

Plan Recommendations Report



Town of Dayton—Year 2030 Comprehensive Plan

Town of Dayton Waupaca County, Wisconsin

September 2007



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Resolution No. 2007-01

RECOMMENDATION OF THE PLAN COMMISSION
TO ADOPT THE TOWN OF DAYTON YEAR 2030 COMPREHENSIVE PLAN

WHEREAS, pursuant to sections 62.23(2) and (3), Wisconsin Statutes, for cities, villages, and those towns exercising village powers under section 60.22(3), the Town of Dayton is authorized to prepare and adopt a comprehensive plan consistent with the content and procedure requirements in sections 66.1001(1)(a), 66.1001(2), and 66.1001(4); and

WHEREAS, the *Town of Dayton Year 2030 Comprehensive Plan* consists of two documents (attached hereto): the "Plan Recommendations Report," and the "Inventory and Trends Report;" and

WHEREAS, a Plan Commission was established by the Town Board and participated in the production of *Town of Dayton Year 2030 Comprehensive Plan* in conjunction with a multi-jurisdictional planning effort to prepare the *Waupaca County Year 2030 Comprehensive Plan*; and

WHEREAS, numerous forums for public participation have been provided including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process web site.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Dayton Plan Commission hereby recommends that the "Recommended Plan" of the *Town of Dayton Year 2030 Comprehensive Plan* and plan adoption ordinance are filed with the governmental units specified under section 66.1001(4)(b) and (c), and are discussed at a public hearing required under section 66.1001(4)(d); and

BE IT FURTHER RESOLVED, that the Town of Dayton Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Plan" and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the Town Board adopt the *Town of Dayton Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 1 day of August, 2007.

Motion for adoption moved by:

Motion for adoption seconded by:

Voting Aye: 6 Voting Nay: 0

Itany Thoma
Plan Commission Chair

ATTEST:

Justin A. Suber
Plan Commission Secretary

Ordinance No. 2007-1

**AN ORDINANCE TO ADOPT THE TOWN OF DAYTON
YEAR 2030 COMPREHENSIVE PLAN**

The Town Board of the Town of Dayton, Waupaca County, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3), Wisconsin Statutes, the Town of Dayton is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2), Wisconsin Statutes.

SECTION 2. The Town Board of the Town of Dayton has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a), Wisconsin Statutes.

SECTION 3. The Town of Dayton 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 document entitled "*Town of Dayton Year 2030 Comprehensive Plan*" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The Town of Dayton has provided numerous opportunities for public involvement in accordance with the Public Participation and Education Plan adopted by the Town Board and Waupaca County Board including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process web site. A public hearing was held on September 13, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

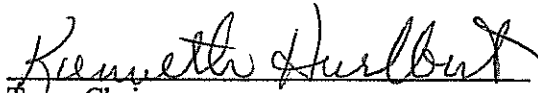
SECTION 5. The Town Board of the Town of Dayton does, by the enactment of this ordinance, formally adopt the two documents composing the "*Town of Dayton Year 2030 Comprehensive Plan*" (including the "Plan Recommendations Report" and the "Inventory and Trends Report") pursuant to Section 66.1001(4)(c), Wisconsin Statutes.

SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

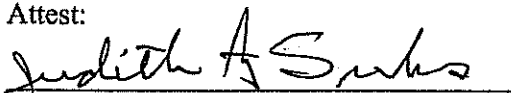
ADOPTED this 17th day of SEPT., 2007.

Voting Aye: 2 Voting Nay: 0

Published/Posted on: _____, 2007.


Town Chair

Attest:


Town Clerk

Town of Dayton

Year 2030 Comprehensive Plan

Contents

	Page
1. Issues and Opportunities	1-1
1.1 Introduction.....	1-1
1.2 Plan Summary.....	1-2
1.3 Town of Dayton 2030 Vision	1-7
1.4 Comprehensive Plan Development Process and Public Participation	1-9
1.5 Town of Dayton Issues and Opportunities.....	1-10
1.6 Issues and Opportunities Policies	1-12
2. Population and Housing	2-1
2.1 Population and Housing Plan.....	2-1
2.2 Population Characteristics Summary.....	2-1
2.3 Housing Characteristics Summary.....	2-5
2.4 Population and Housing Trends and Outlook.....	2-8
2.5 Housing for All Income Levels.....	2-9
2.6 Housing for All Age Groups and Persons with Special Needs.....	2-10
2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing.....	2-11
2.8 Maintaining and Rehabilitating the Existing Housing Stock.....	2-11
2.9 Population and Housing Goals and Objectives.....	2-12
2.10 Population and Housing Policies and Recommendations.....	2-13
2.11 Population and Housing Programs.....	2-14
3. Transportation	3-1
3.1 Transportation Plan.....	3-1
3.2 Planned Transportation Improvements	3-2
3.3 Comparison with County, State, and Regional Transportation Plans.....	3-2
3.4 Transportation Goals and Objectives.....	3-2
3.5 Transportation Policies and Recommendations.....	3-4
3.6 Transportation Programs.....	3-6
4. Utilities and Community Facilities.....	4-1
4.1 Utilities and Community Facilities Plan	4-1
4.2 Planned Utility and Community Facility Improvements	4-5
4.3 Utilities and Community Facilities Goals and Objectives.....	4-13
4.4 Utilities and Community Facilities Policies and Recommendations.....	4-14
4.5 Utilities and Community Facilities Programs.....	4-18

5.	Agricultural, Natural, and Cultural Resources	5-1
5.1	Agricultural, Natural, and Cultural Resources Plan.....	5-1
5.2	Agricultural, Natural, and Cultural Resources Goals and Objectives	5-3
5.3	Agricultural, Natural, and Cultural Resources Policies and Recommendations	5-5
5.4	Agricultural, Natural, and Cultural Resources Programs	5-8
6.	Economic Development	6-1
6.1	Economic Development Plan.....	6-1
6.2	Economic Characteristics Summary	6-2
6.3	Strengths and Weaknesses Analysis	6-5
6.4	Desired Businesses.....	6-6
6.5	Sites for Business and Industrial Development	6-7
6.6	Economic Development Goals and Objectives.....	6-7
6.7	Economic Development Policies and Recommendations.....	6-8
6.8	Economic Development Programs	6-10
7.	Intergovernmental Cooperation.....	7-1
7.1	Intergovernmental Cooperation Plan	7-1
7.2	Inventory of Existing Intergovernmental Agreements	7-1
7.3	Analysis of the Relationship with School Districts and Adjacent Local Governmental Units	7-2
7.4	Intergovernmental Opportunities, Conflicts, and Resolutions.....	7-3
7.5	Intergovernmental Cooperation Goals and Objectives	7-7
7.6	Intergovernmental Cooperation Policies and Recommendations	7-7
7.7	Intergovernmental Cooperation Programs	7-9
8.	Land Use.....	8-1
8.1	Introduction.....	8-1
8.2	Existing Land Use.....	8-1
8.3	Projected Supply and Demand of Land Uses	8-7
8.4	Preferred Land Use Plan	8-11
8.5	Preferred Land Use Classifications.....	8-17
8.6	Existing and Potential Land Use Conflicts	8-23
8.7	Opportunities for Redevelopment.....	8-24
8.8	Land Use Goals and Objectives.....	8-24
8.9	Land Use Policies and Recommendations	8-25
8.10	Land Use Programs.....	8-27
9.	Implementation.....	9-1
9.1	Action Plan.....	9-1
9.2	Status and Changes to Land Use Programs and Regulations	9-7
9.3	Non-Regulatory Land Use Management Tools	9-14
9.4	Comprehensive Plan Amendments and Updates	9-15
9.5	Integration and Consistency of Planning Elements	9-16
9.6	Measurement of Plan Progress.....	9-19
9.7	Implementation Goals and Objectives	9-19
9.8	Implementation Policies and Recommendations	9-20

Tables

Table 2-1	Population Counts, Waupaca County, 1970-2000	2-3
Table 2-2	Housing Supply, Occupancy, and Tenure, Town of Dayton, 1990 and 2000	2-5
Table 2-3	Housing Supply, Occupancy, and Tenure, Waupaca County, 1990 and 2000.....	2-6
Table 6-1	Educational Attainment of Persons Age 25 and Over, Waupaca County and Town of Dayton, 2000.....	6-3
Table 6-2	Employment by Industry, Town of Dayton, Waupaca County, and Wisconsin, 2000	6-4
Table 6-3	Employment by Occupation, Town of Dayton, Waupaca County, and Wisconsin, 2000	6-5
Table 8-1	Existing Land Use, Town of Dayton, 2004.....	8-2
Table 8-2	Projected Land Use Demand (acres) Town of Dayton 2000-2030	8-8
Table 8-3	Land Supply and Demand Comparison Town of Dayton	8-9
Table 8-4	Preferred Land Use, Town of Dayton, 2006	8-22

Figures

Figure 2-1	Population, Town of Dayton, 1970-2000	2-2
Figure 2-2	Comparative Population Forecast, 2005-2030 Town of Dayton Population Forecasts	2-4
Figure 2-3	Units in Structure, Town of Dayton, 2000	2-7
Figure 2-4	Comparative Housing Forecast, 2000-2030 Town of Dayton Population Forecasts	2-8
Figure 8-1	Existing Land Use, Town of Dayton, 2004.....	8-3
Figure 8-2	Land Supply and Demand Comparison Town of Dayton	8-9
Figure 8-3	Preferred Land Use, Town of Dayton, 2006	8-23

Maps

Map 1-1	Regional Setting	1-5
Map 4-9	Community Facilities and Services.....	4-3
Map 4-48	Planned Community Facility and Transportation Improvements	4-11
Map 8-9	Existing Land Use	8-5
Map 8-47	Preferred Land Use.....	8-15

Appendices

Existing Land Use Classifications and Development Potential Scenarios	Appendix A
Public Participation Plan and Survey Results	Appendix B

Element Abbreviations

IO	Issues and Opportunities
H	Population and Housing
T	Transportation
UCF	Utilities and Community Facilities
ANC	Agricultural, Natural, and Cultural Resources
ED	Economic Development
IC	Intergovernmental Cooperation
LU	Land Use
I	Implementation

1 Issues and Opportunities



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1. Issues and Opportunities

1.1 Introduction

The Town of Dayton is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places. No community is immune to its effects. How a community changes, how that change is perceived, and how change is managed are the subjects of community comprehensive planning. An understanding of both the town's history and its vision for the future is essential to making sound decisions. The foundation of comprehensive planning relies on a balance between the past, present, and future by addressing four fundamental questions:

1. Where is the community now?
2. How did the community get here?
3. Where does the community want to be in the future?
4. How does the community get to where it wants to be?

The *Town of Dayton Year 2030 Comprehensive Plan* will guide community decision making in the Town of Dayton for the next 20 to 25 years. The town's complete comprehensive plan is composed of two documents. This *Plan Recommendations Report* contains the results of the town's decision making process as expressed by goals, objectives, policies, and recommendations. The *Inventory and Trends Report* is the second component of the comprehensive plan and contains all of the background data for Waupaca County and the Town of Dayton. Both documents follow the same basic structure by addressing nine comprehensive planning elements as chapters one through nine -

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

Waupaca County began a multi-jurisdictional planning effort in 2003 after being awarded a Comprehensive Planning Grant by the Wisconsin Department of Administration. The Town of Dayton joined Waupaca County in this effort along with 20 other towns, six cities, and six villages for a total of 34 participating units of government. For more information on the multi-jurisdictional planning process, please refer to Chapter 1 of the *Inventory and Trends Report*.

The *Town of Dayton Year 2030 Comprehensive Plan* meets the requirements of Wisconsin's Comprehensive Planning law, Wisconsin Statutes 66.1001. This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they

wish to make certain land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, land division, shoreland and floodplain zoning, and official mapping decisions in a manner that is consistent with the community's comprehensive plan.

The Town of Dayton developed this comprehensive plan in response to the issues it must address and the opportunities it wishes to pursue. The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, trends and forecasts, and the overall goals of the community.

1.2 Plan Summary

The Town of Dayton is an unincorporated town in southwest Waupaca County. It is situated southwest of the City of Waupaca and south of US Highway 10. The town includes the unincorporated rural hamlets of Rural and Parfreyville, popular tourist and recreational destinations along the Crystal River. Portions of the Waupaca Chain O' Lakes are also located in the Town of Dayton. State Highway 22 and County Highway K traverse the town and serve as the main transportation linkages. County Highway QQ also provides an important linkage north to the King area in the Town of Farmington.

Overall, the town's landscape is predominantly undeveloped and characterized by agriculture, woodland, and other open spaces that cover nearly 90% of the total land area. Waterways are also dominant landscape features, including the Crystal River, Hartman, Radley, and Emmons Creeks, and many lakes including the southern half of the Waupaca Chain O' Lakes. The developed areas of the town can be divided into two distinct regions – one characterized as suburbanizing and the other very rural. The suburbanizing area is found along the north side of the town adjoining the Town of Farmington where higher development densities, a mixture of land uses, lakeshore residential areas, and tourism/recreation based commercial uses are prevalent. The remainder of the town is more typical of rural Waupaca County and is characterized by a balanced mix of farmland and woodlots. Residential development is dispersed throughout the town with the highest concentrations in the suburbanizing northern tier of the town. Moderate levels of growth are projected that equate to increases of about 32 persons per year and about 25 new homes per year. Residential housing (predominantly single-family) is the primary form of projected future development.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues and opportunities as identified by the planning committee and town citizens include the protection of natural resources and rural character, the need for improved land use planning and regulation, and the preservation of property owner rights. Town of Dayton residents responded to two planning process surveys, and the strongest areas of consensus include the following:

- ♦ Protecting lakes, streams, groundwater, wetlands, waterways, wildlife habitat, and forests
- ♦ Protecting rural character
- ♦ Protecting private property rights
- ♦ Protecting the most productive farmland for dairy and other agricultural operation expansions

- ♦ Protecting large connected tracts of forest from being broken apart
- ♦ Pooling community resources to support job creation and provide joint community services, e.g. schools, police and fire protection if money can be saved
- ♦ Create land use strategies to decrease stormwater run-off from development into surface water
- ♦ Balancing community growth with the cost of providing services
- ♦ The most important impacts to consider from new development are groundwater quality and quantity impacts

The *Town of Dayton Year 2030 Comprehensive Plan* sets the stage to successfully balance and achieve the desires expressed in the survey results. This will be accomplished by creating an improved system in which development takes place. This will incorporate many innovative techniques involving development density and lot size management as well as creative subdivision design. Paramount in the plan is the careful placement of development with regard to the community's agricultural, natural, and cultural resources. The primary implementation tools contemplated by this plan include site planning to encourage the best placement of new residential and commercial development, updating the town's land division ordinance, encouraging conservation and cluster subdivision design (refer to Appendix A), and requiring the assessment of potential community impacts for substantial development proposals like large subdivisions and commercial or industrial developments.

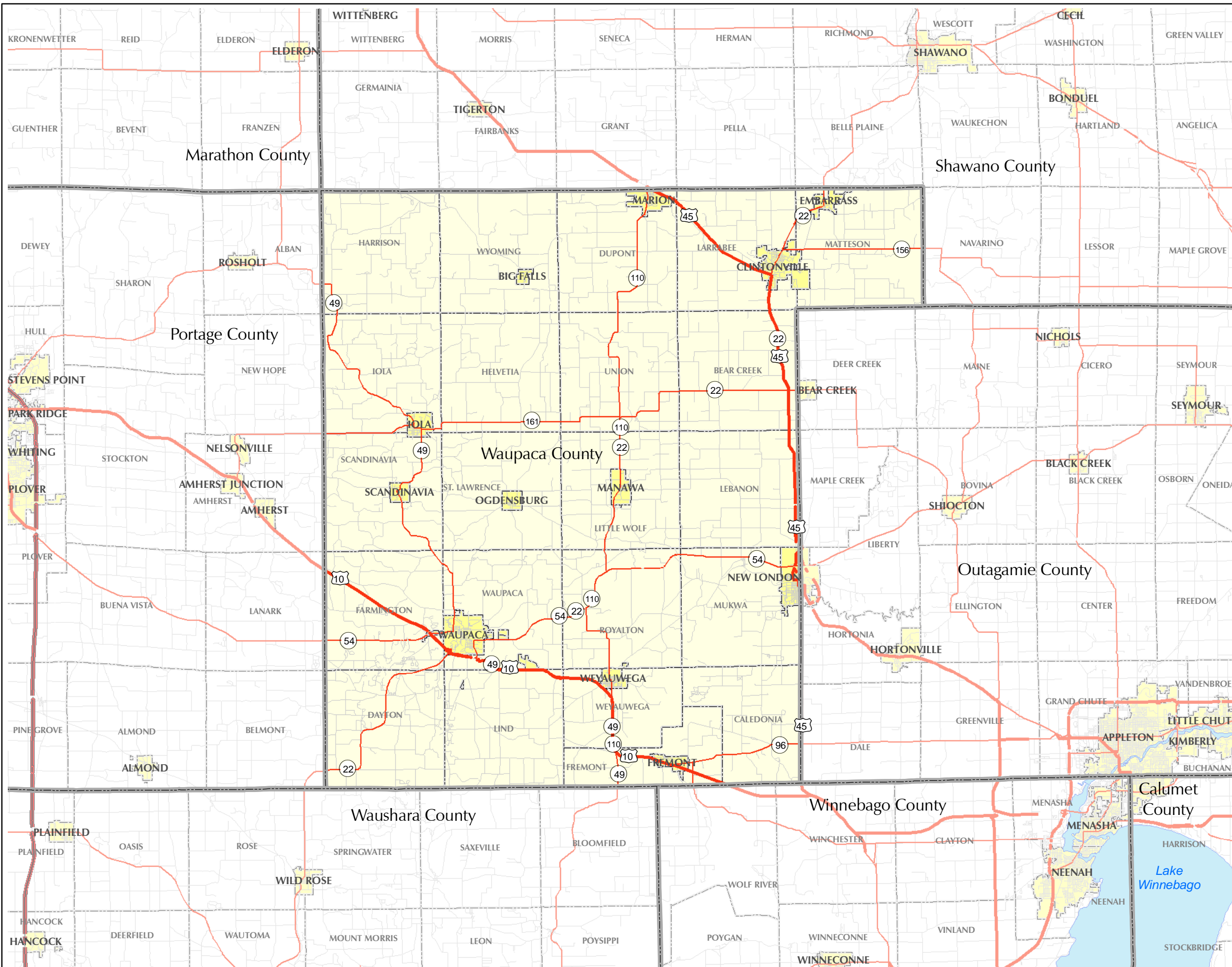
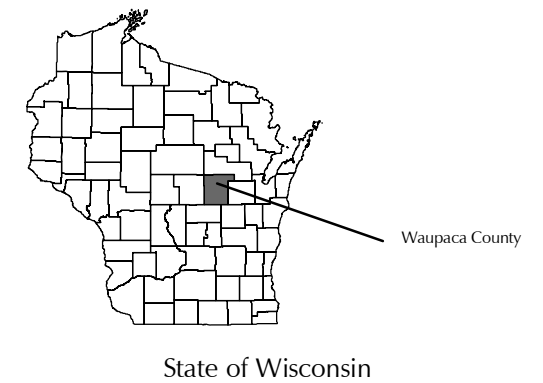
The town's plan preserves development rights throughout the town, and will help achieve a desirable future by directing the most intensive development to the northeast quarter of the town. This is intended to "fill in" the areas where higher densities of development already exist and to recognize existing infrastructure and other growth drivers associated with the Chain O' Lakes Sanitary District, the City of Waupaca, and the suburbanizing area east of King in the Town of Farmington. The best agricultural lands, natural resource rich areas, and areas that support outdoor recreation opportunities will be preserved as such for future generations but will still allow development at lower densities.

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MAP 1 - 1

REGIONAL SETTING

Waupaca County, Wisconsin



This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Wisconsin DNR and Wisconsin DOT.



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1.3 Town of Dayton 2030 Vision

The Town of Dayton's vision for the future is expressed in its goal statements for each of the comprehensive planning elements. The town's planning goals are broad statements of community values and public preferences for the long term (20 years or more). Implementation of this comprehensive plan will result in the achievement of these goals by the year 2030. For further detail on these goals, including related objectives, refer to the respective element of this comprehensive plan.

Housing Goals

- Goal: Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and persons with special housing needs.
- Goal: Provide for housing development that maintains the attractiveness and rural character of the town.
- Goal: Support the maintenance and rehabilitation of the community's existing housing stock.

Transportation Goals

- Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.
- Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.
- Goal: Maintain rural character as often as possible when roads are constructed, reconstructed, and maintained.

Utilities and Community Facilities Goals

- Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.
- Goal: Promote a variety of recreational opportunities within the community.

Agricultural, Natural, and Cultural Resources Goals

- Goal: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.
- Goal: Balance future development with the protection of natural resources.
- Goal: Protect groundwater quality and quantity.

- Goal: Preserve surface water quality including lakes, ponds, flowages, rivers, and streams.
- Goal: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.
- Goal: Balance future needs for the extraction of mineral resources with potential adverse impacts on the community.
- Goal: Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.
- Goal: Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Economic Development Goals

- Goal: Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

Intergovernmental Cooperation Goals

- Goal: Foster the growth of mutually beneficial intergovernmental relations with other units of government.
- Goal: Seek opportunities with other units of government to reduce the cost and enhance the provision of coordinated public services and facilities.

Land Use Goals

- Goal: Plan for land use in order to achieve the town's desired future.
- Goal: Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives.

Implementation Goals

- Goal: Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.
- Goal: Balance appropriate land use regulations and individual property rights with community interests and goals.

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Dayton has adopted a *Public Participation and Education Plan* in order to comply with the requirements of Section 66.1001(4)(a) of the Wisconsin Statutes. The town's adopted *Public Participation and Education Plan* is found in Appendix B.

The Waupaca County comprehensive planning process was designed to encourage extensive grassroots, citizen-based input. Not only were public outreach tools and events utilized, but citizens were directly involved in writing their own local comprehensive plans, as well as the county comprehensive plan. Please refer to Sections 1.3 through 1.5 of the *Waupaca County Inventory and Trends Report* for further details on the plan development and public participation processes.

In addition to the public participation process described in the *Waupaca County Inventory and Trends Report*, the process of adopting the *Town of Dayton Year 2030 Comprehensive Plan* included several public participation activities. These include two public informational meetings, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents. Equally important, however, was the creation and conduct of the Comprehensive Planning Sub-committee. The Sub-committee or "Planning Committee" as it was more commonly called was a fourteen (14) member committee comprised of members of Dayton's Plan Commission, Town Board, and Dayton residents and property owners. The Planning Committee was created as an advisory committee to the Plan Commission and was responsible for participating in the comprehensive planning process and ultimately developing the *Town of Dayton Year 2030 Comprehensive Plan*.

Public Informational Meetings

On June 7, 2006, a public informational meeting was held at the Waupaca High School in order to review and discuss the comprehensive planning progress that has been made to date, population and development trends, existing conditions and characteristics, community survey results, existing land uses, mapping, and alternative development policies regarding the type, amount, and location of future land use and development throughout the Town. About 110 people, including residents, property owners, and members of the Planning Committee, Plan Commission, and Town Board attended the meeting. Public input was sought, both verbally and in writing (including a short survey) regarding the public's agreement, disagreement, and questions and concerns about the type, location and density of future residential development in the Town.

On June 13, 2007, a second public informational meeting was held on the draft *Town of Dayton Year 2030 Comprehensive Plan* at the Waupaca High School. About 75 town residents and property owners attended the meeting. Written comments were registered by several attendees that were then reviewed by the Plan Commission to consider and decide if any further revisions to the draft plan were necessary. Most of the comments received were in support of the plan as proposed and in support of the plan highlights (preferred land use plan map, development policies and recommendations) that were presented for public review.

Comprehensive Planning Sub-committee, Plan Commission and Town Board Action

On August 7, 2007, the Planning Committee and the Dayton Plan Commission held a joint meeting to discuss the draft comprehensive plan and to review further changes they felt needed to be made prior to public hearing. The Plan Commission passed resolution number 2007-01 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Dayton Town Board discussed and adopted the comprehensive plan by passing ordinance number 2007-1 on September 17, 2007.

