plan Commission meeting.
3. After Plan Commission approval, mail draft Plan copies to statutory list (RPC, County, DOA, adjacent governmental units, local library).
4. Publish Class 1 Notice at least 30-days prior to Public Hearing. *Jurisdictions that contain nonmetallic mineral extraction operations must mail written notice of the Public Hearing to the operator of the nonmetallic mineral extraction site. 66.1001 (4)(e)*
5. Approval by Board/Council (with Ordinance by majority vote of members elect) after Public Hearing. *The Public Hearing may take place at the regular Board/Council meeting, or be held separately on a different date.*
6. Mail final Plan copies to statutory list (#3 above).

### **9.6.2 Plan Use and Evaluation**

The Town of Springwater 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 Springwater 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 Springwater, 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
<b>Housing</b>		
Promote future residential developments to be developed in a manner that protects the environment.	Town Board	Ongoing
Encourage the development of various housing types to meet the needs of seniors and others Town residents.	Plan Commission	2012
<b>Transportation</b>		
Maintain existing state, county, and Town roads to accepted safety and convenience standards and ensure that all new roads meet the same standards.	Town Board	Ongoing
Plan for increased traffic volumes without increasing congestion.	Plan Commission/County Highway Department	Ongoing
Provide safe and adequate bicycle facilities for transportation and recreational bike route users.	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
<b>Community Facilities and Utilities</b>		
Develop a Capital Improvements Plan (CIP).	Plan Commission	2010

Explore development of impact fees.	Plan Commission	2018
Continue to provide adequate support for the volunteer fire departments which serve the Town of Springwater residents.	Plan Commission	2012
<b>Agricultural, Natural, and Cultural Resources</b>		
Encourage the continued protection of our surface and groundwater resources.	Plan Commission	2010
Protect natural resources and open spaces within the Town.	Town Board	Ongoing
Work with Waushara County to preserve working lands.	Town Board, Waushara County Zoning and Land Conservation	Ongoing
<b>Economic Development</b>		
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
Encourage best forestry management practices.	Town Board, Dept. Natural Resources	Ongoing
<b>Intergovernmental Cooperation</b>		
Discuss the development of a Cooperative Boundary Agreement.	Plan Commission/Village of Wild Rose	2015
<b>Land Use</b>		
Regulate residential densities per Exhibit 8-3.	Plan Commission	Ongoing
Encourage the county to develop a conservation subdivision ordinance.	Plan Commission	2012
Encourage the county to revise sign standards for billboards along highways.	Plan Commission	2013





**APPENDIX A:**  
**PUBLIC PARTICIPATION PLAN**

JAN 15 2009

## **Town of Springwater, 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 Springwater 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:

- |               |                   |
|---------------|-------------------|
| - Plainfield  | - T. Springwater  |
| - T. Oasis    | - T. Mt. Morris   |
| - T. Hancock  | - T. Saxeville    |
| - V. Hancock  | - T. Leon         |
| - T. Richford | - Waushara County |

After the Local Kick-Off meetings, Phase 2 will begin. The Town of Springwater 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 Saxville will appoint a Planning Committee to oversee the development of the comprehensive plan. If a committee chair is appointed, he or she should be a local

citizen. The committee may invite key citizens to participate in discussions based on specific issues. These individuals will not be required to remain active members throughout the process. All Planning Committee meetings will be properly noticed and open to the public. Members of the public are encouraged to attend.

#### **Public Informational Meetings**

Local residents, interested parties, and non-committee members are encouraged to participate as equals and attend county public information meetings throughout the process. This is the primary public participation method for disseminating progress made on the countywide comprehensive plan. These meetings will occur at key benchmarks in the planning process with one meeting held in each sub area. Agendas will be posted at the Town Hall or bulletin board. The meeting dates may also be listed on the Waushara County UW-Extension website and announced in local media.

#### **Citizen Questionnaire**

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

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

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

#### **County Land Use Committee**

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

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

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

**Informational Brochures and Website on Comprehensive Planning**

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

**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 Office 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 Springwater Comprehensive Plan Adoption Process**

The Town of Springwater 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.