Public Hearing

On September 13, 2007, a joint public hearing was held on the recommended *Town of Dayton Year 2030 Comprehensive Plan* before both the Plan Commission and Town Board at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing.

Distribution of Plan Documents

Both the recommended draft and final plan documents were provided to adjacent and overlapping units of government, the local library, and the Wisconsin Department of Administration in accordance with the *Public Participation and Education Plan* found in Appendix B.

1.5 Town of Dayton Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

In the March 2004 cluster meeting, Town of Dayton citizens identified issues and opportunities. Participants took turns sharing the issues and opportunities that they felt were important in the community. After the full list was developed, each participant voted on the statements to establish a sense of priority. The following issues and opportunities were identified.

Issues and Opportunities

- ♦ Water quality – need to preserve quality of both ground and surface water (9 votes)
- ♦ “Big box” impacts to water quality, light shed, noise: perceived negative impacts (9 votes)
- ♦ Loss of rural character as local roads are reconstructed due to increasing traffic, roads are straighter, less trees, less character (8 votes)
- ♦ Need to define what areas should be developed. It is going to happen – how are we going to deal, and where is the development going to happen (6 votes)
- ♦ Protect environmentally sensitive areas – wetlands, lakes (6 votes)
- ♦ Economic development – location of/type of, important to planning for growth (5 votes)
- ♦ Development pressure on water impacts water quality and scenic beauty (5 votes)
- ♦ Preservation of rural character important: related to the physical character of buildings and landscaping (5 votes)
- ♦ Maintain or increase public access to lakes/ivers (4 votes)
- ♦ Hold the line on taxes: Increasing taxes/insurance costs/cost of government operations i.e., Fox Valley Tech increasing cost with little benefit (4 votes)
- ♦ Rural sprawl consumes land – large lots do not conserve land, expensive (4 votes)
- ♦ Need to balance cost of growth with costs of services (3 votes)
- ♦ Landfill – pollution factor, long-term cost, co-ownership issues, may be a burden both environmentally and financially (3 votes)
- ♦ Amount of greenspace in town needs to be defined, relative to both conservation and development (2 votes)
- ♦ Conflicts between development and agricultural uses, impacts on both depending on your perspective (2 votes)
- ♦ New highway impacts, roads driving development, too much new development – having negative impact (2 votes)
- ♦ Multi-family housing impacts – not desired, not good (2 votes)
- ♦ Purchase of development rights/transfer – may be an opportunity for town (2 votes)
- ♦ Does change need to be growth? Should we limit it (1 vote)
- ♦ Location of new subdivisions off-water – number of new lots being created (1 vote)
- ♦ Lakes have changed over time – more homes, leading to environmental degradation (1 vote)
- ♦ Sense of community impacted as we grow. Need to define it, as many people have different perspectives of what the town is or should be (1 vote)
- ♦ Roads – need a 20 year plan to deal with long-term development impacts (1 vote)
- ♦ Bicycle routes/paths – need them, plan for them (1 vote)
- ♦ Schools – declining enrollment, high tax impact, need to assess growth impacts (1 vote)
- ♦ Gravel pit/sand pit – need to be regulated (1 vote)
- ♦ Farmland conversions as method of retirement income should be viable alternative for farmers.
- ♦ Growth control should be driven by legislation, not finance. Plan should drive development, not vice versa.
- ♦ Need citizen input on decisions by county – related to land use/development.
- ♦ “Need to get it right” with decisions made in respect to development.
- ♦ Density of housing needs to be assessed relative to overall growth strategy.

- ♦ Groundwater quality. Need for additional sewerage area in the northeast quad – parts of Dayton, assess water service.
- ♦ No recreation facilities – indoor or outdoor, need them, need to develop.
- ♦ Intergovernmental cooperation – has both cost/control issues, positive/negative.
- ♦ Light shed and noise pollution – negative impacts.

1.6 Issues and Opportunities Policies

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

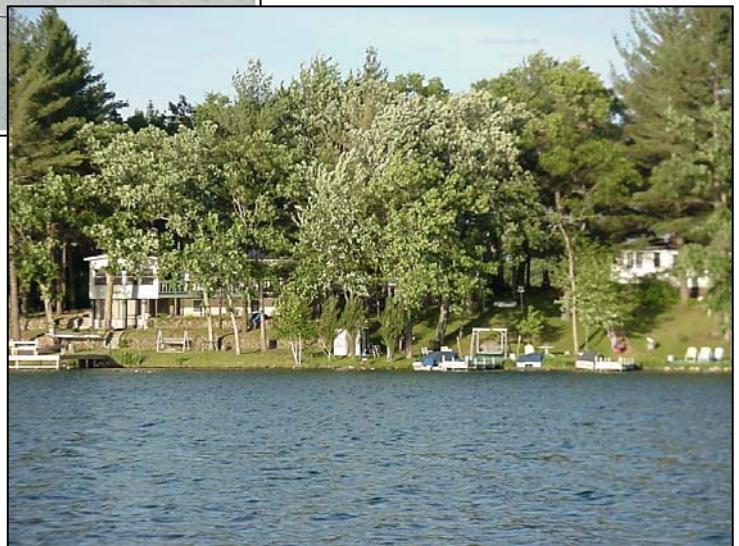
Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Policies: Town Directive

- IO1 The town shall conduct all business related to land use decision-making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).
- IO2 Public participation shall continue to be encouraged for all aspects of town governance (Source: Basic Policies).

2

Population and Housing



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2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Dayton plan ahead for future growth and change. This element of the comprehensive plan provides a brief summary of population and housing data along with projections for the future. For further detail on population and housing in the Town of Dayton and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Dayton's projections for population and housing growth are relatively modest given the geographic and historic context. For example, the town's proximity to the City of Waupaca and the convenient access provided by State Highway 22 and County Highway QQ support the potential for higher rates of growth. As does the town's accessibility to the Fox Valley, one of the fastest growing regions in Wisconsin, along recently improved US Highway 10. Despite a dramatic 179% increase in population over the last 30 years, the Town of Dayton projects a 35% increase in population by 2030 and a 49% increase in housing units. The higher rate of housing growth is expected in the context of decreasing rates of persons per household. Although the town does not provide the services required by an aging population, nearby Waupaca has many medical services and other urban amenities. The town expects that many will be attracted to or remain in the area because of this service accessibility.

Many of the top issues and opportunities identified by the town involved housing and population growth. Housing growth that consumes natural and agricultural land was a top issue. The town has addressed this by providing areas targeted for higher density housing development, and areas for lower density housing development designed with agriculture preservation in mind. Much of the higher density development is planned to occur near previously developed areas, such as the areas around the lakes (including within the Chain O' Lakes Sanitary District) and in the northeast quarter of the town nearest to the City of Waupaca. This approach is intended to attract future development away from those areas in the town that are relatively less developed, furthest away from the conveniences of urban services, and that are most important for the protection of the town's agricultural and natural resources.

Due to its rural nature, the town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. However, due to the availability of municipal sewer within the Chain O' Lakes Sanitary District and the close proximity to the City of Waupaca, the town is also anticipating and planning for increases in multi-family structures, elder care facilities, mixed use development, and other forms of housing in appropriate locations.

2.2 Population Characteristics Summary

2000 Census

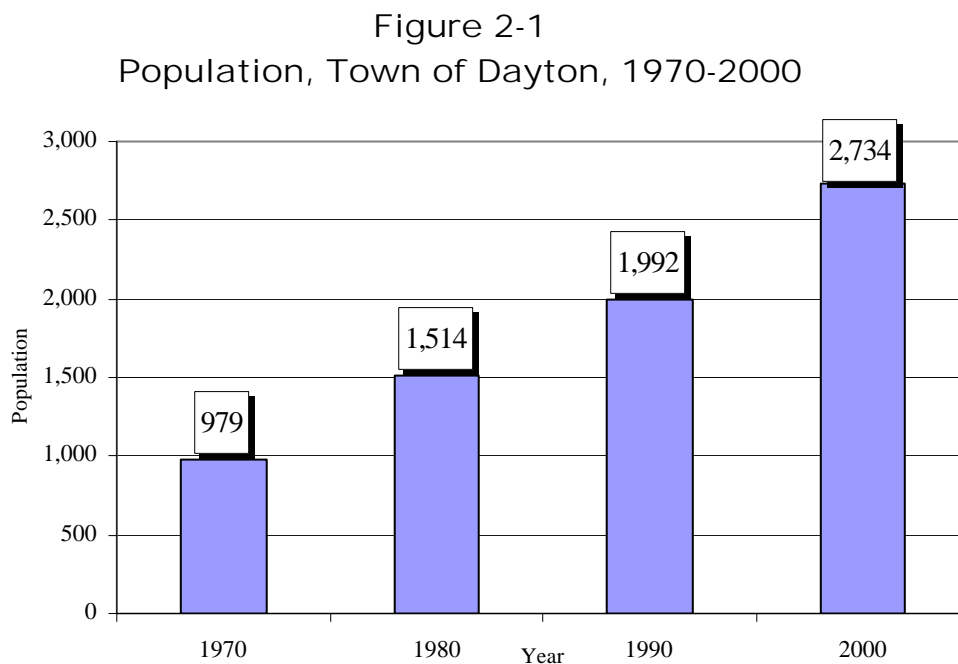
A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long

form). STF-1 data were collected through a household by household census and represent responses from every household in the country. To get more detailed information, the U.S. Census Bureau also randomly distributes a long form questionnaire to one in six households throughout the nation. Tables that use these sample data are indicated as STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1 statistics and STF-3 statistics when looking at the county as a whole – a larger population. However, the total number of housing units may be slightly different between STF-1 statistics and STF-3 statistics when looking at a single community within Waupaca County – a smaller population.

Population Counts

Population counts provide information both for examining historic change and for anticipating future community trends. Figure 2-1 displays the population counts of the Town of Dayton for 1970 through 2000 according to the U.S. Census.



Source: U.S. Bureau of the Census, 1970-2000.

As displayed in Figure 2-1, the Town of Dayton has experienced dramatic population increases over the 30 year period with notable acceleration in the rate of growth from 1990 to 2000. A total of 1,755 people were added to the population representing an increase of 179% from 1970 to 2000. This is the highest rate of population growth in Waupaca County for the 30 year period.

Table 2-1 displays the population trends of Waupaca County, its municipalities, and the State of Wisconsin from 1970 to 2000 according to the U.S. Census.

Table 2-1
Population Counts, Waupaca County, 1970-2000

	1970	1980	1990	2000	# Change 1970-80	% Change 1970-80	# Change 1980-90	% Change 1980-90	# Change 1990-00	% Change 1990-00
T. Bear Creek	861	820	787	838	-41	-4.8%	-33	-4.0%	51	6.5%
T. Caledonia	882	1,040	1,177	1,466	158	17.9%	137	13.2%	289	24.6%
T. Dayton	979	1,514	1,992	2,734	535	54.6%	478	31.6%	742	37.2%
T. Dupont	645	615	634	741	-30	-4.7%	19	3.1%	107	16.9%
T. Farmington	2,242	2,959	3,602	4,148	717	32.0%	643	21.7%	546	15.2%
T. Fremont	514	618	561	632	104	20.2%	-57	-9.2%	71	12.7%
T. Harrison	379	450	432	509	71	18.7%	-18	-4.0%	77	17.8%
T. Helvetia	401	568	587	649	167	41.6%	19	3.3%	62	10.6%
T. Iola	549	702	637	818	153	27.9%	-65	-9.3%	181	28.4%
T. Larrabee	1,295	1,254	1,316	1,301	-41	-3.2%	62	4.9%	-15	-1.1%
T. Lebanon	906	1,168	1,290	1,648	262	28.9%	122	10.4%	358	27.8%
T. Lind	787	1,038	1,159	1,381	251	31.9%	121	11.7%	222	19.2%
T. Little Wolf	1,089	1,138	1,326	1,430	49	4.5%	188	16.5%	104	7.8%
T. Matteson	737	844	889	956	107	14.5%	45	5.3%	67	7.5%
T. Mukwa	1,208	1,946	2,304	2,773	738	61.1%	358	18.4%	469	20.4%
T. Royalton	1,205	1,432	1,456	1,544	227	18.8%	24	1.7%	88	6.0%
T. St. Lawrence	517	608	697	740	91	17.6%	89	14.6%	43	6.2%
T. Scandinavia	519	772	890	1,075	253	48.7%	118	15.3%	185	20.8%
T. Union	774	784	733	804	10	1.3%	-51	-6.5%	71	9.7%
T. Waupaca	830	1,040	1,122	1,155	210	25.3%	82	7.9%	33	2.9%
T. Weyauwega	538	559	653	627	21	3.9%	94	16.8%	-26	-4.0%
T. Wyoming	292	304	283	285	12	4.1%	-21	-6.9%	2	0.7%
V. Big Falls	112	107	75	85	-5	-4.5%	-32	-29.9%	10	13.3%
V. Embarrass	472	496	461	487	24	5.1%	-35	-7.1%	26	5.6%
V. Fremont	598	510	632	666	-88	-14.7%	122	23.9%	34	5.4%
V. Iola	900	957	1,125	1,298	57	6.3%	168	17.6%	173	15.4%
V. Ogdensburg	206	214	220	224	8	3.9%	6	2.8%	4	1.8%
V. Scandinavia	268	292	298	349	24	9.0%	6	2.1%	51	17.1%
C. Clintonville	4,600	4,567	4,423	4,736	-33	-0.7%	-144	-3.2%	313	7.1%
C. Manawa	1,105	1,205	1,169	1,330	100	9.0%	-36	-3.0%	161	13.8%
C. Marion*	1,218	1,348	1,242	1,297	130	10.7%	-106	-7.9%	55	4.4%
C. New London*	5,801	6,210	6,658	7,085	409	7.1%	448	7.2%	427	6.4%
C. Waupaca	4,342	4,472	4,946	5,676	130	3.0%	474	10.6%	730	14.8%
C. Weyauwega	1,377	1,549	1,665	1,806	172	12.5%	116	7.5%	141	8.5%
Waupaca County	37,780	42,831	46,104	51,825	5,051	13.4%	3,273	7.6%	5,721	12.4%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,675	287,911	6.5%	186,127	4.0%	471,906	9.6%

*Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.

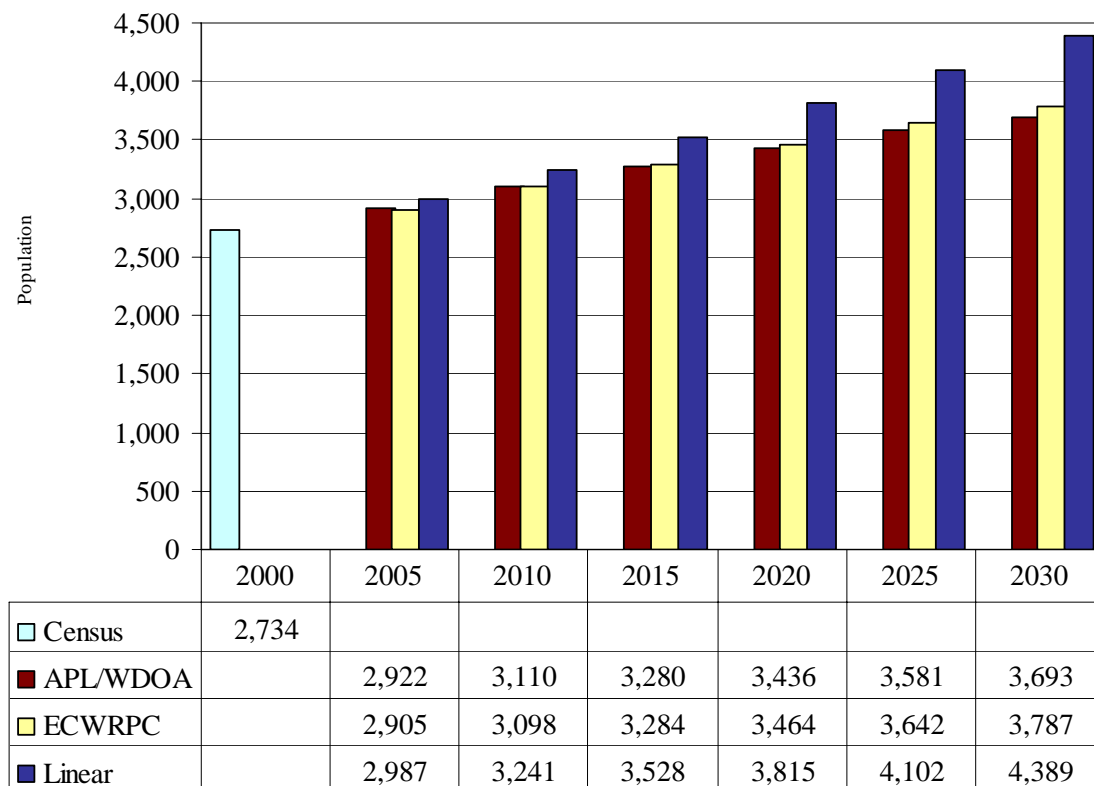
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

Population Forecasts

Population forecasts are based on past and current population trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the Town of Dayton.

Three sources have been utilized to provide population projections. The first projection is produced by the Applied Population Lab and the Wisconsin Department of Administration (which is the official state projection through 2025). The second projection is a linear trend based on census data going back to 1970. The third projection is produced by the East Central Wisconsin Regional Planning Commission. Figure 2-2 displays the three population projections created for the Town of Dayton.

Figure 2-2
Comparative Population Forecast, 2005-2030
Town of Dayton Population Forecasts



Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth & Van Dyke linear projections 2005-2030. East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

The three available projections vary widely and forecast a range of population growth from 959 to 1,655 additional persons by 2030. Local opinion is divided as to which projection is most likely to be accurate. Despite the fact that the Town of Dayton and surrounding area will continue to be an attractive and increasingly more convenient location for people to live and recreate, and despite the significant historical increases in population between 1970 to 2000 (a 179% increase) the Planning Committee agreed that the lowest population projection should be used for purposes of forecasting future land use demand (as further discussed in the *Land Use* element). The Planning Committee selected the Applied Population Laboratory (APL) population projection. This projection indicates that the population in the Town of Dayton will increase approximately 35% by 2030 or an average of about 32 new people per year over the 30 year period.

2.3 Housing Characteristics Summary

Housing Supply, Occupancy, and Tenure

Tables 2-2 and 2-3 display the occupancy and tenure characteristics of housing units for Waupaca County and the Town of Dayton in 1990 and 2000.

Table 2-2
Housing Supply, Occupancy, and Tenure, Town of Dayton,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	1,249	100.0%	1,484	100.0%	235	18.8%
Occupied housing units	739	59.2%	1,046	70.5%	307	41.5%
Owner-occupied	648	51.9%	905	61.0%	257	39.7%
Renter-occupied	91	7.3%	141	9.5%	50	54.9%
Vacant housing units	510	40.8%	438	29.5%	-72	-14.1%
Seasonal units	471	37.7%	395	26.6%	-76	-16.1%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-3
Housing Supply, Occupancy, and Tenure, Waupaca County,
1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	20,141	100.0%	22,508	100.0%	2,367	11.8%
Occupied housing units	17,037	84.6%	19,863	88.2%	2,826	16.6%
Owner-occupied	12,961	64.4%	15,287	67.9%	2,326	17.9%
Renter-occupied	4,076	20.2%	4,576	20.3%	500	12.3%
Vacant housing units	3,104	15.4%	2,645	11.8%	-459	-14.8%
Seasonal units	2,261	11.2%	1,681	7.5%	-580	-25.7%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

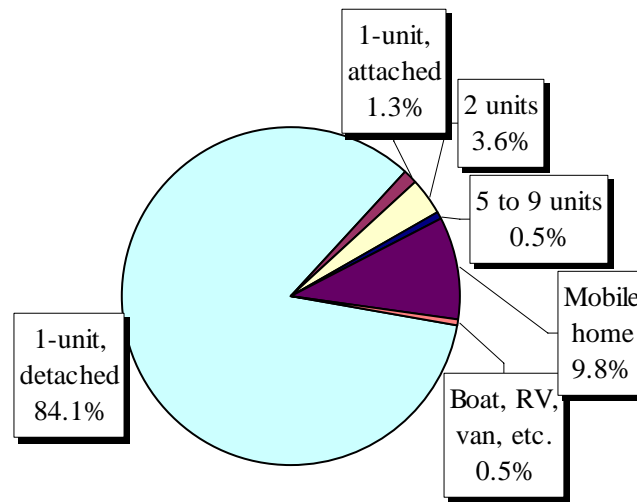
The housing supply in the Town of Dayton is divided primarily between owner-occupied, year round homes and seasonal housing units. In 2000, there was a total of 1,484 housing units in the town. Compared to Waupaca County as a whole, there are smaller proportions of rental units in the town, but a substantially larger proportion of seasonal units. The presence of seasonal units as a considerable piece of the housing supply is a reflection of the Chain O' Lakes and other waterfront development as well as the presence of hunting cabins and cottages.

Between 1990 and 2000, the town experienced somewhat different trends from the county as a whole. Total housing units increased in Waupaca County, but the rate of growth in Dayton was much higher. Owner-occupied units grew at a much faster rate in the town, and seasonal units decreased at a slower rate. While many seasonal homes continue to be converted to year round residences, this trend was less pronounced in the Town of Dayton. While renter-occupied housing is a relatively small portion of the housing stock, it is noteworthy that substantial growth took place over the 10-year period. This may indicate a developing future trend toward increased rental housing.

Housing Units in Structure

Figure 2-3 displays the breakdown of housing units by type of structure ("units in structure") for the Town of Dayton on a percentage basis for 2000.

Figure 2-3
Units in Structure, Town of Dayton, 2000



Source: U.S. Bureau of the Census, 2000, STF-3.

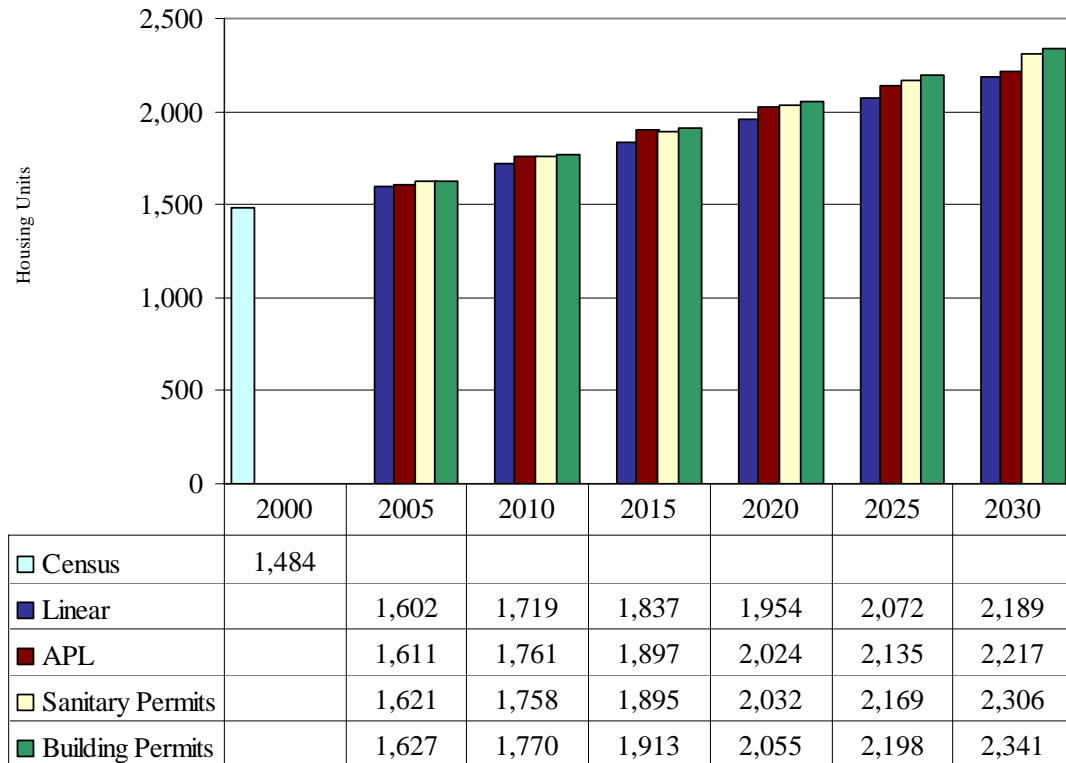
These data show that the housing supply in the Town of Dayton is very homogenous. The housing supply is composed primarily of one-unit detached structures with the second largest proportion in mobile homes.

Housing Forecasts

Similar to population forecasts, housing projections are based on past and current housing trends. They are not predictions, but rather they extend past trends into the future, and their reliability depends on the continuation of these trends. Projections are therefore most accurate in periods of relative socio-economic and cultural stability. Projections should be considered as one of many tools used to help anticipate future needs in the town.

Figure 2-4 displays four housing forecasts for the Town of Dayton. The Linear projection assumes a continuation of growth trends since 1990. Census housing unit counts from 1990 and 2000 were utilized to create a linear trend by extending forward to 2030 the percent change between the census counts. The Applied Population Lab (APL) projection is a non-linear projection that takes into account such factors as births, deaths, in-migration, and out-migration. State wide trends in these areas are assumed to have a similar impact on Waupaca County. The sanitary permit projection is based on permit information as provided by the Waupaca County Zoning Department. The building permit projection is based on a seven year average of building permits in the town.

Figure 2-4
Comparative Housing Forecast, 2000-2030
Town of Dayton Population Forecasts



Source: Applied Population Laboratory, UW-Madison/Extension, 2004. U.S. Bureau of the Census, 2000, STF-1. Linear Trend Projection, 2005-2030. Waupaca County Zoning Department. Town of Dayton.

The projections for future housing growth range from an increase of 705 to 857 new units. This equates to an average between about 23 to 28 new homes per year over the 30 year period. The Planning Committee agreed that the rate of future housing growth is likely to fall in the lower end of this range with a 2030 projection of 2,217 new units (consistent with the Applied Population Laboratory (APL) projections). This projection indicates that the number of housing units will increase approximately 49% by 2030 – an annual average of 24 new homes per year.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Dayton over the next 20 to 25 years.

- ♦ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ♦ Minority populations are expected to increase.

- ♦ Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- ♦ Expect continued interest in seasonal structures throughout the Town of Dayton.
- ♦ Expect the continued conversion of seasonal to permanent structures, especially on the Chain O' Lakes.
- ♦ Condominiums will increase as an option for seniors and first time home buyers.
- ♦ Interest in modular and mobile home development will continue as driven by need for affordable housing.
- ♦ People will continue to desire an “acre or two in the country,” and pressure to convert farmland and woodland to subdivisions and lots will increase, especially in rapidly growing areas.
- ♦ All of southern Waupaca County will experience some pressure to increase housing development as a result of improvements to US Highway 10.
- ♦ The need for elderly housing will increase as the population ages.
- ♦ An excess of vacant housing units may result from the aging population choosing other options like assisted living, condominiums, and the like.
- ♦ Finding quality, affordable housing will become increasingly difficult.
- ♦ High demand for housing and energy cost assistance will continue.

2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Dayton appears to be affordable on the average. The median household income in the Town of Dayton in 1999 was \$47,195 per year, or \$3,933 per month. The median monthly owner cost for a mortgaged housing unit in the Town of Dayton was \$1,005, and the median monthly gross rent in the Town of Dayton was \$580. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing, the average home owner in the Town of Dayton spends about 26% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Dayton spends about 15% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 22.6% of homeowners and 16.8% of renters in the Town of Dayton paid 30% or more of their household income on housing costs.

The Town of Dayton has addressed the issue of housing for all income levels. Refer to the following goals, objectives, policies, and recommendations for the Town of Dayton’s approach to this issue.

- ♦ Goal H1
- ♦ Objectives H1a, H1d
- ♦ Policies H1, H3

2.6 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Regardless of age, many of these issues are also important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population includes long-time residents with a desire to remain in the area during their retirement years.

The Wisconsin Department of Administration has projected that a significant shift in Waupaca County’s age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs.

Although there are no assisted living or life care facilities currently in the town, the Town of Dayton has addressed the issue of housing for all age groups and persons with special needs. Refer to the following goals, objectives, policies, and recommendations for the Town of Dayton’s approach to this issue.

- ♦ Goal H1
- ♦ Objectives H1c, H1d

2.7 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low- and moderate-income individuals. One way to accomplish this is to plan for an adequate supply of land that will be zoned for housing at higher densities or for multi-family housing. Another option is to adopt housing policies requiring that a proportion of units in new housing developments or lots in new subdivisions meet a standard for affordability. Two elements of comprehensive planning are important in this equation. In the Housing element, a community can set its goals, objectives, and policies for affordable housing. In the Land Use element, a community can identify potential development and redevelopment areas.

The Town of Dayton's plan for future land use includes ample opportunities for the development or redevelopment of affordable housing. Having options for relatively small lot sizes is one way to provide those opportunities. The Rural Residential (RR) and Agriculture and Woodland Transition (AWT) preferred land use classifications recommend minimum lot sizes as small as two acres or one acre with cluster subdivision design. The Sewered Residential (SR) classification recommends allowing lots as small as 20,000 square feet (about a half acre) as supported by the municipal sewer system. The Shoreland Residential (SHR) classification also allows for varied lot sizes, but most of these lands will be on or near water bodies. Market prices for these lands will typically take them out of the realm of low- to moderate income. This is also the case for lands of other classifications that are located along the town's lakes and streams. Generally speaking, the best opportunities will be in areas away from water where smaller lot sizes are allowed. The Rural Crossroads Mixed Use (RCM) classification could also allow for smaller lots as well as a variety of housing types.

Also refer to the following goals, objectives, policies, and recommendations for the town's approach to the issue of availability of land for the development and redevelopment of low-to moderate-income housing.

- ♦ Goal H1
- ♦ Objectives H1a, H2b, H1c
- ♦ Policies H1, H3

2.8 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing without sacrificing land to new development. To manage housing stock maintenance and rehabilitation, a community can monitor characteristics including, price, aesthetics, safety, cleanliness, and overall suitability with community character. The goal of ongoing monitoring is to preserve the quality of the current housing supply with the hope of reducing the need for new development, which has far greater impacts on community resources.

The Town of Dayton has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals, objectives, policies, and recommendations for the Town of Dayton's approach to this issue.

- ♦ Goal H3
- ♦ Objective H3a, H3b
- ♦ *Housing* element recommendations

2.9 Population and Housing Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Encourage the maintenance of an adequate housing supply that will meet the needs of current and future residents and promote a range of housing choices for anticipated income levels, age groups, and persons with special housing needs.

Objectives

- 1.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing.
- 1.b. Allow for residential development that provides an appropriate mix of single-family, two-family, and multi-family housing.
- 1.c. Coordinate with Waupaca County and neighboring communities to plan for the aging population's housing needs.
- 1.d. Support the improvement of local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.

Goal 2 Provide for housing development that maintains the attractiveness and rural character of the town.

Objectives

- 2.a. Direct residential subdivision development to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- 2.b. Plan for the type and density of housing that is consistent in quality, character, and location within the town's comprehensive plan.
- 2.c. Encourage the use of creative development designs that preserve agricultural lands, productive forests, and natural resources.

Goal 3 Support the maintenance and rehabilitation of the community’s existing housing stock.

Objectives

- 3.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.
- 3.b. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the Town of Dayton is concerned about. Policies and recommendations become primary tools the Town of Dayton can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The Town of Dayton’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the Town of Dayton should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the Town of Dayton fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- H1 New multi-family housing development (comprised of 3 or more dwelling units) shall only be allowed in areas served by public sewer and where consistent with the comprehensive plan (Source: Strategy H1).
- H2 New duplex housing development shall only be allowed where consistent with the comprehensive plan (Source: Strategy H1).

Policies: Town Directive

- H3 The community shall plan for a sufficient supply of developable land that allows for a variety of housing types and densities (Source: Strategy H1).

Policies: Development Review Criteria

- H4 Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies (Source: Basic Policies).
- H5 Mobile homes permitted in the town shall meet all County and town requirements (Source: Strategy H3).

Recommendations

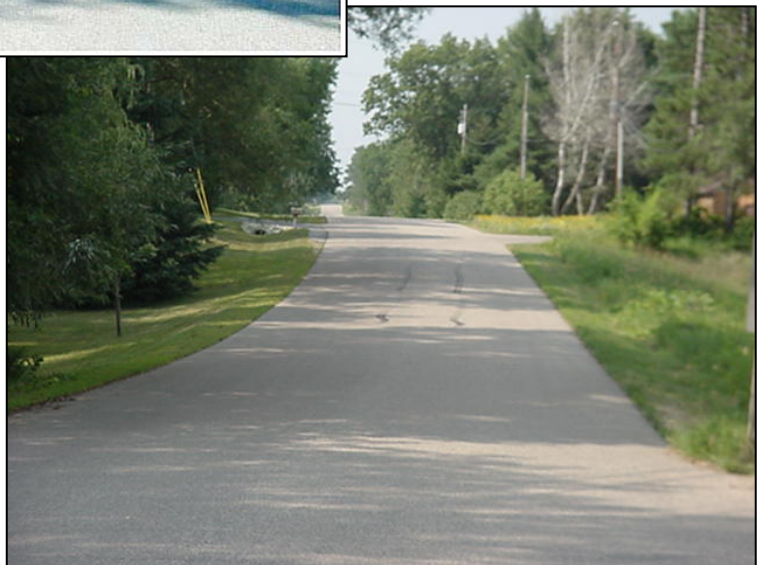
- ♦ Continue to enforce a town building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes (Source: Basic Recommendations).
- ♦ Modify applicable zoning, land division, and building code ordinances to implement town policies for mobile and manufactured homes (Source: Strategy H2, H3).

2.11 Population and Housing Programs

For descriptions of housing programs potentially available to the community, refer to the *Population and Housing* element of the *Waupaca County Inventory and Trends Report*.

3

Transportation



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3. Transportation

3.1 Transportation Plan

The land use patterns of the Town of Dayton, Waupaca County, and the surrounding region are tied together by the transportation system, including roadways, railroads, and trails. Households, businesses, farms, industries, schools, government, and many others all rely on a dependable transportation system to function and to provide linkages to areas beyond their immediate locations. The Town of Dayton's transportation network plays a major role in the efficiency, safety, and overall desirability of the area as a place to live and work. For further detail on transportation in the Town of Dayton and Waupaca County, please refer to Chapter 3 of the *Inventory and Trends Report*.

The Town of Dayton's plan for transportation is to maintain the existing road system, to be prepared for potential development proposals, to ensure that future expansion of the town's road system is cost-effective and preserves rural character, to preserve the town's existing rustic roads, to preserve the mobility and connectivity of local roads, and to improve opportunities for pedestrian and bicycle routes.

As the town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that directs new development to utilize the existing road network to the maximum extent possible. However, this plan also encourages new subdivisions to utilize conservation design which will usually require the construction of new roads, but does a better job of preserving rural character.

In order to balance these competing interests, the town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by requiring the use of area development plans. Over the long term, the town will develop an official map to preserve planned rights-of-way and connections between developed areas. The town will require that potential traffic and road damage impacts are assessed by developers. When new roads are necessary, the town will require that developers bear the cost of constructing new roads to town standards before they are accepted by the town.

With regard to existing county highways, the town is concerned with the increases in traffic along County Highway K south of State Highway 22. This traffic impacts Parfreyville and the surrounding area in the northeast corner of the town. The town has identified this as its primary area for accommodating future residential growth. Prior to the county pursuing planned improvements to County Highway K, the town is interested in exploring possible realignment, designation of other existing roads, or other alternatives to widening this highway and increasing traffic through this historically and environmentally significant portion of the town.

3.2 Planned Transportation Improvements

The Town of Dayton does not currently have a plan for road or other transportation facility improvements. It is a recommendation of this plan that a five-year road improvement plan be developed in the future. Future road improvement plans should attempt to provide integration with the plan for preferred land use. Areas planned for higher density residential growth should receive priority for improvements in order to support such growth. Road improvements that are necessary in areas where agriculture, forestry, and outdoor recreational are planned as primary uses should be accompanied by zoning regulations, access controls, and other growth management tools.

3.3 Comparison with County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Dayton. No planned state or regional transportation improvement projects directly impact the town. One county highway improvement project applies to the town.

As identified in the Waupaca County Five-Year Financial Management Plan, the county is planning to reclaim, shape, and pave County Highway K from the south county line to Radley Road in 2010. The town's plan for land use along this corridor is primarily Agriculture and Woodland Transition. Potential land use conflicts along this corridor should be monitored, as these highway improvements may increase the mobility of the road and the desirability of the adjacent lands as building sites. These forces may compete with the town's desire to keep portions of these lands primarily in agricultural or woodland use. As transition to developed uses takes place, new access points to serve developments should be coordinated between the county, the town, and developers.

Prior to the county pursuing planned improvements to the northern portions of County Highway K, the town is interested in exploring possible realignment, designation of other existing roads, or other possible alternatives to widening this highway and increasing traffic. The town is concerned about integrating highway improvements with its plans for future land use as well as potential impacts to the historic and environmentally significant Parfreyville area.

3.4 Transportation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Objectives

- 1.a. Balance competing community desires (e.g., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, and other transportation features.
- 1.b. Reduce accident exposure by improving deficient roadways.
- 1.c. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.d. Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.
- 1.e. Guide new growth to existing or planned road systems so that new development does not burden the community financially or make inefficient use of tax dollars.
- 1.f. Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance.

Goal 2 Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

Objectives

- 2.a. Work to achieve a coordinated traffic circulation network that conforms to the planned functional classification of roadways.
- 2.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 2.c. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.
- 2.d. Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.
- 2.e. Develop a town bicycle and pedestrian route map that designates corridors that currently can accommodate pedestrian traffic, and/or that designates future routes that should be improved based on anticipated growth.
- 2.f. Coordinate local road improvements with planned growth areas, PASER ratings, and capital improvement plans.

Goal 3 Maintain rural character as often as possible when roads are constructed, re-constructed, and maintained.

Objectives

- 3.a. Encourage the preservation of natural features along County and local roads in conjunction with applicable safety standards and conditions.

3.5 Transportation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- T1 All roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development (Source: Strategy T1).
- T2 Developers shall bear the cost of constructing new roads to town standards before they are accepted as town roads (Source: Strategy T1).
- T3 The community shall consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made (Source: Strategy T7).
- T4 Road maintenance and improvement projects on town roads shall consider the protection and preservation of existing trees, tree canopies, rural character and quality of life in the Town provided that safety and fiscal responsibility are not compromised (Source: ANC4, ANC5, LU2).

Policies: Town Directive

- T5 A five-year road improvement plan shall be maintained and annually updated to identify and prioritize road improvement projects as well as identify potential funding sources (Source: Strategy T5).

- T6 The town shall adopt an official map for parks and transportation facilities, e.g. roads and trails, for purposes of guiding the planning, design, and development of such facilities by the town, state, or as part of future land development projects (Source: T5, T6, UCF7).

Policies: Development Review Criteria

- T8 Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development (Source: Strategy T1, LU9).
- T9 Residential subdivisions and non-residential development proposals shall be designed to include:
- ♦ Trails or sidewalks where applicable
 - ♦ Bicycle routes where appropriate
 - ♦ A safe and efficient system of internal circulation for vehicles and pedestrians
 - ♦ Safe and efficient external collector streets where appropriate
 - ♦ Safe and efficient connections to arterial roads and highways where applicable
 - ♦ Sidewalks, bicycle paths, or trails where appropriate
 - ♦ Connectivity of the street network with adjacent developments
 - ♦ Cul-de-sacs or dead-ends, only where connections to other streets are not possible or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development (Source: Strategy LU9).
- T10 As part of the proposal for and review of major subdivisions, developers shall submit “area development plans” that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy LU9).
- T11 New development shall be placed on the landscape in a fashion that does not block potential road extensions (Source: Strategy T6).
- T12 Dead-end roads and cul-de-sacs shall be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways (Source: Strategy T6).

Recommendations

- ♦ Create an ad-hoc advisory committee to investigate with the Town of Farmington alternative corridor alignments, road designations, and future improvements to County Highway K and provide recommendations to the Town Board and Waupaca County (Source: T5).
- ♦ Actively pursue all available funding, especially federal and state resources, for needed transportation facilities, including funding for non-vehicular facilities (e.g. trails) (Source: Strategy T1).

- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy T1).
- ♦ Create a set of town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1).
- ♦ Require major land divisions and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts (Source: Strategy T1).
- ♦ Adopt a driveway ordinance to implement emergency vehicle access policies (Source: Strategy T3).
- ♦ Utilize the PASER system to update the road improvement plan (Source: Strategy T5).
- ♦ Modify the town's land division ordinance to require that temporary cul-de-sacs are constructed to the outside property line in order to facilitate connection with roads on adjacent properties upon development (Source: Strategy T6).
- ♦ Modify the town's land division ordinance to require the identification of limits of disturbance so that future road extensions are not blocked by construction of buildings (Source: Strategy T6).
- ♦ Modify the applicable land division ordinance to require the submittal of area development plans that identify future road locations on adjacent properties and that identify bicycle and pedestrian routes where appropriate (Source: Strategy T6, T7).
- ♦ Develop an official map to designate future parks and rights-of-way for roads and utilities in areas of expected growth (Source: Strategy T6).

3.6 Transportation Programs

For descriptions of transportation programs potentially available to the community, refer to the *Transportation* element of the *Waupaca County Inventory and Trends Report*.

Additional Programs

Local Roads Improvement Program

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. In order to be eligible for LRIP funds, a unit of government must have a current road improvement plan.

Local Bridge Improvement Assistance Program

The Local Bridge Improvement Assistance program helps rehabilitate and replace, on a cost-shared basis, the most seriously deficient existing local bridges on Wisconsin's local highway systems. Counties, cities, villages, and towns are eligible for rehabilitation funding on bridges with sufficiency ratings less than 80, and replacement funding on bridges with sufficiency ratings less than 50.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software package. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses. Call (800) 442-4615 for more information.

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4 Utilities and Community Facilities



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4. Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

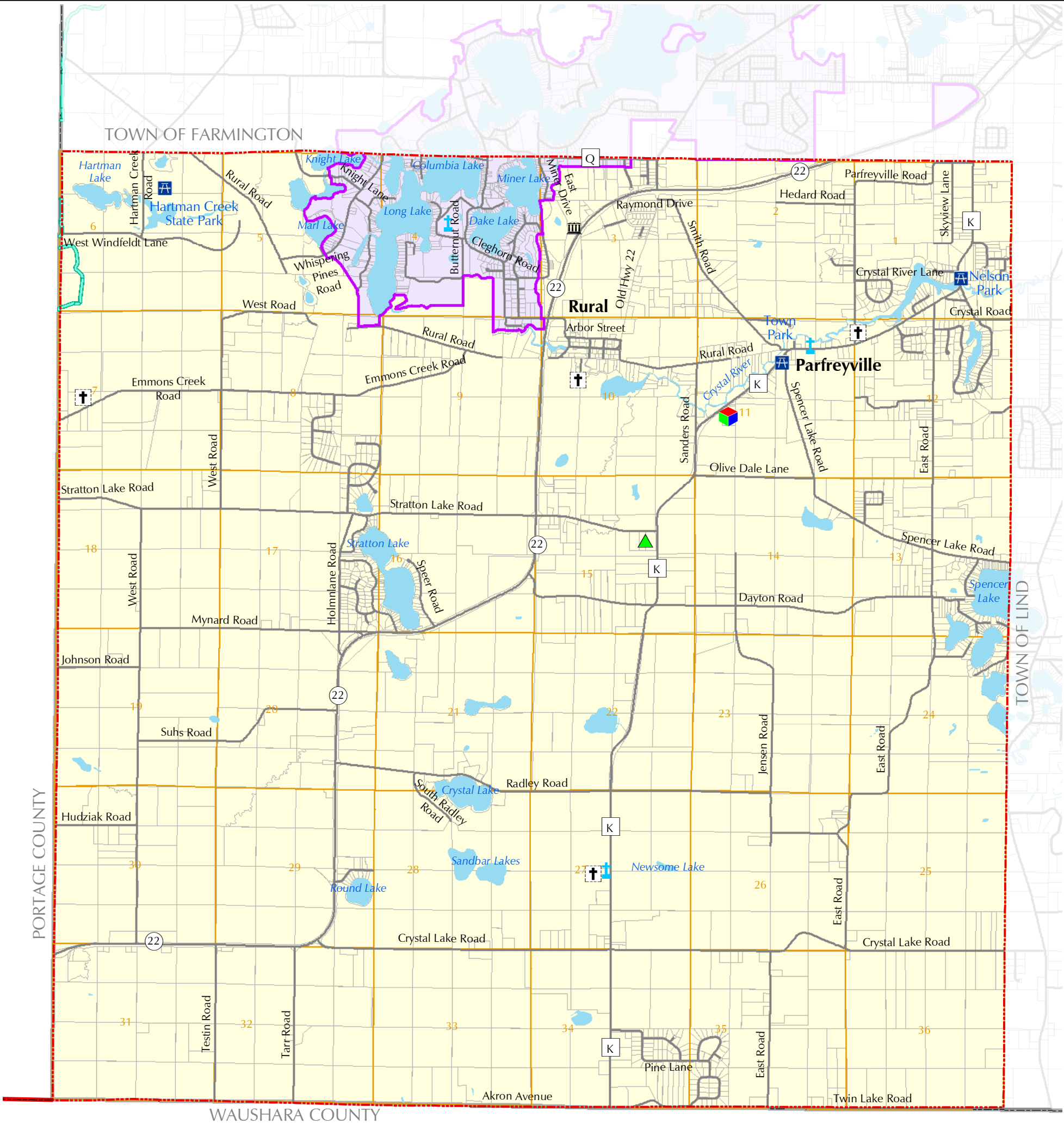
Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Dayton. Local features such as parks, schools, utilities, and protective services help define a community. These facilities and services require substantial investment as supported by the local tax base, user fees, and impact fees. As a result, their availability is determined both by public demand for those facilities and services, and by a community's ability to pay for them. Therefore, potential impacts on the cost and quality of utilities and community facilities need to be considered when making decisions concerning the future conservation and development of the Town of Dayton.

For further detail on existing utilities and community facilities in the Town of Dayton and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-9 displays the locations of existing community facilities and services found in the town.

The Town of Dayton's plan for utilities and community facilities is to monitor needs and the level of service provided (such as police, fire, and ambulance protection, parks, libraries, etc.) on an annual basis and to identify necessary improvements accordingly. Like all communities, the town's primary challenge in this area is to maintain the existing level of services and facilities without creating undue burden on local taxpayers. If future growth does warrant the need for other new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the new development pays directly for the associated costs. The town's plan includes the continuation of cooperative agreements with neighboring governments as well as maintenance of existing facilities in the short term. Over the long term, the town will monitor new development and changes in the delivery of services to ensure that a high level of service is provided.

Some of the town's concerns in the area of community facilities deal with public versus private wastewater treatment. The Chain O' Lakes Sanitary District serves a portion of the Town of Dayton. It is the town's position that new development within or near the district shall be required to connect into the sanitary system. However, the District has indicated that there are no intentions to expand the existing service area into the Town of Dayton, which limits the potential for additional sewered development. In order to encourage utilization of existing facilities and services available in the nearby urban areas (the City of Waupaca and portions of the Town of Farmington), the future land use plan is to designate the northernmost portions of the town, including the area immediately surrounding the Chain O' Lakes Sanitary District and northeast corner of the town, as Rural Residential (RR). These areas are intended to accommodate the most and highest density of residential and commercial development through the planning period. Unless public sewer is offered in this area, this future growth will be served by private onsite wastewater treatment (septic) systems.