  
\_\_\_\_\_  
Everett Eckstein, Town Chairman

Attest:   
\_\_\_\_\_  
Kathleen Moser, Clerk

Approved by the Town of Springwater, Board of Supervisors on:

1/12/2009

## **APPENDIX B:**

### **RESOLUTION FOR ADOPTION (PLAN COMMISSION)**



Save

**TOWN OF SPRINGWATER, WAUSHARA COUNTY  
STATE OF WISCONSIN**

**TOWN OF SPRINGWATER PLAN COMMISSION**

**RESOLUTION #PC2009-1**

**ADOPTION OF THE RECOMMENDED COMPREHENSIVE PLAN AS PREPARED BY  
THE TOWN OF SPRINGWATER LAND USE COMMITTEE**

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

**WHEREAS**, numerous persons involved in local planning provided information at regular and special meetings by the Springwater Land Use Committee; and

**WHEREAS**, members of the public were invited to make comments at said meetings, wherein the Comprehensive Plan herein adopted was reviewed and commented upon by members of the public; and

**WHEREAS**, the Town of Springwater Plan Commission has reviewed the recommended Comprehensive Plan; and

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

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


**WHEREAS**, the Comprehensive Plan may be used as the basis for, among other things, updating local ordinances, and as a guide for approving or disapproving actions affecting growth and development within the jurisdiction of the Town of Springwater; 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 Springwater 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 Springwater Comprehensive Plan pursuant to s.66.1001 Wis. Stats.

Approved this 12 day of October, 2009.

  
Chairperson, Plan Commission

Attest: 





## **APPENDIX C:**

### **ADOPTING ORDINANCE (TOWN BOARD)**



**TOWN OF SPRINGWATER, WAUSHARA COUNTY  
STATE OF WISCONSIN**

**ORDINANCE #2009-3**

**AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN OF THE  
TOWN OF SPRINGWATER, WAUSHARA COUNTY, WISCONSIN**

The Town Board of the Town of Springwater, Waushara County, Wisconsin (hereinafter the "Town Board"), do ordain as follows:

**Section 1.** Pursuant to Sec. 62.23(2) and (3) of the Wisconsin Statutes, the Town of Springwater is authorized to prepare and adopt a Comprehensive Plan as defined in Sec. 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

**Section 2.** The Town Board has adopted written procedures designed to foster public participation in every stage of the preparation of the Comprehensive Plan herein adopted as required by Sec. 66.1001(4)(a) of the Wisconsin Statutes.

**Section 3.** The Plan Commission, by a majority vote of the entire commission recorded in its official minutes, has adopted a Resolution recommending to the Town Board the adoption of the Town of Springwater Comprehensive Plan containing all of the elements specified in Sec. 66.1001(2) of the Wisconsin Statutes.

**Section 4.** The Town Board has held at least one public hearing on this Ordinance, in compliance with the requirements of Sec. 66.1001(f)(d) of the Wisconsin Statutes.

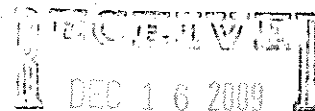
**Section 5.** The Town Board does, by enactment of this ordinance, formally adopt the following Comprehensive Plan "Town of Springwater Comprehensive Plan, Volume One: Comprehensive Plan (Goals, Objectives and Recommendation" and "Town of Springwater Comprehensive Plan, Volume Two: Existing Conditions Report" pursuant to Sec. 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 published and posted as required by law.

Adopted this 14 day of December, 2009.

Signed: Everett Eckstein  
Everett Eckstein, Town Board Chairman












Attest: Kathleen Moser  
Kathleen Moser, Town Clerk



# Proposed Land Use - Town of Springwater

Exhibit 8-3

## Legend

-  Active Quarry
-  Inactive Quarry
-  Residential
-  Commercial
-  Industrial
-  Public Facilities / Utilities
-  Agricultural/Natural Areas
-  Environmental
-  Incorporated Community
-  Preferred Development District
-  DNR Owned Land

## Waushara County