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Public Services

- Town Hall
- EMS/Ambulance
- Fire Station
- Garage
- Library
- Police

Community Facilities

- Airport
- Cemetery
- Church
- Community Center
- Daycare
- Hospital
- Health Care Clinic
- Public Parking
- Recycling Center
- School Athletic Facilities
- School - Public
- School - Private
- School District Office
- Senior Center/Elder Care
- US Post Office

Recreation Facilities

- Boat Launch
- Indoor Recreation Facility
- Municipal Open Space
- Park
- Ice Age Trail

Utilities

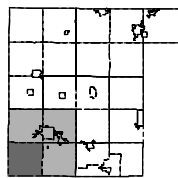
- Dam
- Lift Station
- Stormwater Facility
- Substation
- Telephone Utility
- Tower - Communication
- Water Tower
- Utility Shop/Office
- Wastewater Treatment Plant
- Well
- Waupaca/Chain O' Lakes Sewer Service Area

Roads

- Federal Road
- State Road
- County Road
- Local Road
- Railroads

Base Features

- Rivers and Streams
- Lakes and Ponds
- Cities and Villages
- Sections
- Parcels



Southwest Planning Cluster of Waupaca County

0 0.5 1 1.5 Miles



Foth & Van Dyke

M:\03W009\mxd\ics\sw\ics_dayton11x17.mxd August 28, 2006 Drawn by: KPK1 Checked by: NPS

Map Explanation

This map displays data regarding existing public services and community facilities. Public services shown on this map include basic services, like police protection and street maintenance, that are available to the general public and are funded by public tax dollars or user fees. Community facilities include both public and private facilities that provide other essential services like schools, churches, and health care. Public recreational facilities and public utility sites are also shown.

Most of the features shown on this map identify a particular site where a facility is located, however, this map also shows (if applicable) the approximate service area for public sewer and water. If an official Sewer Service Area is established, then this is included on the map. If no Sewer Service Area has been established, then the area shown was determined based on the location of sewer and water distribution lines, the Existing Land Use map, and local input.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County and Town of St. Lawrence.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

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4.2 Planned Utility and Community Facility Improvements

Comprehensive planning includes identifying the need for expansion, construction, or rehabilitation of utilities and community facilities. In addition to infrastructure needs, there are also service level needs that may arise in the community. For example, additional police service, need for a building inspector, or additional park and recreation services may become necessary.

The Town of Dayton has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-48.

Administrative Facilities and Services

Refer to Section 4.2 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing administrative facilities and services in the Town of Dayton.

Short Term

- ♦ Annually review and assess the need for improvements to the town hall

Long Term

- ♦ Additional outside storage and garage space should be planned.
- ♦ Additional office space should be provided for future full time office staff.
- ♦ Review and assess potential changes to the clerk and treasurer positions; consider combining like the Town of Farmington.
- ♦ Investigate the model of using a town clerk and town administrator in cooperation with other towns or entities.
- ♦ As the population of Dayton increases, demands for town services will increase. This will eventually require the need to staff full time management in certain administrative areas involving planning and operations. Sewer utilities, law enforcement, recreation facilities, road and street maintenance along with general planning will require dedicated management through a full time town planner or supervisor.

Police Services

Refer to Section 4.3 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing police services in the Town of Dayton.

Short Term

- ♦ Maintain current cooperative services with Dayton, Farmington, Waupaca County; including county water patrol

Long Term

- ♦ Planning and intergovernmental cooperation for the town's own future need for police patrol and staffing; explore different options for increased police services (e.g., contract with County Sheriff for additional officers and/or collaboration with surrounding units of government and/or other entities).

- ♦ Possible police station shared with surrounding towns or just Farmington

Fire Protection and EMT/Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services.

Short Term

- ♦ Continue cooperative agreement with Fire District (City of Waupaca, Towns of Waupaca, Lind, Dayton and Farmington).
- ♦ Continue cooperative agreement with Waupaca Area Ambulance District (City of Waupaca, Towns of Waupaca, Lind, Dayton and Farmington).

Long Term

- ♦ Maintain status quo unless growth and increased population demands increased services.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Dayton. No short term or long term recommendations have been identified. Existing schools are anticipated to be adequate to meet the needs of the town over the planning period.

Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Dayton.

Short Term

- ♦ Maintain access to Waupaca Area Public Library.

Long Term

- ♦ Investigate acquisition of land for additional cemetery or more land for cemetery.

Parks and Recreation

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the Town of Dayton.

Short Term

- ♦ Plan park around Dayton Town Hall.
- ♦ Begin to incorporate walking/bicycle paths along major roads.

Long Term

- ♦ Explore the availability of land within the town for possible joint recreational use with the Towns of Farmington and Lind.

Solid Waste and Recycling

Refer to Section 4.7 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing solid waste and recycling service in the Town of Dayton.

Short Term

- ♦ Maintain cooperative recycling agreement with City of Waupaca, Towns of Dayton, Farmington, Waupaca, and Lind.
- ♦ Explore contract with disposal companies on behalf of Dayton residents (not to be placed on the tax roll, but individual contracts negotiated on behalf of the Town).
- ♦ Improve accessibility of recycling center to town residents.

Communication and Power Facilities

Refer to Section 4.8 of the *Inventory and Trends Report* for information on the communication and power facilities that serve the Town of Dayton. No short term or long term recommendations have been identified. Existing communication and power facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County.

Long Term

- ♦ Continue participating with the Chain O' Lakes Sanitary District
- ♦ The planning commission should discuss future sewer service expansion with the present Sanitary District. Development should then be encouraged in these target areas.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County.

Short Term

- ♦ Maintain current state and county wastewater treatment standards.

Public Water

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County.

Short Term

- ♦ Encourage property owners to monitor individual well water quality in concentrated development areas. In particular, bacteria and nitrate tests should be performed regularly.

Long Term

- ♦ Continue landfill study; may have to do some remedial cleanup around former landfill area to improve water quality

Stormwater Management

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Town of Dayton.

Short Term

- ♦ As the population increases more development will take place near and around natural water. Management of stormwater runoff will become increasingly critical to maintaining clean lakes and streams. The town must develop more strict regulations in these areas to encourage proper drainage away from lakes, rivers, and wetlands. Present DNR requirements do not adequately protect the town's natural resources.

Health Care and Child Care Facilities

Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County. No short term or long term recommendations have been identified. Existing health care and child care facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Local Roads and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Waupaca County.

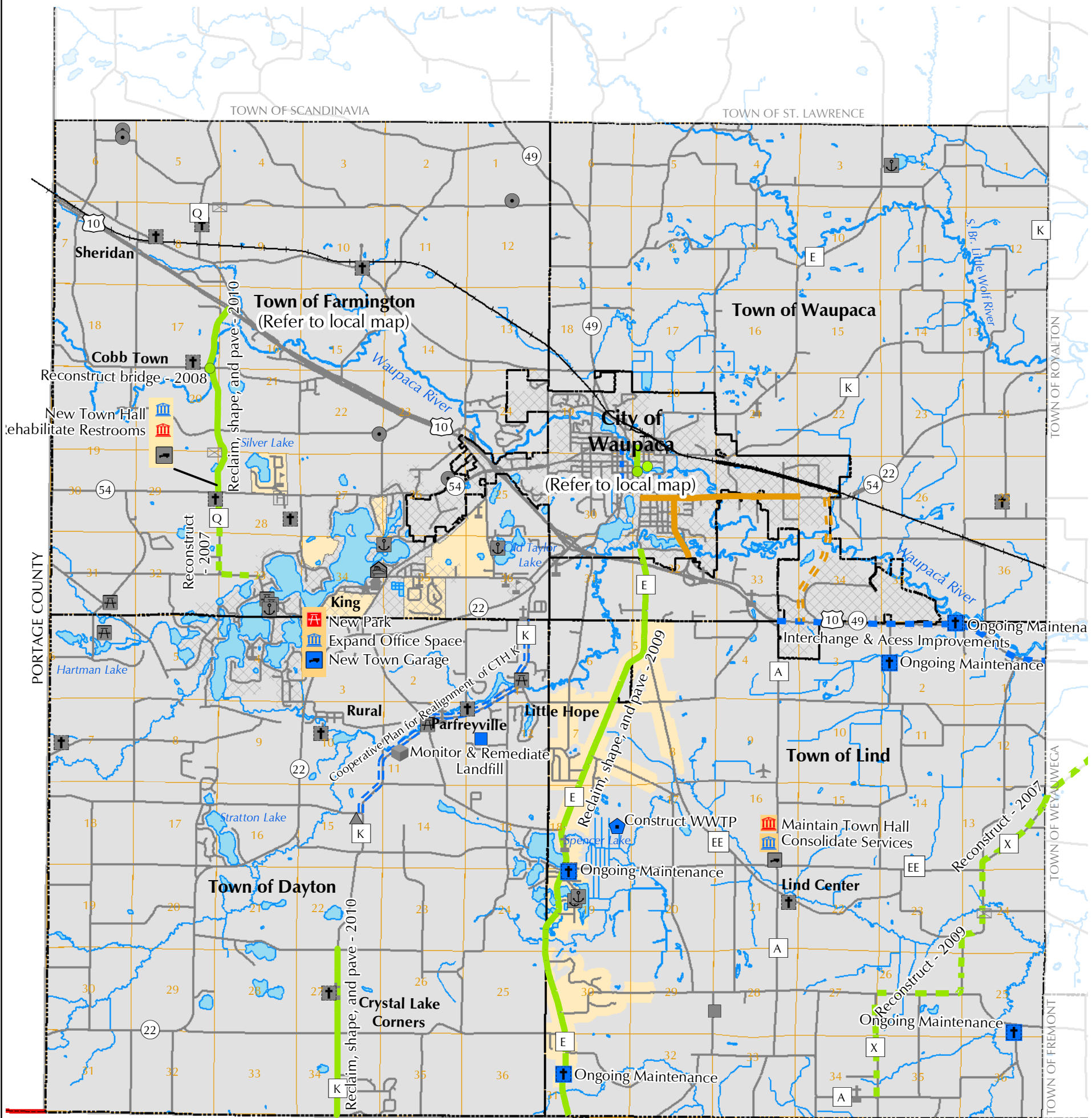
Short Term

- ♦ Continue schedule of bridge replacement and maintenance.
- ♦ Continue to monitor contract with the County for snowplowing and road maintenance.
- ♦ Continue to utilize the PASER system.
- ♦ Maintain rural character by keeping old bridges, preserving road-side trees and understory, and special historic areas.
- ♦ Investigate changing the route of County Highway K to reduce truck traffic through the heavily used Red Mill park area. This is a unique historical area worthy of preservation, and a creative approach to the future maintenance and improvement of County Highway K will benefit future generations.

Long Term

- ♦ Protect and maintain the rural character of all of the town's Rustic Roads by setting special restrictions on: type of building, building setbacks, spacing of driveways, minimum lot sizes, cutting of trees and brush, mowing of road rights-of-way, and speed limits. Encourage bicycle and walking paths in these areas.

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WAUSHARA COUNTY
Map Explanation

PLANNED COMMUNITY FACILITIES & TRANSPORTATION IMPROVEMENTS Southwest Planning Cluster - Waupaca County

Planned Improvements

Local Plans

Short Term

- Community Facility Improvement
- New Road
- Reconstruct Road
- Repair Road

Long Term

- Community Facility Improvement
- New Road
- Reconstruct Road
- Repair Road

Roads

- Federal Road
- State Road
- County Road
- Local Road
- Railroads

Base Features

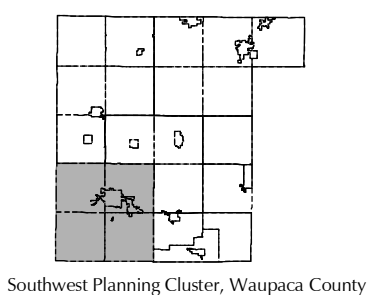
- Rivers and Streams
- Lakes and Ponds
- Municipal Boundary
- Sections

County Plans

- County Facility Improvement
- Other Transportation Project
- New Road
- Reconstruct Road
- Repair Road

State Plans

- New Road
- Reconstruct Road
- Repair Road



Southwest Planning Cluster, Waupaca County

Targeted Sewer Service Areas

Map Explanation

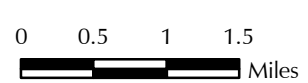
This map displays data regarding planned physical improvements. This map works together with the text of the Utilities and Community Facilities and Transportation elements of the Comprehensive Plan. Existing utilities, facilities, and services are shown in the background, and planned improvement projects are shown as either short term or long term. Nothing on this map commits the community to a particular road, utility, or community facility improvement project, but rather shows the overall plan for potential physical improvements at the time of comprehensive plan adoption.

This map can be used as a reference for comprehensive planning purposes. This map can be used as a guide when making decisions regarding land use and the coordination of growth with infrastructure conditions and improvements. Strategic plans such as park and recreation plans, capital improvement plans, transportation plans, and the like, should be consistent with this map or used to update this map. This map can be used as a reference to monitor community growth and change to determine whether the comprehensive plan has been effectively implemented.

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wis.us> and click on "Comprehensive Planning".



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4.3 Utilities and Community Facilities Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.

Objectives

- 1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development.
- 1.b. Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.c. Improve the efficiency of the delivery of community services and operation of community facilities.
- 1.d. Ensure that fire and emergency service levels are appropriate for the existing and future needs and demands of the town and its land uses.
- 1.e. Monitor the need for increased levels of police and other law enforcement in the town.
- 1.f. Explore opportunities with neighboring communities to provide or improve town facilities, equipment, and services cooperatively.

Goal 2 Promote a variety of recreational opportunities within the community.

Objectives

- 2.a. Continue to work with the City of Waupaca, and other jurisdictions where appropriate, to provide town residents with recreational opportunities.
- 2.b. Monitor the adequacy of access to park and recreational facilities to accommodate town recreational demands.
- 2.c. Evaluate the need for town owned recreational facilities to accommodate anticipated future recreational demands.
- 2.d. Explore opportunities to work with service clubs and organizations for the development and maintenance of recreational facilities and activities.
- 2.e. Maintain and improve existing public access to waterways.
- 2.f. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.
- 2.g. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.

Goal 3 Ensure proper management and disposal of wastewater, grey water, and stormwater to protect groundwater and surface water resources.

Objectives

- 3.a Coordinate development review with Waupaca County relative to private wastewater treatment.
- 3.b Coordinate development review with the Chain O' Lakes Sanitary District where development proposals occur within or directly adjacent to the sanitary district.

4.4 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- UCF1 Commercial development proposals shall provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy ED3).
- UCF2 The cost of a feasibility analysis by the Sanitary District Engineer shall be the responsibility of the applicant (Source: Strategy UCF5).
- UCF3 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and on-site wastewater treatment systems (Source: Strategy ANC4).
- UCF4 A proportional share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and redevelopment actions

made such improvement, extension, or construction necessary (Source: Strategy UCF1).

- UCF5 Impact fees shall be utilized as a source of funding for capital projects (such as transportation facilities, schools, parks, and fire protection improvements) directly attributable to new development (Source: Strategy UCF1).
- UCF6 New utility systems shall be required to be installed underground and located in existing rights-of-way whenever possible (Source: Strategy UCF1).
- UCF7 In locations consistent with the comprehensive plan, the town shall support efforts to expand public recreational resources such as parks, trails, waterway access, public hunting and fishing areas, wildlife viewing areas, and the like (Source: Strategy UCF7).
- UCF8 Community facilities that have available capacity shall be considered for joint use with neighboring communities or community organizations (Source: Strategy UCF8).
- UCF9 The town shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding or rehabilitating community facilities, utilities or services (Source: Strategy UCF8).
- UCF10 The town shall support the clean up and reuse of brownfield sites (Source: Strategy UCF8).
- UCF11 New telecommunication antennas and other devices should be placed on existing towers to the maximum extent possible (Source: Strategy UCF8).
- UCF12 Telecommunication, wind energy, and other utility towers should be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy UCF8).

Policies: Town Directive

- UCF13 The town should increase staffing and professional service levels relative to planning, ordinance development and enforcement, and other governmental services as growth takes place and need warrants (Source: Strategy UCF4).
- UCF14 The town should improve emergency service staffing, training, space, and equipment in order to achieve desired response times and increase the quality of service as growth takes place and need warrants (Source: Strategy UCF4).
- UCF15 The town should support efforts of the local school districts to improve educational services and facilities as growth takes place and need warrants (Source: Strategy UCF4).

- UCF16 The town should support efforts to improve local library facilities and services as growth takes place and need warrants (Source: Strategy UCF4).
- UCF17 The town should work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas (Source: Strategy UCF4).
- UCF18 The town should improve solid waste management and recycling services as growth takes place and need warrants (Source: Strategy UCF4).
- UCF19 Substantial capital expenditures (such as the establishment of new facilities or services, or the major expansion or rehabilitation of existing facilities or services) shall be supported by an approved Capital Improvement Plan (Source: Strategy UCF2).
- UCF20 Funding for parkland acquisition and improvement shall be budgeted annually (Source: Strategy UCF7).
- UCF21 Trail development projects supported by the town shall have a long term development plan that addresses ongoing maintenance and funding, presents solutions for possible trail use conflicts, and enhances opportunities for interconnected trail networks (Source: Strategy UCF7).
- UCF22 Sewer system and other utility assessment policies shall encourage compact growth and discourage scattered development (Source: Strategy UCF8).

Policies: Development Review Criteria

- UCF23 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to the town's rural character as distinguished by locally significant landmarks, shoreline areas, wetlands, floodplains, wildlife habitat, woodlands and existing topography, scenic views and vistas, undeveloped lands, farmlands, aesthetically pleasing landscapes and buildings, limited light pollution, and the quiet enjoyment of these features provided that safety and fiscal responsibility are not compromised (Source: Strategy LU2).
- UCF24 For proposed land divisions within 1,000 feet of the Chain O' Lakes Sanitary District and Sewer Service Area, the developer should prepare an assessment at the expense of the developer to determine the feasibility and cost of extending sewer service to serve the proposed land division (Source: Strategy UCF5).
- UCF25 Proposed land divisions within 1,000 feet of the Chain O' Lakes Sanitary District and Sewer Service Area should not be approved by the town unless the sewer connection feasibility assessment has been completed and confirmation has been received from the Sanitary District (Source: Strategy UCF3, UCF4).
- UCF26 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy ANC4).

- UCF27 New development in areas designated as SR, SHR, RCM, RC, and AWT on the Preferred Land Use Plan Map shall include appropriate and adequate stormwater management facilities approved by the town (Source: Strategy ANC4).
- UCF28 Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security (Source: Strategy LU9).
- UCF29 Suitable lands for neighborhood parks should be incorporated into the design of new residential subdivisions (Source: Strategy UCF1).
- UCF30 New development shall not be approved unless it is first determined that adequate public facilities and services are currently available, are planned for the future, or are proposed for expansion or improvement as part of the development (Source: Strategy UCF2).
- UCF31 New on-site sewage treatment facilities shall not be allowed in the Sewer Service Area of the Chain O' Lakes Sanitary District (Source: Strategy UCF8).
- UCF32 Existing on-site sewage treatment systems shall be connected with sanitary sewer service when it becomes available (Source: Strategy UCF8).

Recommendations

- ♦ Evaluate and provide constructive feedback to Waupaca County on services provided to the town (Source: Strategy UCF3).
- ♦ Assess capacity and needs with regard to public facilities and services and public administration buildings every five years (Source: Strategy UCF4).
- ♦ Assess town staffing, equipment, and training levels annually (Source: Strategy UCF4).
- ♦ Evaluate fire protection staffing, training, and equipment needs annually (Source: Strategy UCF4).
- ♦ Require major land divisions and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).
- ♦ Conduct an impact fee needs assessment study and develop an impact fee ordinance for parks and other community facilities (Source: Strategy UCF1).
- ♦ Modify existing land division and adopt impact fee ordinances to comply with Wisconsin Act 477 regarding exactions for parks and recreational facilities (Source: Strategy UCF1).

- ♦ Create and maintain a five-year capital improvement plan that includes all road, utility, park, and other community service capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available (Source: Strategy UCF2).
- ♦ Develop an official map to designate planned future parks and trails and maintain open space and parkland through dedications, acquisitions and zoning (Source: Strategy UCF7).

4.5 Utilities and Community Facilities Programs

For descriptions of utilities and community facilities programs potentially available to the community, refer to the *Utilities and Community Facilities* element of the *Waupaca County Inventory and Trends Report*.

Additional Plans & Programs

Waupaca Chain O' Lakes Sewer Service Area Plan Update, 1999

This plan was created as an update to the 1985 Waupaca Sewer Service Area Plan and the 1985 Chain O' Lakes Sewer Service Area Plan. The plan marked the merge of the two areas into one Sewer Service Area, as a regional treatment facility was constructed to serve both. The plan provides recommendations for guiding future growth and for the maintenance and operation of the regional wastewater treatment system.

Waupaca Area Stormwater Management and Land Use Development Plan, 1998

This was a cooperative planning effort between the City of Waupaca and the Towns of Dayton, Farmington, and Waupaca. The plan includes strategies for stormwater management and land use. It includes an inventory of existing conditions and an analysis of environmental factors that impact growth and development.

Towns of Farmington, Dayton, and Lind Landfill Remediation

The Towns of Farmington, Dayton, and Lind operated a shared landfill from 1970 to 1990, and continue to work cooperatively to ensure the proper environmental monitoring and remediation of the facility. Volatile organic compounds were found in monitoring wells and in nearby private wells in the late 1990s. The towns divide the ongoing costs based on their populations at the time the landfill was open.

5 Agricultural, Natural, and Cultural Resources



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5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

Land development patterns are directly linked to the agricultural, natural, and cultural resource base of a community. This resource base has limitations with respect to the potential impacts of development activities. Development should be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. If a balance is not maintained, the underlying resource base may deteriorate in quality. Therefore, these features need to be considered when making decisions concerning the future conservation and development of the Town of Dayton. For further detail on agricultural, natural, and cultural resources in the Town of Dayton and Waupaca County, please refer to Chapter 5 of the *Inventory and Trends Report*.

Agricultural Resources

The Town of Dayton's plan for agricultural resources is to protect active farms and the right to farm while also allowing reasonable options for residential development of rural lands. A key agricultural recommendation is to establish a setback that keeps new residential development at least 500 feet away from active livestock farms. According to the Existing Land Use Map (Map 8-9), there were 6,889 acres of farmland in the town in 2004. However, most of that land is irrigated farmland (3,960 acres), and, unlike many other Waupaca County towns, only a small amount that is comprised of "prime agricultural" soils (1,438 acres). A variety of agriculture operations conduct business in the town and primarily include cash cropping and vegetable farming especially associated with irrigated lands. Dairy has a small presence in the town, as there were only three dairy farms remaining as of 2004. Hobby farms are also common throughout the town, and should be recognized as a component of the town's agricultural base.

Irrigated agriculture lands hold a special status in the Town of Dayton. Irrigated cropland brings with it unique land management and planning implications. Irrigated lands represent substantial infrastructure investments that turn otherwise unproductive land into reliable areas for vegetable production. Because such a substantial investment has been made to create these productive lands, it is unlikely that they will be converted to other non-agricultural uses during the planning period unless the value of such land increases significantly such that other non-agricultural uses become more financially desirable and feasible. Today, unlike many other types of farmland, the market value of irrigated land is as much as, if not more than, the value of the land for development. Irrigated croplands are associated with intensive land management activities that can have impacts on the environment. Irrigated lands in Waupaca County are intensively treated with agricultural chemicals and withdraw substantial amounts of groundwater. These factors may negatively impact neighboring land uses in the absence of appropriate land use planning.

Regardless of the amount of irrigated and total farmland in the town, the majority opinion of the Planning Committee is that, by the end of the planning period, farming is not expected to be as important in the town's future as it once was in the past. This sentiment is reflected in the

preferred land use plan where most of the town's agricultural lands have been mapped as either Rural Residential (RR) or Agriculture and Woodland Transition (AWT). The AWT classification allows existing agricultural uses and farm operations to continue, but it also allows these lands to transition to other uses like hobby farms, recreational lands, and low-density residential development.

Natural and Cultural Resources

The Town of Dayton's plan for natural and cultural resources is to maintain and protect the vast amount of natural resources that provide the foundation for the town's rural character and quality of life. Key goals and objectives are centered on requiring developers to consider potential natural and cultural resources impacts and encouraging the preservation of natural buffers and building setbacks between intensive land uses and surface water features. Natural resources are abundant in the town and are highly valued by the town's residents. Protection of the town's lakes, surface water and groundwater is of primary concern as reflected in the town's natural resources goals and objectives, and the results of the planning process surveys (see Appendix B). Substantial natural and cultural resources are present in the town and include the following:

- ♦ 9,394 acres of woodlands (including 4,086 acres of Managed Forest Land enrollments),
- ♦ 1,111 acres of surface water including the Waupaca Chain O' Lakes, Stratton Lake, Spencer Lake, the Crystal River, and Emmons, Hartman, and Radley Creeks
- ♦ Hartman Creek State Park
- ♦ The Radley Creek and Emmons Creek State Fisheries Areas
- ♦ The Mud Lake-Radley Creek Savanna and Pope Lake State Natural Areas
- ♦ Numerous archeological campsites and burial mounds
- ♦ The Rural on the Crystal River Historic District
- ♦ The scenic beauty and rural character of the town.

The town plans to achieve many of its goals and objectives for agricultural, natural, and cultural resources primarily through the use of conservation and cluster land division design (refer to Appendix A) and through the use of site planning. Other recommended tools for protecting agriculture, natural resources, and cultural resources include a maximum residential lot size, the zoning map, and a possible transfer or purchase of development rights program. In addition, the town will require substantial development proposals to assess potential natural and cultural resources impacts and submit multiple site development alternatives. Tools specifically recommended for cultural resources include maintaining the inventory of historic and archeological sites and creating a historic preservation ordinance. The agricultural, natural, and cultural resources policies and recommendations detail the town's recommended use of these implementation tools.

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.

Objectives

- 1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Allow for farming expansion in areas where conflict with existing residential land uses can be prevented.
- 1.c. Protect the investments made, in both public infrastructure (roads) and private lands and improvements, that support the agriculture industry.
- 1.d. Allow for the opportunity to accommodate creative and unique forms of agriculture.
- 1.e. Increase awareness relative to the importance of protecting the viability of the local agricultural industry.
- 1.f. Strive to reduce the rate of productive farmland being converted to non-agricultural development.
- 1.g. Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.
- 1.h. Encourage farmers to follow Best Management Practices to minimize erosion and groundwater and surface water contamination.

Goal 2 Balance future development with the protection of natural resources.

Objectives

- 2.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.
- 2.b. Direct future growth away from wetlands, floodplains, and environmentally sensitive areas.
- 2.c. Promote the use of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP) and conservation easements.
- 2.d. Encourage open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Goal 3 Protect groundwater quality and quantity.

Objectives

- 3.a. Decrease non-point source water pollution.
- 3.b. Support data collection and monitoring efforts that further the understanding of factors influencing the quantity, quality and flow patterns of groundwater.

Goal 4 Preserve surface water quality including lakes, ponds, flowages, rivers, and streams.

Objectives

- 4.a. Decrease point source and non-point source water pollution.
- 4.b. Encourage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.
- 4.c. Develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.
- 4.d. Limit inappropriate use of phosphorous.

Goal 5 Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives

- 5.a. Conserve large contiguous wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.
- 5.b. Consider the use of conservation land division design, which reduces further forest fragmentation.

Goal 6 Balance future needs for the extraction of mineral resources with potential adverse impacts on the community.

Objectives

- 6.a. Encourage the registration of known economically viable non-metallic mineral deposits.
- 6.b. Promote the consistent regulation of extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.

Goal 7 Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.

Objectives

- 7.a. Consider the potential impacts of development proposals on those features that the town values as a part of its character and identity.
- 7.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.
- 7.c. Consider light and noise pollution when evaluating proposed commercial or industrial development.

Goal 8 Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Objectives

- 8.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
- 8.b. Consider the potential impacts of development proposals on historical and archaeological resources.
- 8.c. Encourage efforts that promote the history, culture, and heritage of the town.

5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- ANC1 Conservation or cluster design should be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, cultural resources (such as historic and archeological sites), and green space while accommodating residential development (Source: Strategy ANC1, ANC4, LU6).
- ANC2 The rezoning of agricultural land for residential or commercial use shall be consistent with the 2030 Preferred Land Use Plan map (Source: Strategy ANC1, ANC2).

- ANC3 Development occurring within or near natural resources, historic sites, or archeological sites shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy LU2).
- ANC4 The Town of Dayton permits properly conducted agricultural operations. Owners of property in areas suitable for agricultural use (such as AWT) or adjacent to such areas should expect that they would be subject to conditions arising from such agricultural operations. Conditions may include, but are not limited to exposure to: noise; lights; fumes; dust; smoke; insects; chemicals; machinery operations, including aircraft, during any hour of day or night; storage and land application of manure; and application by spraying or other means of chemical pesticides, fertilizers, and other soil amendments. The conditions described may occur as a result of any agricultural operation that is in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector (Source: Strategy ANC2).
- ANC5 Wisconsin Department of Natural Resources Best Management Practices shall be utilized to the maximum extent possible for activities approved in the town's forests and wetlands (Source: Strategy ANC4).
- ANC6 The town shall pursue the enhancement of the "Rural on the Crystal River Historic District", including the development of appropriate development regulations to protect and preserve the integrity and compatibility of both new and existing structures, as well as the appearance and rural character of this area (Source: ANC8, LU2, LU10).

Policies: Development Review Criteria

- ANC7 Land divisions approved in areas designated with the preferred land use classification of AWT shall bear the right to farm policy on the face of the recording instrument (Source: Strategy ANC2).
- ANC8 Development proposals in SHR areas shall demonstrate compliance with the Waupaca County Shoreland Zoning Ordinance and Shoreland Protection Manual (Source: Strategy ANC4).
- ANC9 Development proposals shall provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, woodlands (Source: Strategy ANC4).

Site Planning

- ANC10 New non-farm residential development shall be placed on the landscape in a fashion that preserves productive farmland, reduces farmland fragmentation, and prevents conflicts between agricultural and residential land uses (Source: Strategy LU2, ANC4).

ANC11 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy LU2).

ANC12 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to historic and archeological sites (Source: Strategy LU2).

ANC13 Development occurring within or near natural and/or cultural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4, LU2).

Residential/agricultural land use conflicts

ANC14 The establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units should comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management pursuant to Act 235 and subsequent administrative rules and the land use classifications of the Preferred Land Use Plan Map (Source: Strategy LU9).

Conservation Land Divisions

ANC15 Conservation or cluster land divisions in the town shall be designed to protect existing rural features, whether they are active farms or other agricultural operations, shoreline areas, wetlands, floodplains, wildlife habitat, scenic vistas, and existing topography (Source: Strategy ANC1).

ANC16 Conservation or cluster land divisions that incorporate Resource Protection (RP) areas shall be designed to protect the related natural and/or cultural resources (Source: Strategy ANC4).

ANC17 At a minimum, the following characteristics shall be used to define a conservation or cluster design development:

- Residential lots or building sites are concentrated and grouped.
- There are residual lands that are reserved for green space.
- The lot size is reduced from what is normally required.
- Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC3).

ANC18 Conservation or cluster design concepts shall be utilized in proposed major land divisions to minimize the negative impacts on active farm operations and the overall rural character of the town, including natural resources, green space, farmland, woodlands, and scenic beauty while accommodating residential development (Source: Strategy ANC5).

Recommendations

- ♦ Work with Waupaca County to modify county zoning and land division ordinances to include maximum residential density requirements, maximum residential lot size requirements, and site planning and limits of disturbance regulations to achieve the preservation of agricultural lands, protect the right to farm, and protect natural resources and green space (Source: Strategy ANC1, ANC2).
- ♦ Encourage major land divisions to utilize conservation or cluster design for the preservation of agricultural lands (Source: Strategy ANC1).
- ♦ Work with Waupaca County to create a county-wide purchase or transfer of development rights program (Source: Strategy ANC1).
- ♦ Require major land divisions and other substantial development projects to submit an assessment of potential natural resources impacts as part of the development review process (Source: Strategy ANC4).
- ♦ Modify local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements (Source: Strategy ANC4).

5.4 Agricultural, Natural, and Cultural Resources Programs

For descriptions of agricultural, natural and cultural resources programs potentially available to the community, refer to the *Agricultural, Natural and Cultural Resources* element of the *Waupaca County Inventory and Trends Report*.

6

Economic Development



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6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the Town of Dayton related to economic development include enhancing the community's competitiveness for attracting and retaining businesses, establishing commercial and industrial development policies, encouraging sustainable development, creating jobs, increasing wages, enhancing worker training, and improving overall quality of life. All of these issues affect residents of the Town of Dayton and are addressed directly or indirectly in the comprehensive plan.

The reason to plan for economic development is straight-forward - economic development provides income for individuals, households, farms, businesses, and units of government. It requires working together to maintain a strong economy by creating and retaining desirable jobs which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so a community can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being. Well planned economic development expenditures are a community investment. They leverage new growth and redevelopment to improve the area. Influencing and investing in the process of economic development allows community members to determine future direction and guide appropriate types of development according to their values.

Successful plans for economic development acknowledge the importance of:

- ♦ Knowing the region's economic function in the global economy
- ♦ Creating a skilled and educated workforce
- ♦ Investing in an infrastructure for innovation
- ♦ Creating a great quality of life
- ♦ Fostering an innovative business climate
- ♦ Increased use of technology and cooperation to increase government efficiency
- ♦ Taking regional governance and collaboration seriously

The Town of Dayton's plan for economic development is to maintain the quality of life that attracts residents, visitors, and businesses to the area, to maintain a supply of land that is suitable for commercial development, and to ensure that future commercial development uses quality construction and site design that preserve the rural character of the community. One of the biggest employers in Waupaca County, the Wisconsin Veteran's Home at King, is located immediately north of and adjacent to the Town of Dayton along County Highway QQ. Other business and employment opportunities are stimulated both by the close proximity of the City of Waupaca and by the presence of the rural hamlet of King. Tourist oriented retail business is characteristic of the King area and supported by the Chain O' Lakes as a popular destination.

Some of the top issues and opportunities identified during the planning process center on economic development. The town is concerned with the amount and design of commercial

development, the potential for light and noise pollution, the potential for “big box” retail and the negative economic and environmental impacts that might accompany such development, and the notion that industrial development should be directed elsewhere in the region (primarily toward the City of Waupaca), where there are adequate urban services. In order to address these issues and opportunities and to implement the town’s plan for economic development, this plan includes recommendations to develop a site and architectural design review ordinance. Commercial development will be required to meet certain standards for building and site design as guided by the town’s economic development policies.

While business development will continue to flourish in and around the urban areas around the City of Waupaca, the town does not anticipate the need to actively pursue business retention or recruitment activities. However, the town does anticipate that new business development will occur. The areas planned for future commercial and other business development are along County Highway QQ north of State Highway 22, and, along State Highway 22 from the unincorporated Rural Historic District north to the Town of Farmington.

6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Dayton. For further information on economic development in the Town of Dayton and Waupaca County, please refer to Chapter 6 of the *Inventory and Trends Report*.

Educational Attainment

Table 6-1 displays the educational attainment level of Waupaca County and Town of Dayton residents who were age 25 and older in 2000. The educational attainment level of persons within a community can provide insight into household income, job availability, and the economic well being of the community. Lower educational attainment levels in a community can be a hindrance to attracting certain types of businesses, typically those that require highly specialized technical skills and upper management positions.

Table 6-1
Educational Attainment of Persons Age 25 and Over, Waupaca County
and Town of Dayton, 2000

Attainment Level	T. Dayton		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	56	3.0%	2,175	6.3%
9th grade to 12th grade, no diploma	160	8.6%	3,847	11.1%
High school graduate (includes equivalency)	690	36.9%	15,148	43.6%
Some college, no degree	395	21.1%	6,333	18.2%
Associate degree	131	7.0%	2,067	6.0%
Bachelor's degree	315	16.8%	3,716	10.7%
Graduate or professional degree	123	6.6%	1,440	4.1%
Total Persons 25 and over	1,870	100.0%	34,726	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Educational attainment for the Town of Dayton as measured in 2000 is comparable to that of the county. A smaller proportion of people in the town had high school diplomas, but a larger proportion of people had a bachelor's degree or higher than in Waupaca County as a whole. These data show that Town of Dayton residents are able to participate in all levels of the local and regional workforce, and that the community is relatively better equipped for positions requiring bachelor, graduate, or professional degrees.

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-2 displays the number and percent of employed persons by industry group in the Town of Dayton, Waupaca County, and the State of Wisconsin for 2000.

Table 6-2
Employment by Industry, Town of Dayton, Waupaca County, and
Wisconsin, 2000

Industry	T. Dayton		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	28	2.1%	1,216	4.8%
Construction	97	7.2%	1,686	6.6%
Manufacturing	285	21.2%	7,393	29.1%
Wholesale trade	32	2.4%	721	2.8%
Retail trade	187	13.9%	2,624	10.3%
Transportation and warehousing, and utilities	44	3.3%	942	3.7%
Information	56	4.2%	900	3.5%
Finance, insurance, real estate, and rental and leasing	51	3.8%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	74	5.5%	950	3.7%
Educational, health and social services	302	22.5%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	95	7.1%	1,652	6.5%
Other services (except public administration)	56	4.2%	883	3.5%
Public administration	38	2.8%	759	3.0%
Total	1,345	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Of the 1,345 Town of Dayton residents employed in 2000, most worked in the educational, health, and social services, manufacturing, and retail sectors. The breakdown of employment by industry sector in the town is very similar to that of Waupaca County as a whole, with some key distinctions. Notably larger proportions of town employment are found in the retail trade and the education, health, and social services sectors. These likely reflect the presence of the Wisconsin Veteran's Home at King (one of the largest employers in Waupaca County) and the popular tourism based retail shopping area of King; both located adjacent to Dayton in the Town of Farmington.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3
Employment by Occupation, Town of Dayton, Waupaca County, and
Wisconsin, 2000

Occupation	T. Dayton		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	378	28.1%	6,438	25.4%
Service occupations	208	15.5%	3,710	14.6%
Sales and office occupations	292	21.7%	5,456	21.5%
Farming, fishing, and forestry occupations	6	0.4%	403	1.6%
Construction, extraction, and maintenance occupations	154	11.4%	2,592	10.2%
Production, transportation, and material moving occupations	307	22.8%	6,771	26.7%
Total	1,345	100.0%	25,370	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Overall, employment by occupation in the Town of Dayton is very similar to that of Waupaca County. The slightly larger proportion of management, professional, and related occupations, service occupations, and sales and office occupations is logical given the differences in educational attainment and employment by industry sector.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Dayton and its economy provide some initial direction for future economic development planning. Strengths should be promoted, and new development that fits well with these features should be encouraged. Weaknesses should be improved upon or further analyzed, and new development that would exacerbate weaknesses should be discouraged. The economic strengths and weaknesses of the town are as follows:

Strengths

- ♦ Natural Resources
- ♦ Elementary and Secondary Schools
- ♦ Industrial Parks
- ♦ U.S., State, County and Local Road Networks
- ♦ Central Wisconsin Railroad
- ♦ Regional and Local Airports
- ♦ Fox Valley Technical College Campuses
- ♦ Fox Valley Workforce Development
- ♦ Chambers of Commerce
- ♦ Skilled and Experienced Workforce
- ♦ Sewer and Water Infrastructure

- ♦ Electric and Gas Infrastructure
- ♦ Communications Infrastructure
- ♦ Waupaca County Economic Development Corp.
- ♦ Small Business Development Centers
- ♦ Wisconsin Department of Commerce Programs
- ♦ Wisconsin Department of Transportation Programs
- ♦ Regional and Local Financial Institutions
- ♦ County and Local Governments
- ♦ Revolving Loan Funds
- ♦ Tax Incremental Finance Districts
- ♦ Manufacturing Industry
- ♦ Tourism Industry
- ♦ Dairy Industry

Weaknesses

- ♦ Lack of Population Diversity
- ♦ Lack of Business Diversity
- ♦ Risk Averse Nature of Residents
- ♦ Lack of Capital/Financial Network for Entrepreneurs
- ♦ Perception of Tax Climate
- ♦ Lack of Collaborative Efforts Between Governments
- ♦ Lack of Available Employment Opportunities for College Graduates
- ♦ Small Percentage of Workforce with Bachelors or Graduate Degrees
- ♦ Corporate Headquarters Located Outside County/Region for Several Major Employers
- ♦ Aging Workforce

6.4 Desired Businesses

Similar to most communities in Waupaca County, the Town of Dayton would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of business in the Town of Dayton include, but are not necessarily limited to:

- ♦ Businesses that retain the rural character of the community.
- ♦ Businesses that do not cause or contribute to the deterioration of the rural character and appearance of the Town of Dayton.
- ♦ Businesses that utilize high quality and attractive building and landscape design.
- ♦ Businesses that utilize well planned site design and traffic circulation.
- ♦ Businesses that provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ♦ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ♦ Businesses that provide quality employment for local citizens.
- ♦ Businesses that support existing employers with value adding services or processes.

- ♦ Businesses that bring new cash flow into the community.
- ♦ Businesses that fill a unique niche in the town and complement economic development efforts in the City of Waupaca.
- ♦ Businesses that capitalize on community strengths.
- ♦ Businesses that do not exacerbate community weaknesses.

6.5 Sites for Business and Industrial Development

The areas planned for business and commercial development are detailed on the preferred land use map (Map 8-47) for the Town of Dayton. Rural Crossroads Mixed Use (RCM) is the primary classification for the area of future commercial development along County Highway QQ north of State Highway 22. This area is essentially an extension of the RCM area designated around King and the Waupaca High School in the Town of Farmington. Rural Commercial (RC) has been mapped along State Highway 22 north of the Rural Historic District to the town line with Farmington. Existing development occupies a portion of these areas, but there are opportunities for infill, redevelopment, and expansion into undeveloped areas. There is also potential for commercial land use in Agriculture and Woodland Transition (AWT) areas which occupy vast portions of the town, but such uses must be in character with and appropriate for the rural surroundings. Home based businesses may also be approved in the town's residential and rural areas.

Environmentally Contaminated Sites

Brownfields, or environmentally contaminated sites, may also be good candidates for clean-up and reuse for business or industrial development. The WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) has been reviewed for contaminated sites that may be candidates for redevelopment in the community. For the Town of Dayton, as of March 2007, there was a total of two sites identified by BRRTS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary). One site is identified as an Environmental Repair (ERP) site for the Dayton Town Landfill and the other site is identified as a Leaking Underground Storage Tank (LUST) site for the Wellers Store. The status of these sites should be further reviewed by the town for potential reuse or redevelopment.

6.6 Economic Development Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Maintain, enhance, and diversify the economy consistent with other community goals and objectives in order to provide a stable economic base.

Objectives

- 1.a. Maintain and support agriculture, professional services, manufacturing, tourism, and related support services as strong components of the local economy in appropriate locations.
- 1.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 1.c. Encourage efforts that distinguish and promote features unique to the town in order to compete with neighboring communities.
- 1.d. Promote the economic development of the region as a whole by supporting the efforts of the Waupaca County Economic Development Corporation, where appropriate.
- 1.e. Support business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
- 1.f. Support local employment of area citizens, especially efforts that create

6.7 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words "will" or "should" are advisory and intended to serve as a guide. "Will" statements are considered to be strong guidelines, while "should" statements are considered loose guidelines. The town's policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

ED1 The community shall support new business development and existing business expansion and retention efforts that are consistent with the comprehensive plan (Source: Strategy ED1).

- ED2 The town shall work with the Waupaca County Economic Development Corporation as a resource to achieve its economic development goals and objectives (Source: Strategy ED1).
- ED3 The town should actively pursue increased participation in the local Chamber of Commerce and the Waupaca County Economic Development Corporation (Source: Strategy ED1).
- ED4 The town should support future economic development export businesses that produce goods and services within the Waupaca area but are sold primarily to outside markets (Source: Strategy ED1).
- ED5 The town should encourage businesses that provide educational and training programs, require skilled workers, and provide higher paying jobs in the Waupaca area (Source: Strategy ED1).
- ED6 The town should pursue economic development efforts that strengthen and diversify the existing economic base (Source: Strategy ED2).

Policies: Town Directive

- ED7 The town should support and participate in public-private partnerships that connect the workforce development needs of local business and industry with high school and technical school skills training programs (Source: Strategy UCF4).
- ED8 The town should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway 22 and Highway QQ corridors consistent with the land use classifications shown on the 2030 Preferred Land Use Plan map (Source: Strategy UCF2).

Policies: Development Review Criteria

- ED9 New commercial development shall employ site and building designs that include:
- ♦ Attractive signage and building architecture
 - ♦ Shared highway access points
 - ♦ Screened parking and loading areas
 - ♦ Screened mechanicals
 - ♦ Landscaping
 - ♦ Lighting that does not spill over to adjacent properties
 - ♦ Efficient traffic and pedestrian flow (Source: Strategy ED3, LU10).

Recommendations

- ♦ Establish requirements for site plan approval of proposed commercial, institutional, and multi-family residential developments (Source: Strategy ED3).

- ♦ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ED3).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site and building design policies (Source: Strategy ED3).

6.8 Economic Development Programs

For descriptions of economic development programs potentially available to the community, refer to the *Economic Development* element of the *Waupaca County Inventory and Trends Report*.

7 Intergovernmental Cooperation



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7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Dayton, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Dayton and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Dayton's plan for intergovernmental cooperation is to continue to rely on intergovernmental arrangements for the efficient provision of community facilities and services, to improve the planning and regulation of development along community boundaries, and to continue ongoing communication with other units of government. Dayton has been involved in intergovernmental cooperation with Waupaca County, neighboring towns, and the City of Waupaca for many years, but hopes to build on these past successes to accomplish even more in the future.

In order to implement the town's plan for intergovernmental cooperation, this plan recommends continuing to meet and plan together on a multi-jurisdictional basis. Over the long term, the town may pursue a cooperative boundary plan along the common boundaries with Farmington along County Highway QQ and State Highway 22. The town will continue to support the consolidation and sharing of services and facilities where there are sustainable benefits to town taxpayers.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the town.

- ♦ Agreement establishing Waupaca Area Fire District, 1999
This agreement documents the creation of, and Dayton's participation in, the Waupaca Area Fire District. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the fire district's budgeted costs.

- ♦ Cooperation agreement for Waupaca Regional Recycling/Composting Center, 1990
This agreement documents Dayton's participation in the Waupaca Regional Recycling/Composting Center. It establishes a commission and sets forth operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the center's budgeted costs.
- ♦ Agreement for youth recreation funding with City of Waupaca and Towns of Dayton and Waupaca, 2001
This agreement establishes a funding formula for providing youth recreation programs that are utilized by residents of each community. The funding formula applied to the town is based on population. The town is also provided representation on the city's Park and Recreation Board.

7.3 Analysis of the Relationship with School Districts and Adjacent Local Governmental Units

School Districts

The Town of Dayton is located within the Waupaca and Wild Rose School Districts. Waupaca County and its communities maintain cooperative relationships with their school districts. Partnership between the county, municipalities, and schools is evidenced in the Waupaca County Charter School. Several school districts coordinate together in partnership with the Waupaca County Health and Human Services Department to provide this facility. Partnership between communities and schools is seen in the use of school athletic facilities that are open for use by community members. School districts have played a key role in the comprehensive planning project by allowing the use of their facilities. The county's high schools contained some of the only public spaces large enough to host the regional cluster meetings. The town participated in the development of the Waupaca High School Neighborhood Development Plan, which was adopted in 1999.

Lake Protection and Sanitary Districts

The Chain O' Lakes Sanitary and Lake Protection Districts include portions of the Town of Dayton. The town maintains ongoing communication with these districts, and several of the policies and recommendations of this plan are geared toward maintaining and improving those communications. Encouraging future growth and development to occur within the Sanitary District is important to the town and will require a cooperative approach. Refer to the *Utilities and Community Facilities* element for the related policies and recommendations.

Adjacent Local Governments

The Town of Dayton's relationships with other units of local government are generally very good. The town actively participates in intergovernmental cooperation as evidenced by its many intergovernmental agreements. The town has recorded agreements with Waupaca County, the City of Waupaca, and the Towns of Farmington and Lind. Existing agreements are generally for

shared services in the areas of youth recreation programs, road maintenance, fire service, emergency services, and recycling.

Key opportunities for improved intergovernmental relationships with adjacent local governments include cooperative planning with the City of Waupaca and Town of Farmington. Both communities share interests in the areas west of the current city limits. Key city interests include groundwater protection, lake water quality protection, and commercial development with targeted areas along County Highway QQ and State Highway 22. Compatibility of future land use along the common border with the Town of Lind may be an ongoing concern. Along the boundary between the towns, different approaches have been taken in planning for agricultural lands. While Lind has mapped these areas as Agriculture Enterprise (AE) the Town of Dayton has mapped its agricultural lands as Agriculture and Woodland Transition (AWT), which provides far less protection for the long term viability of agricultural operations than does AE. This may have long term impacts on both agricultural and non-agricultural land use and development within the region.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Intergovernmental cooperation opportunities and potential conflicts were addressed as part of the comprehensive plan development process. The entire structure of the multi-jurisdictional planning process was established to support improved communication between communities and increased levels of intergovernmental coordination. Communities met together in regional clusters to develop their comprehensive plans in a process described in Chapter 1 of the *Inventory and Trends Report*.

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously	Waupaca County Town of Farmington Town of Waupaca Town of Lind
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Waupaca County

Opportunity	Potential Cooperating Units of Government
♦ Utilize a coordinated process to update and amend the comprehensive plan	Waupaca County Town of Farmington Town of Waupaca Town of Lind
♦ Share the cost and presentation of educational opportunities (e.g., for conservation development, shared wells and septic systems, etc.)	Town of Farmington Town of Waupaca Town of Lind
♦ Work with the school district to anticipate future growth, facility, and busing needs	Waupaca School District Wild Rose School District
♦ Share the use of school district recreational and athletic facilities	Waupaca School District Wild Rose School District
♦ Share excess equipment storage/garage space	Town of Farmington Town of Waupaca Town of Lind
♦ Share community staff	Town of Farmington Town of Waupaca Town of Lind
♦ Share office equipment	Town of Farmington Town of Waupaca Town of Lind
♦ Share construction and maintenance equipment	Town of Farmington Town of Waupaca Town of Lind
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Farmington Town of Waupaca Town of Lind
♦ Reduce conflict over boundary issues through cooperative planning	City of Waupaca Town of Farmington Town of Waupaca Town of Lind
♦ Develop a boundary agreement with the adjacent municipality	City of Waupaca Town of Farmington Town of Waupaca Town of Lind
♦ Obtain sewer and/or water service in areas where higher density growth is planned	City of Waupaca Chain O' Lakes Sanitary District
♦ Obtain sewer and/or water service in areas where failing septic systems or well contamination is an issue	City of Waupaca Chain O' Lakes Sanitary District
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	City of Waupaca Chain O' Lakes Sanitary District

Opportunity	Potential Cooperating Units of Government
♦ Improve the attractiveness of community entrance points	Town of Farmington Town of Waupaca Town of Lind

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Annexation conflicts between the town and the adjacent city or village	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings Continued meetings of the Core Planning Committee with representation from every Waupaca County community
♦ Concern over too much intervention by Waupaca County and the state relative to local control of land use issues.	Adopt a local comprehensive plan Take responsibility to develop, update, and administer local land use ordinances and programs Maintain communication with Waupaca County on land use issues Provide ample opportunities for public involvement during land use planning and ordinance development efforts
♦ Siting of large livestock farms near incorporated areas	Towns to consider establishing an Agriculture/Urban Interface area that prevents new farms over 500 animal units from locating within ½ mile of incorporated areas Waupaca County to administer ACTP51 performance standards for livestock operations over 500 animal units
♦ Residential development planned adjacent to agriculture or forestry enterprise areas across a town boundary	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings Continued meetings of the Core Planning

Potential Conflict	Process to Resolve
	Committee with representation from every Waupaca County community
♦ Concern over the ability or willingness of Waupaca County to implement the recommendations of town plans	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p>
♦ Vastly different zoning and land division regulations from one town to the next	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	<p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>Cooperative design review ordinance development and administration</p>
♦ Concern over poor communication between the town and the sanitary district	Distribution of plans and plan amendments to adjacent and overlapping governments
♦ Concern over poor communication between the town and the school district	Distribution of plans and plan amendments to adjacent and overlapping governments

7.5 Intergovernmental Cooperation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Foster the growth of mutually beneficial intergovernmental relations with other units of government.

Objectives

- 1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.b. Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.c. Pursue opportunities for cooperative agreements with the City of Waupaca and neighboring towns regarding annexation, expansion of public facilities, sharing of services, and density management.

Goal 2 Seek opportunities with other units of government to reduce the cost and enhance the provision of coordinated public services and facilities.

Objectives

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Seek mutually beneficial opportunities with neighboring communities for joint equipment and facility ownership.
- 2.c. Monitor opportunities to improve the delivery of community services by cooperating with other units of government.

7.6 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies

that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- IC1 The town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3, IC1).
- IC2 Community facilities that have available capacity shall be considered for joint use with neighboring communities or community organizations (Source: Strategy IC1, UCF3).
- IC3 The town shall consider intergovernmental and other cooperative options before establishing, reinstating, expanding, or rehabilitating community facilities, utilities or services (Source: Strategy IC1, UCF3).
- IC4 The town shall record all intergovernmental agreements in writing including joint road maintenance agreements (Source: Basic Policies).
- IC5 The town shall work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Waupaca County, state and federal agencies, and other overlapping units of government (Source: Strategy IC3).
- IC6 Neighboring communities and districts shall be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed (Source: Strategy IC3).
- IC7 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed with neighboring communities (Source: Strategy IC3).
- IC8 The town should participate in county-initiated efforts to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy IC1, IC3).
- IC9 Transportation issues that affect the town and neighboring communities shall be jointly discussed and evaluated with those communities, the Waupaca County Highway Department, and the Wisconsin Department of Transportation (Source: Strategy T1, T5, UCF3, IC1).

- IC10 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the town should pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions (Source: Strategy IC1, UCF3).
- IC11 The community shall work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and to minimize potential conflicts (Source: Strategy IC2).
- IC12 A joint planning area shall be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy IC2).

Recommendations

- ♦ Annually review intergovernmental agreements for their effectiveness, efficiency, and opportunities (Source: Strategy UCF3, IC1).
- ♦ Evaluate and provide constructive feedback to Waupaca County on services provided to the town (Source: Strategy UCF3, IC1).
- ♦ Evaluate the need for and benefits of a cooperative boundary agreement with the Town of Farmington for the area mapped for commercial uses along County Highway QQ (Source: Strategy IC2).

7.7 Intergovernmental Cooperation Programs

For descriptions of intergovernmental cooperation programs potentially available to the community, refer to the *Intergovernmental Cooperation* element of the *Waupaca County Inventory and Trends Report*.

Additional Plans and Programs

Nearly every planning effort that the town has been involved in has been a cooperative planning effort. For example, the follow recent plans apply to the town:

- ♦ Waupaca Chain O' Lakes Sewer Service Area Plan Update, 1999
- ♦ Waupaca Area Stormwater Management and Land Use Development Plan, 1998
- ♦ Towns of Farmington, Dayton, and Lind Landfill Remediation

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8

Land Use



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8. Land Use

8.1 Introduction

Land use is central to the process of comprehensive planning and includes both an assessment of existing conditions and a plan for the future. Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial sites, the extension of utilities or services, or the construction of a new road.

This chapter of the comprehensive plan includes local information for both existing and planned land use in the Town of Dayton. For further detail on existing land use in Waupaca County, please refer to Chapter 8 of the *Inventory and Trends Report*.

8.2 Existing Land Use

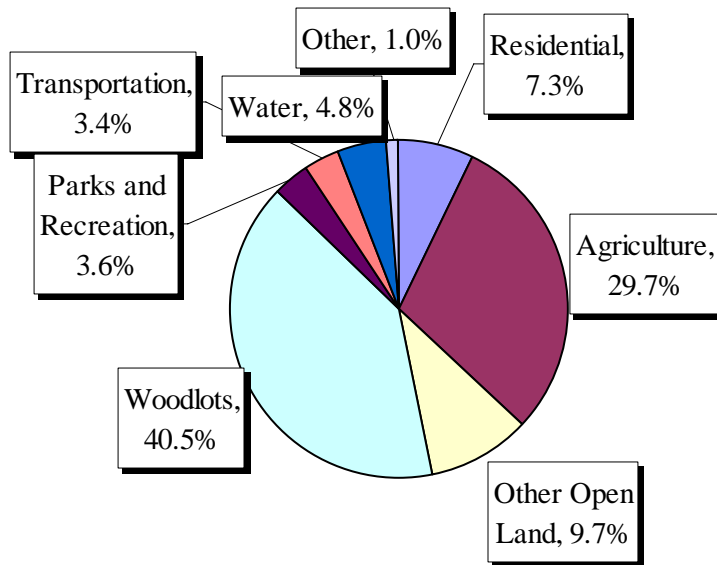
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land ownership patterns, land management programs, and the market forces that drive development. Mapping data are essential to the process of analyzing existing development patterns, and will serve as the framework for formulating how land will be used in the future. Map 8-9, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Dayton.

Table 8-1
Existing Land Use, Town of Dayton, 2004

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>	1,937	8.3%
Residential	1,700	7.3%
Multi-Family Housing	3	0.0%
Mobile Home Parks	4	0.0%
Farmsteads	43	0.2%
Group Quarters and Elder Care	0	0.0%
Commercial	34	0.1%
Utilities	33	0.1%
Institutional	16	0.1%
Industrial	18	0.1%
Mines/Quarries	87	0.4%
<u>Passive Land Use</u>	19,370	83.4%
Agriculture	6,889	29.7%
Other Open Land	2,240	9.7%
Woodlots	9,394	40.5%
Parks and Recreation	847	3.6%
<u>Base Features</u>	1,904	8.2%
Transportation	793	3.4%
Water	1,111	4.8%
Total	23,211	100.0%

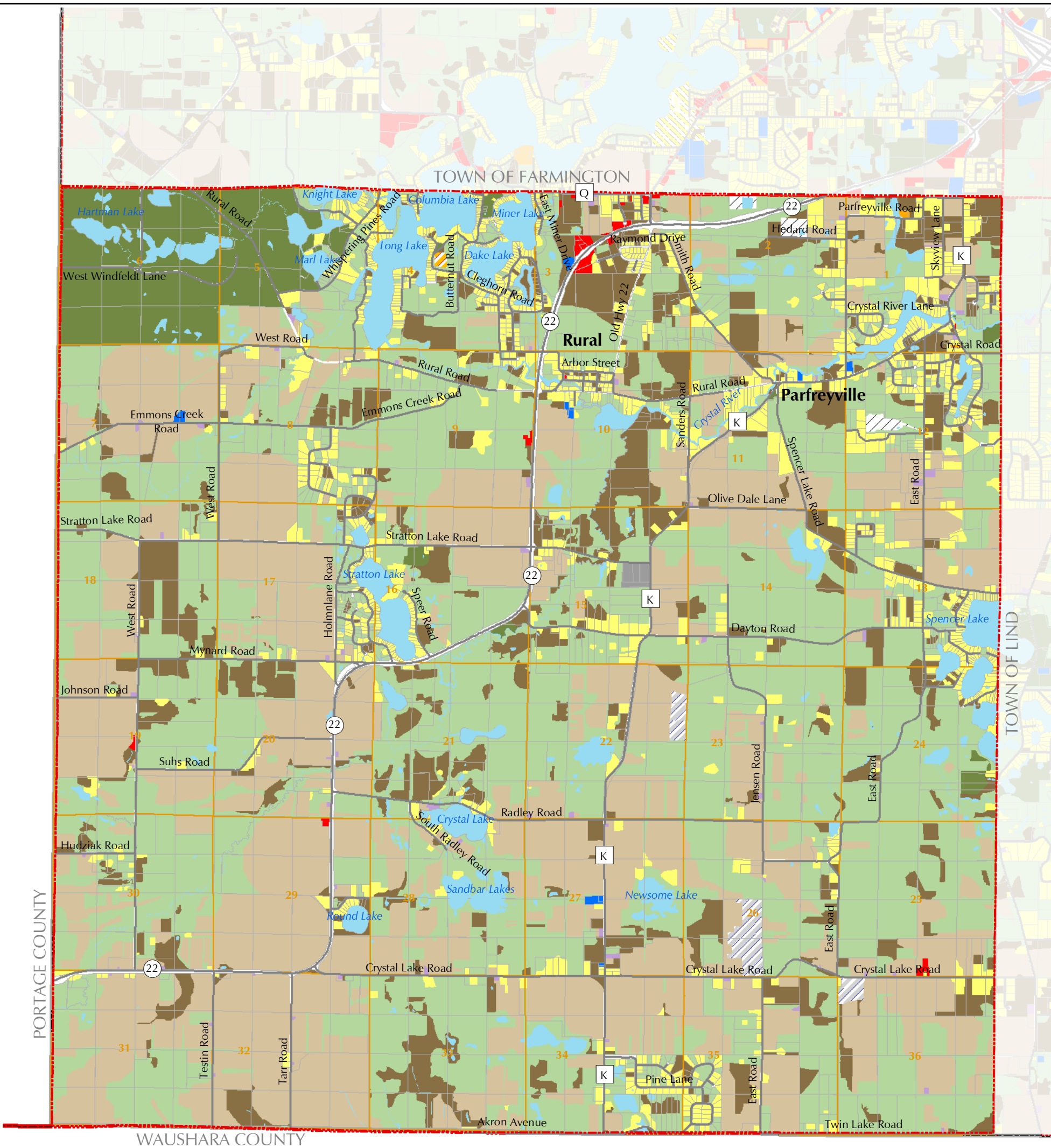
Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

Figure 8-1
Existing Land Use, Town of Dayton, 2004



Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004. Other includes land uses which contribute less than 1% to total land use.

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EXISTING LAND USE

Town of Dayton, Waupaca County

Existing Land Use Classifications

Residential	Woodlots
Multi-Family Housing	Parks and Recreation
Mobile Home Parks	Utilities
Farmsteads	Institutional
Group Quarters and Elder Care	Industrial
Commercial	Mines/Quarries
Agriculture	Transportation
Other Open Land	Water

Roads

- Federal Road
- State Road
- County Road
- Local Road
- Railroads

Base Features

- Parcels
- Sections
- Municipal Boundary

Map Explanation

This map displays data regarding the use of land as of 2004. Lands are classified based on their use as residential, commercial, industrial, woodlands, agricultural, recreational, institutional, or transportation. This is not a planned land use or future land use map. Rather, this map shows the physical arrangement of land uses at the time the map was produced.

This map can be used as a reference for comprehensive planning purposes. The data shown on this map include the types, amounts, densities, and physical arrangement of existing land uses. These existing land use data provide important reference points used in planning for the types, amounts, densities and physical arrangement of future land uses.

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County, East Central Regional Planning Commission, and Town of Dayton.

Southwest Planning Cluster of Waupaca County

0 0.5 1 1.5 Miles

N

Foth & Van Dyke

M:\03W009\mxd\exlu\sw\exlu_dayton_11x17.mxd July 21, 2006 Drawn by: KPK1 Checked by: NPS

Map 8-9

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Dayton is a typical six mile square (or 36 square mile) township with a total land area of about 23,200 acres. The town's development pattern is somewhat diverse as influenced by soil characteristics, woodlots, the Crystal River, the Waupaca Chain O' Lakes and other natural and environmentally sensitive features, State Highway 22, and the developing area of King in the Town of Farmington to the north.

Generally, the northern portion of the town is more developed than the south. Development in the north half of the town is characterized by higher densities of residential development concentrated around the Chain O' Lakes and the Crystal River. Tourism and recreation-based commercial uses associated with these waterfront areas are also located in the northern portion of the town. The southern portion of the town is more typical of rural Waupaca County with scattered, lower-density, and large lot residential development mixed with agricultural uses and woodlots.

Dayton is still primarily an undeveloped, rural town. Passive land uses comprise about 83% of the town's landscape. Woodlots are the single largest existing land use at 9,394 acres (40%), followed by agriculture at 6,889 acres (30%). Developed uses make up only about 8% of the town's landscape including intensive land uses and transportation features. Residential development is the single largest developed land use at 1,700 acres (7%). Residential development is dispersed throughout the town with a significant concentration around the Waupaca Chain O' Lakes (served by the existing sanitary sewer system). Other, smaller concentrations of residential development that rely on private onsite wastewater treatment (septic) systems are found in several locations in the town including:

- ♦ Rural and Parfreyville
- ♦ Along the Crystal River
- ♦ Stratton and Spencer Lakes
- ♦ South of King near the intersection of State Highway 22 and County Highway QQ
- ♦ The Pine Lane area.

Development in recent years has been dispersed throughout the town and has included both isolated development projects and new residential subdivisions. Of note is a trend toward the conversion of seasonal cabins and cottages along the Chain O' Lakes to much larger, year-round homes.

8.3 Projected Supply and Demand of Land Uses

The following table displays estimates for the total acreage that will be utilized by residential, commercial, industrial, institutional, and resource land uses for five year increments through 2030. These future land use demand estimates are largely dependent on population and housing projections and should only be utilized for planning purposes in combination with other indicators of land use demand.

The APL housing unit projection provides the projected number of new residential units for the residential land demand projection. The housing projection assumes 24 new homes per year in

the town. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that development will take place at the residential lot sizes identified by the preferred land use plan (found in Section 8.5). The plan specifies a preferred minimum lot size of two acres for most residential development therefore each projected housing unit will occupy an additional two acres of the town.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the APL/WDOA population projection. Refer to the *Population and Housing* element for more details on population projections. It should be noted that the industrial land use demand projection includes the mining and quarry existing land use.

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 61 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Dayton, so resource lands are reduced by 61 acres per year.

Table 8-2
Projected Land Use Demand (acres)
Town of Dayton 2000-2030

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	1,750.0	33.9	104.1	896.1	18,523.1
2005	2,004.0	36.2	111.2	957.8	18,218.3
2010	2,304.0	38.5	118.4	1,019.4	17,913.5
2015	2,576.0	40.6	124.9	1,075.1	17,608.8
2020	2,830.0	42.6	130.8	1,126.2	17,304.0
2025	3,052.0	44.3	136.3	1,173.8	16,999.2
2030	3,216.0	45.7	140.6	1,210.5	16,694.4
# Change	1,466.0	11.9	36.5	314.3	-1,828.7
% Change	83.8%	35.1%	35.1%	35.1%	-9.9%

¹Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.

²Commercial includes commercial only.

³Industrial includes industrial, mines, and quarries.

⁴Institutional includes institutional, utilities, and parks and recreation.

⁵Resource Lands include agriculture, other open land, and woodlots.

Table 8-3 and Figure 8-2 provide a comparison of land supply and demand for the Town of Dayton. Land use demand is based on the previous calculations, and land supply is based on the preferred land use plan described in Section 8.4.

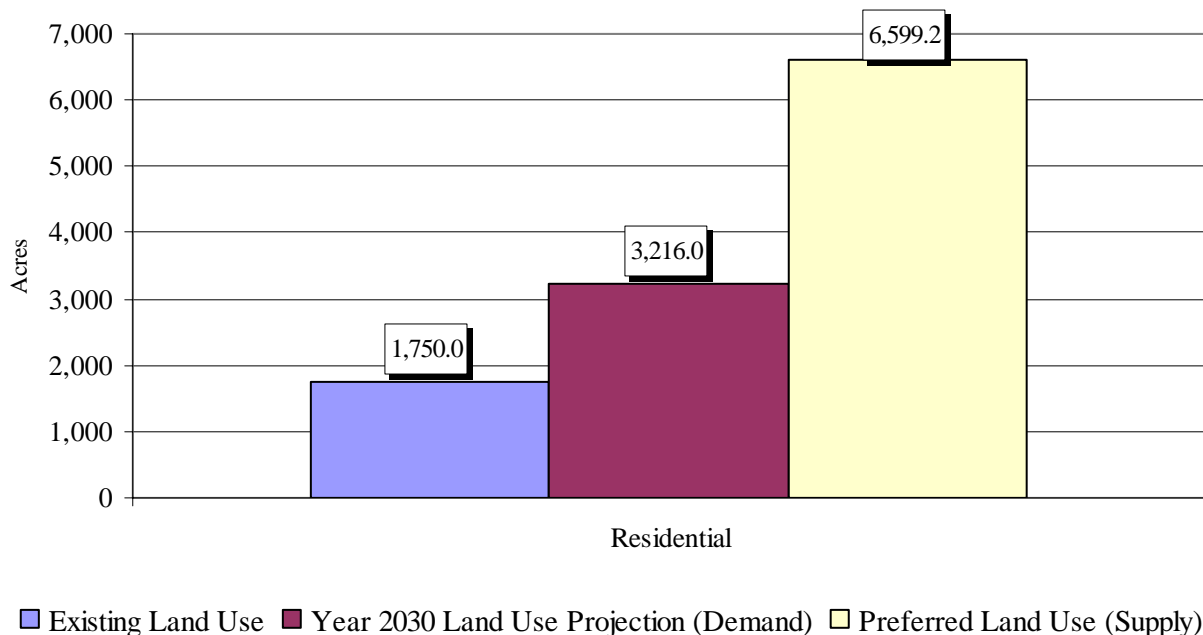
Table 8-3
Land Supply and Demand Comparison
Town of Dayton

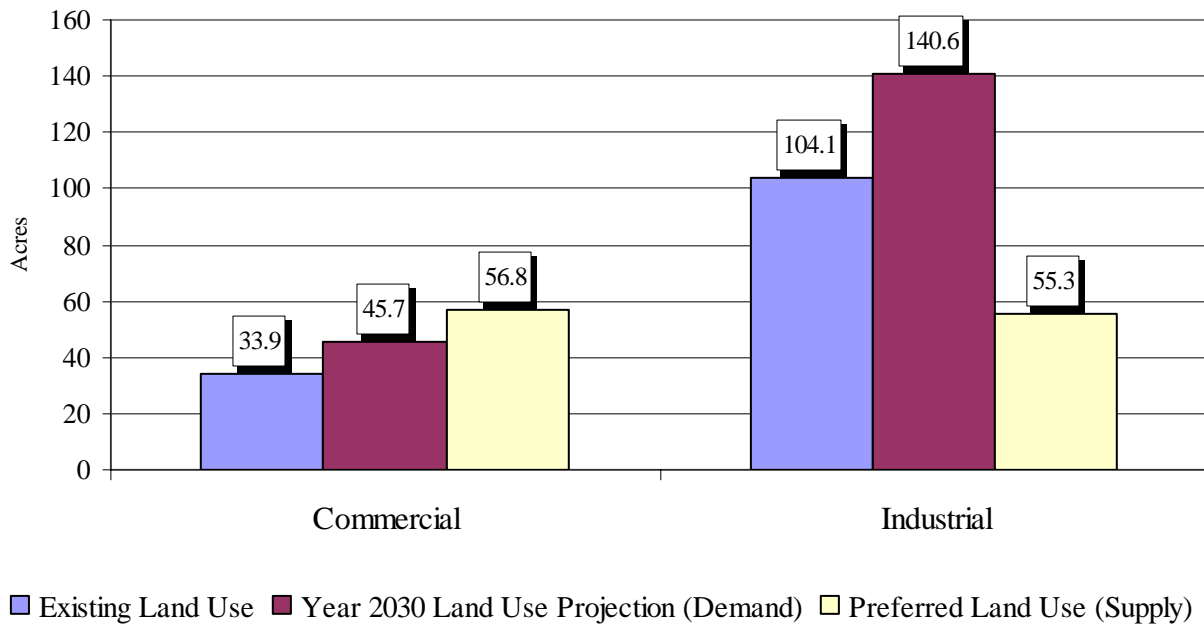
	Residential	Commercial	Industrial
Existing Land Use	1,750.0	33.9	104.1
Year 2030 Land Use Projection ¹ (Demand)	3,216.0	45.7	140.6
Preferred Land Use ² (Supply)	6,599.2	56.8	55.3

¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

² Residential includes Rural Residential, Sewered Residential, Shoreland Residential, 50% of Rural Crossroads-Mixed Use, and 10% of Agriculture and Woodland Transition. Commercial includes 50% of Rural Commercial/Industrial and 30% of Rural Crossroads-Mixed Use. Industrial includes 50% of Rural Commercial/Industrial and 10% of Rural Crossroads-Mixed Use.

Figure 8-2
Land Supply and Demand Comparison
Town of Dayton





The Town of Dayton has planned for an adequate supply of land as compared to projected demand. About two times the projected residential demand is supplied primarily by areas classified as Rural Residential (RR) which are concentrated in the northeast quarter of the town. A portion of the residential supply is also provided throughout the town in areas classified as Agricultural and Woodland Transition (AWT). About 1.2 times the projected demand for commercial use is provided in areas along the State Highway 22 and County Highway QQ corridors classified as Rural Crossroads-Mixed Use (RCM) and Rural Commercial (RC).

It would appear that industrial demand will outweigh supply, but it should be noted that the projection for industrial demand included existing extraction land uses. This may have inflated the calculations for industrial demand beyond what is reasonable. When extraction is taken out of the equation, there is little chance that the demand for industrial land use will outweigh the supply over the planning period. However, if the current per capita rate of extraction land use continues on the same trend into the future, then the town may be faced with additional extraction site demand as the population grows. It should also be noted that the town has adopted policies to prohibit or discourage industrial uses in the town, and that existing extraction sites are expected to cease operations over the planning period. It is for these reasons that the town has planned for less supply than the projected industrial need.

The projections for land demand were based on the highest available projection for population and the middle projection for housing, so there is very little risk that demand will outweigh supply over the next 20 to 25 years. As indicated, the need for land to accommodate future residential development is intended to be within the areas classified as Rural Residential (RR) concentrated in the northeast quarter of the town east of Highway 22 and north of Dayton Road. While residential development will also be allowed in the areas classified as Agricultural and Woodland Transition (AWT) in the remaining portions of the town, such development will be allowed at a much lower density. This combination is intended to direct or attract more

residential development to the northeast quarter of the town as “infill” development and to encourage less development in the remaining areas of the town.

8.4 Preferred Land Use Plan

The preferred land use plan is one of the central components of the comprehensive plan that can be used as a guide for local officials when considering community development and redevelopment proposals. When considering the role of the preferred land use plan in community decision making, it is important to keep the following characteristics in mind.

- ♦ A land use plan is an expression of a preferred or ideal future – a vision for the future of the community.
- ♦ A land use plan is not the same as zoning. Zoning is authorized and governed by a set of statutes that are separate from those that govern planning. And while it may make sense to match portions of the land use plan map with the zoning map immediately after plan adoption, other portions of the zoning map may achieve consistency with the land use plan incrementally over time.
- ♦ A land use plan is not implemented exclusively through zoning. It can be implemented through a number of fiscal tools, regulatory tools, and non-regulatory tools including voluntary land management and community development programs.
- ♦ A land use plan is long range and will need to be reevaluated periodically to ensure that it remains applicable to changing trends and conditions. The plan is not static. It can be amended when a situation arises that was not anticipated during the initial plan development process.
- ♦ A land use plan is neither a prediction nor a guaranty. Some components of the future vision may take the full 20 to 25 years to materialize, while some components may never come to fruition within the planning period.

The primary components of the preferred land use plan include the Preferred Land Use Map (Map 8-47) and the Preferred Land Use Classifications. These components work together with the Implementation element to provide policy guidance for decision makers in the town.

The Town of Dayton’s plan for preferred land use is intended to protect agricultural, natural, and cultural resources for future generations, to balance preservation with reasonable opportunities for property owners to realize the benefits of land development, and to make efficient use of existing infrastructure. Most locations in the town will allow for some type of development, but the type and density of development will be planned in order to preserve valued features of the landscape and to encourage “infill” growth in those areas that are most suitable for development.

The preferred land use plan was shaped by both objective data and local opinion. Public participation in the form of open meetings and a survey of all town landowners was utilized to significantly impact the outcome. The town considered the locations of natural resources,

existing farms, roads and infrastructure, existing land use, local and regional development, preservation, and agricultural trends. This information was considered along with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the town citizens were evaluated by the planning committee, planning commission, and the Town Board with accepted changes incorporated into the plan.

The town's collective desire to encourage the continued operation and preservation of existing agricultural uses and privately owned woodlands is reflected in the areas mapped Agriculture and Woodland Transition (AWT). The area classified as AWT includes almost all of the irrigated agricultural lands in the town (except for those lands classified as Rural Residential). Although the AWT area is where agriculture is expected to continue as the predominant land use well into the future, the town's development policies will also allow low density residential development. The lowest densities of residential development are recommended for these areas in order to preserve the viability of agriculture and woodland protection over the long term. The use of conservation land division design will be encouraged within the AWT area.

Rural Residential (RR) has been mapped in the area where higher densities of residential development will be encouraged but where municipal sanitary sewer is not currently available or planned for the future. These areas will continue to rely on private onsite wastewater treatment (septic) systems. The northeast quarter of the town has been classified as Rural Residential based on the amount and density of existing residential development, the presence of the existing road network, and the proximity of this area to the City of Waupaca and the urbanizing area of the Town of Farmington. Many subdivided but undeveloped lots can be found in RR areas, and future "infill" development is encouraged here.

The town's desire to maximize the use of existing infrastructure is reflected in areas planned for Sewered Residential (SR). SR has been mapped within the Chain O' Lakes Sanitary District where the highest densities of existing residential development are located and will be encouraged to develop to the extent possible given the availability of developable land and sanitary sewer capacity. SR areas include lands that are not currently subdivided into lots but are targeted for expansion of the sanitary sewer system. Infill development is encouraged in these areas.

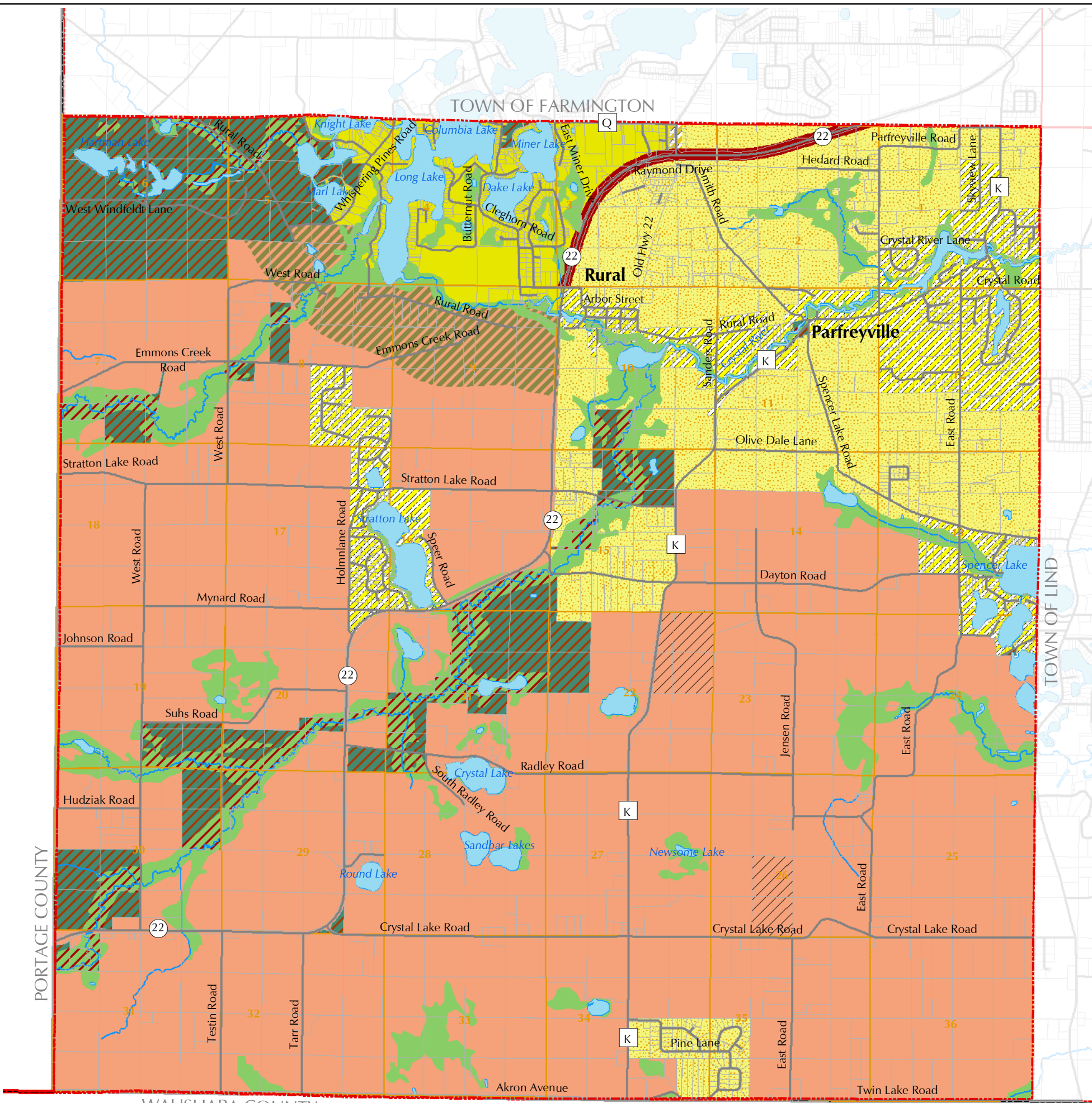
The town's desire to maximize the use of existing infrastructure is also reflected in areas planned for future business uses in the town. An area classified as Rural Crossroads Mixed Use (RCM) is located along County Highway QQ. The area classified as Rural Commercial (RC) is located along State Highway 22 north of the unincorporated hamlet of Rural. Both areas are intended to accommodate a mix of commercial, residential, institutional, and office uses with more highway-oriented commercial uses allowed along Highway 22. The quality and design of development is paramount in RCM areas, as these locations will continue to be essential in defining the image and character of the town.

Intensive Use Overlay (IUO) has been mapped relative to features of the town that current and future property owners should be aware of. Existing non-metallic mines are indicated as IUO due to the potential for conflict between these existing situations and future development. Refer to the *Land Use* element policies for standards that will be applied to non-metallic mines.

Public Recreation and Forestry (PURF) has been mapped in locations where publicly owned recreation and forest uses are currently located and will be protected into the future. This includes Hartman Creek State Park and the various State Wildlife and Fishery Areas located along Emmons and Radley Creeks.

The town's desire to preserve natural resources is reflected in areas mapped Resource Protection (RP). RP has been mapped to show the general locations of regulatory wetlands (five acres and larger) and floodplains. RP is the only preferred land use classification that does not allow for residential development. Regulations are already in place that severely limit development in these locations, and the town's plan recognizes those regulations.

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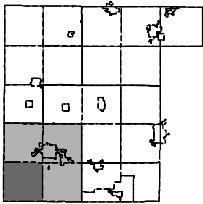


- Preferred Land Use**
- Agriculture Enterprise (AE)
 - Agriculture Retention (AR)
 - Agriculture/Urban Interface (AUI)
 - Agriculture and Woodland Transition (AWT)
 - Intensive Use Overlay (IUO)
 - Public Recreation and Forestry Enterprise (PURF)
 - Private Recreation and Forestry Enterprise (PVRF)
 - Rural Commercial (RC)
 - Rural Crossroads-Mixed Use (RCM)
 - Resource Protection (RP)
 - Rural Residential (RR)
 - Shoreland Residential (SHR)
 - Sewered Residential (SR)
 - Urban Transition (UT)
 - Public Institutional (PUI)

- Roads**
- Federal Road
 - State Road
 - County Road
 - Local Road
 - Railroads
- Base Features**
- Parcels
 - Sections
 - Municipal Boundary

PREFERRED LAND USE

Town of Dayton, Waupaca County



Southwest Planning Cluster of Waupaca County



Map Explanation

For more information on the Waupaca County Comprehensive Planning Project visit: <http://www.co.waupaca.wi.us> and click on "Comprehensive Planning".

This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County, Wisconsin DNR, and Town of Dayton. Orthophotos produced from Spring 2000 aerial photography. Wetlands are subject to regulations administered by WDNR. Wetlands shown on this map are WDNR mapped wetlands five acres and larger. Wetlands smaller than five acres are not shown but may also be regulated by WDNR. American Transmission Co.

This map displays data regarding preferred future land use. This map works together with the text of the comprehensive plan to express the community's vision for the types, amounts, and densities of future land uses over the long term (20 to 25 years). This is not a zoning map or regulatory map, and implementation of this plan may include non-regulatory and voluntary land management and community development tools.

This map can be used as a reference for comprehensive planning purposes. This map can be used as a guide when making decisions regarding land use. Proposed developments should be consistent with this map. Regulatory land use tools such as zoning, subdivision regulations, and official maps should become consistent with this map over the course of the planning period. Strategic plans such as park and recreation plans, capital improvement plans, transportation plans, and the like, should be consistent with this map. This map can be used as a reference to monitor community growth and change to determine whether the comprehensive plan has been effectively implemented.

Note: For communities that have utilized the Agriculture/Urban Interface (AUI) classification, the color of the hatch lines indicate which development density overlay applies (either AE, AR, or AWT).

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8.5 Preferred Land Use Classifications

The following Preferred Land Use Classifications (PLUCs) have been utilized on the town's Preferred Land Use Map. These descriptions give meaning to the map by describing (as applicable) the purpose, primary goal, preferred development density, preferred uses, and discouraged uses for each classification. They may also include policy statements that are specific to areas of the community mapped under a particular PLUC. Any such policies carry the same weight and serve the same function as policies found elsewhere in this plan.

Agriculture and Woodland Transition (AWT)

- ♦ Purpose: To accommodate agricultural uses and woodlands but also allow for land use change or transition within these areas driven primarily by market forces or land sale trends.
- ♦ Primary Goal: To allow landowners the opportunity to respond to economic trends and market conditions while maintaining land in agriculture or woodland as the current primary use.
- ♦ Residential Development/ Housing Density Options:
 - Base Option
 - ♦ A maximum density of one housing unit per 10 acres with a minimum lot size of two acres.
 - ♦ Parcels less than 10 acres are not eligible for any further land division that creates a separate buildable lot for residential development
 - ♦ Parcels 10 to 20 acres are eligible for one land division that creates a separate buildable lot for residential development (with a minimum lot size of two acres)
 - Cluster Option (with a conditional use permit – refer to Appendix A)
 - ♦ A maximum density of one housing unit per five acres with a minimum lot size of one acre and a maximum lot size of five acres.
 - ♦ Requires minimum 50 percent open space (excluding rights-of-way) owned in common by all lot owners (“public” open space) or by a single lot owner (“private” open space)
 - ♦ Minimum parcel size of 35 acres to qualify
 - ♦ Subject to conservation design/cluster standards for lot, road, and open space layout approved by the town to preserve rural character
 - Under both options, subject to the creation and adoption of a legally defensible program supported by Waupaca County, the town will allow the transfer of development rights between adjoining and non-adjoining parcels provided that the “sending” parcel and the “receiving” parcel are located within the town and under the same ownership. Said transfer will require a conditional use permit applying to both parcels and require the recording of an appropriate deed affecting both parcels.
- ♦ Preferred Uses: Existing agricultural and forestry operations and expansions, but with locational and distance separation considerations given potential conflicts with existing residential uses. Also farms that are transitioning to more subsistence forms, recreational uses, hobby farms, or secondary farming operations and where the conversion of productive agricultural land or woodland to some residential uses are suitable.

- ◆ Discouraged Uses: Commercial, industrial, other non-farm development, and residential development that is not clustered or that places undue strain on existing public services such as roads and support services.

Rural Residential (RR)

- ◆ Purpose: To include existing and planned residential development that relies on private on-site wastewater treatment systems and private wells.
- ◆ Primary Goal: To create an area within the town that will serve to meet the demand for future residential development and relieve development pressure on the remaining areas of the town. Further, to preserve and protect the rural character and quality of life by encouraging cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.
- ◆ Residential Development/Housing Density Options:
 - Base Option
 - ◆ A maximum density of one housing unit per two acres with a minimum lot size of two acres.
 - ◆ Parcels less than four acres are not eligible for any further land division that creates a separate buildable lot for residential development
 - Cluster Option (with a conditional use permit – refer to Appendix A)
 - ◆ A maximum density of one housing unit per two acres with a minimum lot size of one acre and a maximum lot size of three acres.
 - ◆ Requires minimum 35 percent open space (excluding ROW) owned in common by all lot owners ("public" open space) or by a single lot owner ("private" open space)
 - ◆ Minimum parcel size of 25 acres to qualify
 - ◆ Subject to conservation design/cluster design standards for lot, road and open space layout approved by town to preserve rural character
 - Under both options, subject to the creation and adoption of a legally defensible program supported by Waupaca County, the town will allow the transfer of development rights between adjoining and non-adjoining parcels provided that the "sending" parcel and the "receiving" parcel are located within the town and under the same ownership. Said transfer will require a conditional use permit applying to both parcels and require the recording of an appropriate deed affecting both parcels.
- ◆ Preferred Use: Clustered residential development. Developments can include major subdivisions located in rural settings. Home based business could be allowed.
- ◆ Discouraged Uses: Residential development that may contribute to conflicts with existing agricultural operations or result in significant woodland destruction or fragmentation.

Shoreland Residential (SHR)

- ◆ Purpose: To accommodate single family residential development (both seasonal and permanent) along Waupaca County lakes and rivers.
- ◆ Primary Goal: To promote the natural resources found within these areas while allowing for residential uses.

- ♦ Preferred Housing Density: Residential densities must conform to the standards of the Waupaca County Shoreland Zoning ordinance and should stay in character with existing land use patterns.
- ♦ Preferred Use: Properties should be developed and improved to minimize impacts on the natural shoreline aesthetics, water quality, fish and wildlife habitat, and other public natural resource values of the lakes. These areas are primarily residential, but may also include compatible commercial and recreational uses.
- ♦ Discouraged Uses: Developments that have the potential to increase erosion, decrease natural shoreline, or impair fish and wildlife habitats.

Sewered Residential (SR)

- ♦ Purpose: To include existing and planned residential development that is currently served by public sewer or is likely to be served by public sewer in the future.
- ♦ Primary Goal: To satisfy demand for residential growth while maximizing the use of existing public sewer infrastructure and allowing for the efficient expansion of such service in the future.
- ♦ Preferred Housing Density: Greater than one unit per acre. Minimum lot sizes sufficient to accommodate the safe use of private wells. Smaller lot sizes could be allowed with conservation or cluster land division design (refer to Appendix A). A maximum lot size of one acre is strongly encouraged.
 - Minimum residential lot size shall be 20,000 square feet.
 - Conservation or cluster design will be utilized in proposed major land divisions in SR areas.
- ♦ Preferred Use: High density single-family and two-family residential development, convenience commercial uses, parks, schools, and other essential support services or businesses may also be included in these areas.
- ♦ Discouraged Uses: Uses that may be incompatible with high density residential such as industrial uses or intensive livestock agriculture. Large lot development that would prevent the efficient use or expansion of public sewer infrastructure.

Rural Commercial (RC)

- ♦ Purpose: To accommodate neighborhood and highway oriented rural commercial development along the State Highway 22 corridor.
- ♦ Primary Goal: To accommodate commercial activities in areas that can support such activities and serve the needs of town residents and tourism-related uses and travelers.
- ♦ Preferred Density: Densities and lot sizes should be allowed to vary.
- ♦ Preferred Use: Commercial development within pre-planned “activity centers” along Highway 22 with coordinated access, traffic circulation, architecture, signage, lighting, and proper buffers to mitigate potential impacts on adjacent residential or other land uses.
- ♦ Discouraged Uses: “Big-box” and other high intensity retail commercial and industrial uses are discouraged and should be directed toward incorporated areas (City of Waupaca) where public sanitary sewer and water service exist.

Rural Crossroads-Mixed Use (RCM)

- ♦ Purpose: To include “hamlet” type development characteristic of the King area adjacent to Dayton in the Town of Farmington.
- ♦ Primary Goal: To recognize the unique features of the rural hamlet of King and to plan for its possible expansion and overall influence on neighboring land uses in the Town of Dayton. Note that areas such as Rural and Parfreyville might also be considered rural hamlets, but the RCM classification was only mapped along County Highway QQ north of State Highway 22.
- ♦ Preferred Density: Densities and lot sizes should be allowed to vary to accommodate new development opportunities.
- ♦ Preferred Use: Future uses within the RCM should be a compatible mix of tourism-related commercial, office, institutional, or residential uses. New development in the RCM should focus on the quality, aesthetics, and functionality of building architecture and site design. Future development within the RCM should focus on infill development or on vacant land adjacent to existing development.
- ♦ Discouraged Uses: “Big-box” and other high intensity retail commercial and industrial uses are discouraged and should be directed toward incorporated areas (City of Waupaca) where public sanitary sewer and water service exist.

Public Recreation and Forestry (PURF)

- ♦ Purpose: To accommodate large existing publicly owned tracts of property for the purpose of resource management and recreation.
- ♦ Primary Goal: To maintain public ownership of property to the benefit of fish and wildlife habitats, surface water quality, groundwater recharge, and public outdoor recreation.
- ♦ Preferred Housing Density: No standard required because residential development is not allowed.
- ♦ Preferred Use: Public forest and public recreation. Land within the PURF may also be used for the purpose of education and research. Support facilities such as boat launches, parking lots, shelters, etc. to accommodate the public are encouraged to enhance public use and enjoyment.
- ♦ Discouraged Uses: Uses that detract from public outdoor recreation experiences and forestry.

Intensive Use Overlay (IUO)

- ♦ Purpose: To identify lands in close proximity to existing or planned uses that may generate noise, odor, dust, smoke, vibration, groundwater pollution, or other pollution in levels that may cause real or perceived conflicts with surrounding residential uses or otherwise severely impact the landscape or a view shed. Such uses might include active or abandoned landfills, planned or existing mineral extraction sites, a large confined animal feeding operation, planned utility corridors, or planned arterial highway corridors. This classification is intended to be used as an overlay in a buffer around the intensive use, as other planned land uses may coexist with a willingness to accept the potential impacts of the intensive use.

- ♦ **Primary Goal:** To put current and future property owners on notice of the presence of a potential land use conflict in situations where the intensive use existed prior to the surrounding uses or where the unit of government has limited control over the existing operation or expansion of that use. Where an intensive use provides benefits to a community (such as aggregate for construction, agricultural products and jobs, transportation, etc.), an IUO may be used to acknowledge the presence of that use and its right to continue into the future.
- ♦ **Preferred Housing Density:** Residential uses may be allowed at a density consistent with adjacent residential uses if development occurs pursuant to an approved reclamation plan.
- ♦ **Preferred Use:** Existing gravel pit or quarry operations and ancillary uses. Residential uses allowed pursuant to an approved reclamation plan.
- ♦ **Discouraged Uses:** All residential uses except for those resulting from an approved reclamation plan.

Resource Protection (RP)

- ♦ **Purpose:** To identify land that has limited development potential due to the presence of natural and/or man-made hazards, natural resources, or cultural resources. This classification includes the general locations of regulatory wetlands (five acres and larger) and floodplains.
- ♦ **Primary Goal:** To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources, and vice versa.
- ♦ **Preferred Housing Density:** No housing development.
- ♦ **Preferred Use:** Public or private green space, outdoor recreational uses, trails, natural resource management activities.
- ♦ **Discouraged Uses:** Uses prohibited by wetland or floodplain zoning, or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

Agriculture/Urban Interface (AUI)

- ♦ **Purpose:** To help plan for a multi-tiered, agriculture zoning system in response to Wisconsin Act 235, known as the Livestock Facility Siting Law. This classification is intended to help protect cities, villages, and rural sanitary districts (e.g. Chain O' Lakes Sanitary District) from potential health and safety issues associated with close proximity to large livestock farming operations. This classification will help protect agriculture operations from the land use conflicts associated with close proximity to urban and suburban growth and development areas.
- ♦ **Primary Goal:** To establish an area within one-half mile of the current boundaries of the Chain O' Lakes Sanitary District where new livestock farming operations with fewer than 500 animal units will be allowed, but new operations with 500 or more animal units will not be allowed.
- ♦ **Preferred Housing Density:** To be determined by the “underlying” or adjacent area(s). In the Town of Dayton, the AWT classification will be utilized to determine residential development density.

- ♦ Preferred Use: Crop farming, livestock farming with fewer than 500 animal units, and housing development at a density that is not in conflict with the continuation of agriculture.
- ♦ Discouraged Uses: Livestock farming operations with 500 or more animal units or housing development at a density that is in conflict with the continuation of agriculture.

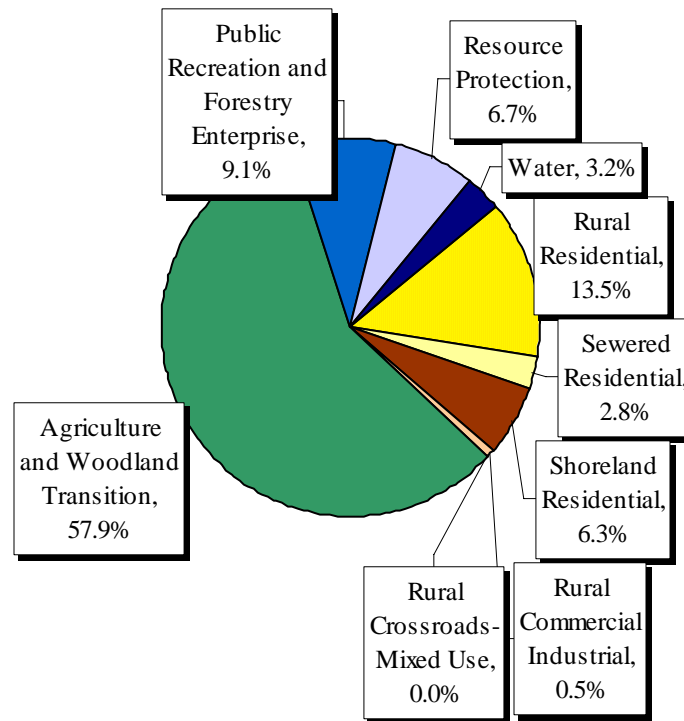
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-4
Preferred Land Use, Town of Dayton, 2006

Preferred Land Use Classification	Percent of	
	Acres	Total
Rural Residential	3,135.8	13.5%
Sewered Residential	640.8	2.8%
Shoreland Residential	1,474.1	6.3%
Rural Commercial Industrial	109.2	0.5%
Rural Crossroads-Mixed Use	7.5	0.0%
Agriculture and Woodland Transition	13,448.0	57.9%
Public Recreation and Forestry Enterprise	2,123.3	9.1%
Resource Protection	1,555.0	6.7%
Water	740.8	3.2%
Total	23,234.5	100.0%

Source: Town of Dayton, 2006. Note: includes 195.9 intensive use overlay acres and 540.8 agriculture urban interface acres.

Figure 8-3
Preferred Land Use, Town of Dayton, 2006



Source: Town of Dayton, 2006

8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Dayton. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during plan implementation.

Existing Land Use Conflicts

- ♦ Storage of junk vehicles
- ♦ Lack of property and building maintenance
- ♦ Solid or hazardous waste handling facilities
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ♦ Poorly designed or unattractive commercial or industrial development
- ♦ Lack of screening or buffering between incompatible uses
- ♦ Home based businesses that take on the characteristics of primary commercial or industrial uses

- ♦ The loss of rural character in some locations

Potential Land Use Conflicts

- ♦ Meeting the service needs of newly developed areas
- ♦ Controlling and managing development along major highway corridors and interchanges
- ♦ Siting of power transmission lines, wind energy systems and/or telecommunication towers
- ♦ Residential development next to extraction land uses
- ♦ Poorly designed or unattractive commercial or industrial development
- ♦ Lack of building and site design standards for RCI or RCM areas
- ♦ Home based businesses that take on the characteristics of primary commercial or industrial uses
- ♦ The loss of rural character in some locations

8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Dayton Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Infill development is the primary type of redevelopment that is likely in the town. In particular, infill opportunities have been noted with respect to the areas shown on Preferred Land Use Plan map classified as RR, SR, and RCM, including existing undeveloped lots within the Chain O' Lakes Sanitary District.

Opportunities for redevelopment are also addressed in several of the goals, objectives, and policies of this plan.

- ♦ Goal H3 and related objectives
- ♦ Objectives H3b, LU2b, LU2c
- ♦ Policies H3, H4, UCF10, UCF19, LU2, and LU8.

8.8 Land Use Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Plan for land use in order to achieve the town's desired future.

Objectives

- 1.a. Establish preferred land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and to avoid future land use conflicts.

- 1.b. Establish preferred lot sizes and development densities for each preferred land use classification.
- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

Goal 2 Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives.

Objectives

- 2.a. Seek a pattern of land use that will preserve natural resources and productive agricultural areas.
- 2.b. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be provided or expanded cost-effectively.
- 2.c. Utilize the existing road network to accommodate most future development.
- 2.d. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 2.e. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.f. Encourage land division layouts that incorporate the preservation of valued community features that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 2.g. In order to protect property values and encourage quality design, consider establishing design review guidelines for the layout and appearance of buildings, signage, parking lots, landscaping, etc., for proposed intensive land uses such as commercial, industrial, institutional, or multi-family development.
- 2.h. Explore alternatives for the management of potentially controversial land uses such as mineral extraction, landspreading of waste products, wind energy towers, telecommunications towers, major power transmission lines, adult entertainment establishments, and solid or hazardous waste facilities.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements

(Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town's policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Position

- LU1 New (non-farm) residential development shall only be allowed in the planned growth areas as identified by the following preferred land use classifications as shown on the 2030 Preferred Land Use Plan map: RR, SR, SHR, AWT and RCM (Source: Strategy LU1).
- LU2 The existing road network and existing public facilities and services shall be utilized to accommodate new development consistent with the land use classifications on the Preferred Land Use Plan Map (Source: Strategy T1).
- LU3 At such time that a home based business takes on the characteristics of a primary commercial or other non-residential use, it shall be discontinued or relocated to an appropriate location zoned primarily for commercial or non-residential uses (Source: Strategy LU9).
- LU4 The Town of Dayton opposes new and/or expanded non-metallic mines and other mineral extraction operations to the extent allowed by law due to negative impacts on the town's rural character (Source: Strategy ANC5, LU9).

Policies: Town Directive

- LU5 Town zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).
- LU6 The town shall work cooperatively with adjoining municipalities to address land use, building and site design, and development density in areas along common boundaries, along highway corridors, and at community entrance points (Source: Strategy LU9).

Policies: Development Review Criteria

- LU7 Home-based business shall maintain the following characteristics:
 - ♦ They are conducted in a zoning district where such use is allowed;
 - ♦ They are a secondary use of a primarily residential property;
 - ♦ They have little to no outward appearance or negative impact on the surrounding neighborhood;
 - ♦ They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood;

- ♦ There are no more than two employees that are not immediate family members (Source: Strategy LU9).

Focused commercial/industrial development

- LU8 Commercial development and redevelopment shall be directed to the RC and RCM areas as designated on the 2030 Preferred Land Use Map (Source: Strategy LU10).
- LU9 Commercial development along State Highway 22 shall be planned to develop in commercial clusters or nodes and designed to include shared driveway access, shared parking areas, shared internal traffic circulation, coordinated site planning, lighting, landscaping, signage, stormwater management facilities as determined through a commercial corridor plan prepared by the town and/or owners and prospective developers in the corridor (Source: Strategy LU2, LU6, LU10).
- LU10 Industrial development shall be prohibited in the town and encouraged to locate in neighboring incorporated and other areas served by centralized sewer, water, and other urban facilities and services (Source: Strategy LU10).

Recommendations

- ♦ Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site planning requirements and establish limits of disturbance regulations (Source: Strategy LU2).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better achieve the town's desired development pattern (Source: Strategy LU6).
- ♦ Utilize site planning and limits of disturbance regulations to cluster developed areas and reduce land consumption (Source: Strategy LU6).
- ♦ Encourage major land divisions to utilize conservation design (Source: Strategy LU6).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better manage potentially conflicting land uses (Source: Strategy LU9).
- ♦ Pursue the creation of new zoning districts and a revised zoning map that will implement the town's preferred development densities as established in the comprehensive plan (Source: Strategy LU1).

8.10 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Waupaca County Inventory and Trends Report*.

Existing Plans

The Town of Dayton actively utilizes land use programs and has developed the following related strategic plan.

Waupaca Area Stormwater Management and Land Use Development Plan, 1998

This was a cooperative planning effort between the City of Waupaca and the Towns of Dayton, Farmington, and Waupaca. The plan includes strategies for stormwater management and land use. It includes an inventory of existing conditions and an analysis of environmental factors that impact growth and development.

Additional Programs

The following Waupaca County programs are identified here, because implementation of the Town of Dayton's land use plan will require continued cooperation with the county. Revisions to the county zoning and land division ordinances are a likely outgrowth of the comprehensive planning process, which has also been identified as an intergovernmental cooperation opportunity in Section 7.4. Tracking development density over time, as is suggested in the preferred land use classifications, will require cooperation with county land information systems.

Waupaca County Zoning Department

The Waupaca County Zoning Department provides zoning administration, issues zoning and land use permits, and houses information and maps of zoning districts, floodplains, shorelands, and wetlands. The Zoning Department issues all Sanitary Permits for the county and inspects all systems for compliance with state codes. The department also administers the Wisconsin Fund Grant Program which provides funding assistance for failing private sanitary systems. It also enforces a Subdivision Ordinance which regulates division of land parcels.

Waupaca County Land Information Office

The Land Information Office was established within the Property Listing Office and is under the direction of the Land Information Office Coordinator. The coordinator's responsibilities include assuring the efficient integration of the land information system and the cooperation between federal and state Agencies, local governmental units, county departments, public and private utilities and the private sector.

9

Implementation



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9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Dayton's comprehensive plan was developed with implementation in mind. Not only can useful policy guidance for local decision making be found in each planning element, but an action plan is also provided containing specific programs and recommended actions.

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a detailed framework for implementation was created which will serve to guide the many steps that must be taken to put the plan in motion. This action plan outlines those steps and recommends a timeline for their completion. Further detail on each task can be found in the policies and recommendations of the related planning element as noted in the *Task* statement. Recommended actions have been identified in the following implementation areas:

- ♦ Plan Adoption and Update Actions
- ♦ Intergovernmental Cooperation Actions
- ♦ Ordinance Development and Update Actions
- ♦ Strategic Planning Actions

The recommended actions are listed in priority order within each of the four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element)
Responsible Party: Plan Commission
Timing: Summer 2007
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element)
Responsible Party: Town Board
Timing: 2007

Periodic Actions

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (*Implementation* element)
Responsible Party: Plan Commission
Timing: Annually

4. Task: Review and revise the action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan (*Implementation* element)
Responsible Party: Plan Commission
Timing: Annually
5. Task: Conduct a comprehensive plan update (*Implementation* element)
Responsible Party: Plan Commission and Town Board
Timing: Every five years

Intergovernmental Cooperation Actions

Priority (Short-Term) Actions

1. Task: Pursue the creation of new County zoning districts and a revised zoning map that will implement the town's preferred development densities as established in the comprehensive plan (*Intergovernmental Cooperation; Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
2. Task: The town should work with the Sanitary District to coordinate expansion of the district to accommodate development in the designated areas (*Utilities And Community Facilities* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
3. Task: The town should actively pursue increased participation in the local Chamber of Commerce and the Waupaca County Economic Development Corporation (*Economic Development* element)
Responsible Party: Town Board
Timing: 2007-2010 (within one to three years)

Medium Term Actions

4. Task: Coordinate with Waupaca County and neighboring communities to plan for the aging population's housing needs (*Housing* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2012 (within 1 to 5 years)
5. Task: Develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation (*Agricultural, Natural, and Cultural Resources* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2012 (within one to five years)
6. Task: Monitor the effectiveness of existing, and opportunities for new, shared service agreements for providing local road maintenance (*Transportation* element)

Responsible Party: Town Board

Timing: 2007-2010 (within one to three years)

7. Task: Evaluate the need for and benefits of a cooperative boundary agreement with the Town of Farmington for the area mapped for commercial uses along County Highway QQ (*Intergovernmental Cooperation* element)

Responsible Party: Plan Commission and Town Board

Timing: 2007-2010 (within one to three years)

Periodic Actions

8. Task: Annually review intergovernmental agreements for their effectiveness and efficiency (*Utilities and Community Facilities; Intergovernmental Cooperation* element)

Responsible Party: Town Board

Timing: Annually

9. Task: Continue to work with the City of Waupaca, and other jurisdictions where appropriate, to provide town residents with recreational opportunities (*Utilities and Community Facilities* element)

Responsible Party: Town Board

Timing: Annually

10. Task: Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the town should pursue options for trading, renting, sharing or contracting such items from neighboring jurisdictions (*Intergovernmental Cooperation* element)

Responsible Party: Town Board

Timing: As needed

11. Task: Evaluate and provide constructive feedback to Waupaca County on services provided to the town (*Utilities and Community Facilities* element).

Responsible Party: Town Board

Timing: Annually

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Work with Waupaca County to revise the County Zoning Ordinance and map (*Housing; Transportation; Agricultural, Natural, and Cultural Resources; Economic Development; Utilities and Community Facilities; Land Use* element)

Responsible Party: Plan Commission and Town Board

Timing: 2007-2010 (within one to three years)

2. Task: Update mobile/manufactured home related ordinances (*Housing* element)

Responsible Party: Plan Commission and Town Board

Timing: 2007-2010 (within one to three years)

3. Task: Modify as needed the town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (*Transportation* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
4. Task: Adopt a driveway ordinance to implement access control and emergency vehicle access policies (*Transportation* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
5. Task: Modify the existing land division ordinance to eliminate park fee provisions, conduct an impact fee needs assessment study, and develop an impact fee ordinance for parks, roads and other community facilities (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
6. Task: Develop a right-to-farm ordinance, a minimum setback for non-farm residential development, site planning requirements, and limits of disturbance regulations to achieve the preservation of the right to farm and preservation of active farms (*Agricultural, Natural, and Cultural Resources* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
7. Task: Develop a set of detailed regulations for the conservation design concepts that the town will utilize to guide proposed land divisions and development (*Agricultural, Natural, and Cultural Resources; Utilities and Community Facilities; Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
8. Task: Establish zoning requirements for site plan approval of proposed commercial, institutional, and multi-family residential developments. Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation (*Economic Development; Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
9. Task: Develop Home-based business regulations or ordinance (*Economic Development; Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)

10. Task: Modify applicable zoning, land division, and building code ordinances to implement town policies and recommendations as set forth in each element of the comprehensive plan (*Housing; Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development; Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
11. Task: Work with Waupaca County to create a county wide purchase or transfer of development rights program that guides growth to planned communities (*Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2012 (within one to five years)

Strategic Planning Actions

Priority (Short-Term) Actions

1. Task: Create an ad-hoc advisory committee to investigate alternative corridor alignments, road designations, and future improvements to County Highway K and provide recommendations to the Town Board and Waupaca County (*Transportation* element)
Responsible Party: Plan Commission and Town Board
Timing: 2008
 2. Task: Create and maintain a five year capital improvement plan that includes all road, utility, park and other community service capital needs. The plan should prioritize short-term and long-term needs, include equipment needs, identify potential funding sources, and discuss contingency plans in the event that funds are not available (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Economic Development* element)
Responsible Party: Plan Commission and Town Board
Timing: 2008 and annually thereafter
 3. Task: Develop a town bicycle and pedestrian route map that designates corridors that currently can accommodate pedestrian traffic, and/or that designates future routes that should be improved based on anticipated growth (*Transportation* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
 4. Task: Develop and adopt an official map to designate planned future parks, utilities, roads and trails for purposes of guiding the planning, design, and development of such facilities by the town, state, or as part of future land development projects through dedications, acquisitions and zoning (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
-

5. Task: The town shall pursue the enhancement of the Rural on the Crystal River Historic District” through the development of appropriate development regulations to protect and preserve the integrity and compatibility of both new and existing structures, as well as the appearance and rural character of this area (*Agricultural, Natural, and Cultural Resources* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)
6. Task: The town should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway 22 and Highway QQ corridors consistent with the land use classifications shown on the 2030 Preferred Land Use Plan map (*Economic Development; Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: 2007-2010 (within one to three years)

Periodic Actions

7. Task: Utilize the PASER system to update the road improvement plan (*Transportation* element)
Responsible Party: Plan Commission and Town Board
Timing: Annually
8. Task: Assess town staffing, equipment, and training levels annually (*Utilities and Community Facilities* element)
Responsible Party: Plan Commission and Town Board
Timing: Annually
9. Task: Actively pursue all available funding, especially federal and state sources, for needed transportation facilities, including funding for non-vehicular facilities (e.g. trails) (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources; Land Use* element)
Responsible Party: Plan Commission and Town Board
Timing: Annually or as needed
10. Task: Evaluate fire protection staffing, training, and equipment needs annually (*Utilities and Community Facilities* element)
Responsible Party: Plan Commission and Town Board
Timing: Annually
11. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings every five years (*Utilities and Community Facilities* element)
Responsible Party: Plan Commission and Town Board
Timing: Every five years

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Dayton and summarizes recommended changes to each of these ordinance types. For basic information on regulatory plan implementation tools, please refer to Section 9.1 of the *Inventory and Trends Report*. For further detail on the status of each type of implementation ordinance in Waupaca County, please refer to Section 9.3 of the *Inventory and Trends Report*.

Code of Ordinances

Current Status

The Town of Dayton has not adopted its ordinances as a code of ordinances. In addition to the ordinances detailed below, the town administers the following:

- ♦ Ordinance 97-1 – Establishing the Duties of the Town Enforcement Officers, 1997
This ordinance establishes duties of town enforcement officers. Primary duties include enforcement of ordinances regulating dogs, parking, and nuisances. Formal law enforcement training is required for officers. This ordinance abolishes the office of constable, but does not establish a police department.
- ♦ Ordinance 98-3 – To Regulate Traffic, 1998
This ordinance adopts state vehicle, traffic, and snowmobile laws for the town. The ordinance also establishes designated arteries for through traffic, no parking areas, maximum speed limits, stop sign locations, and no passing zones in the town.
- ♦ Ordinance 95-3 – Water Traffic, Boating, and Water Sports Amendment, 1995
This ordinance amends Ordinance No. 6 regulating water traffic, boating, and water sports on the Chain O'Lakes, Spencer Lake, and Stratton Lake. Section 7 of the ordinance is amended to provide a “slow-no-wake” buoy on the channel between Long Lake and Beasley Lake.
- ♦ Ordinance 98-1 – Boating, 1998
This ordinance applies to all waters in the town and is enforced by the Waupaca County Sheriff's Department. State boating and safety laws are adopted and special restrictions are adopted including “slow-no-wake” zones, anchoring and mooring restrictions, allowable hours for operating certain machines, placement of buoys, and use of seaplanes. Permits for certain activities such as water shows are also required.
- ♦ Ordinance – Public Nuisances, 1995
This ordinance defines situations that constitute public nuisances and authorizes the town to abate such nuisances. Examples of nuisance situations addressed by the ordinance include health hazards, abandoned wells, excessive noise, and junk vehicles. Enforcement and penalty provisions are included.
- ♦ Ordinance 98-4 – Town Plan Commission, 1998
This ordinance establishes a seven member Town Plan Commission. It details appointment procedures, compensation, and duties of the Commission. Plan Commission referrals required by this ordinance include review of certified survey maps, conditional

use applications, variance applications, zoning change requests, land use plan amendments, subdivision plats, and proposed ordinances.

Recommended Changes

The town should follow the statutory procedure for creating a code of ordinances. All existing and future ordinances should be adopted as part of the town's municipal code.

Zoning

Current Status

The Waupaca County Zoning Ordinance establishes the county's basic land use, lot size, and building location and height requirements. The Waupaca County Zoning Ordinance applies to unincorporated areas of the county in towns that have adopted the ordinance. To date, all towns except the Town of Harrison have adopted the Waupaca County Zoning Ordinance.

Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Dayton will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Waupaca County to modify county zoning ordinances for achievement of the town's vision for the future. A more effective zoning ordinance will be utilized to:

- ♦ Promote affordable housing options
- ♦ Preserve agricultural lands and the right to farm
- ♦ Preserve natural resources and cultural resources including rural character
- ♦ Implement the town's site planning policies
- ♦ Better achieve the town's desired development pattern
- ♦ Better manage potentially conflicting land uses

On a fundamental level, the town will need to work with Waupaca County to create new zoning districts and to revise the town zoning map. This will help implement the town's preferred land uses and densities as established under the preferred land use classifications. The zoning map should be modified to better achieve the town's desired commercial development pattern and to discourage industrial use.

In addition to the revision of the basic zoning districts and map, the town hopes to have several specific tools available including the following:

- ♦ Impacts assessment
- ♦ Transfer of development rights program
- ♦ Site planning regulations (further detailed under *Land Division Regulations* below)

Land Division Regulations

Current Status

The Waupaca County Subdivision Ordinance applies to the town and requires county approval of land divisions that result in the creation of one or more parcels of five acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

Ordinance 98-5 (Land Divisions, 1998) requires Town Board approval of all land divisions. The Plan Commission is granted authority to review preliminary plats. It requires compliance with the Town of Dayton Land Use Plan. A minimum lot size of 20,000 square feet is established for sewer residential areas and 2.5 acres for unsewered residential areas. In agriculturally zoned areas, the minimum lot size is 10 acres, except that one parcel with a minimum lot size of 2.5 acres may be created in any 10 year period. Planned residential developments may have lots as small as one acre, but must not exceed a density of one lot per 2.5 acres when deed restricted open space is included. All lots are required to have access to a public road and must be at least 200 feet wide and include at least 200 feet of public road frontage. The ordinance establishes review criteria for major subdivisions (the creation of five or more lots) and minor subdivisions (the creation of three or four lots), but not for the creation of two lots or the reconfiguration of the boundaries of a single lot. All major subdivisions must be residentially zoned. The ordinance is unclear as to the procedure for the review of land division applications.

Technical Recommendations

- ♦ Clarify the review procedures and address the creation of two lots or the reconfiguration of the boundaries of a single lot.
- ♦ Require consistency with the Comprehensive Plan.
- ♦ Clarify the definition of a planned residential development.

Recommended Changes

Land division ordinances will be another key tool that the Town of Dayton will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Waupaca County to modify county land division ordinances for achievement of the town's vision for the future. However, should this approach fall short in implementing the town's plan, the town will consider maintaining and updating its local ordinance. A more effective land division ordinance will be utilized to:

- ♦ Preserve agricultural lands and the right to farm
- ♦ Preserve natural resources and cultural resources including rural character
- ♦ Encourage the use of conservation land division design
- ♦ Implement the town's site planning requirements
- ♦ Encourage the coordinated planning of adjacent development sites
- ♦ Improve the management of new road and other public infrastructure dedications

Conservation design will be encouraged for major land divisions in the Town of Dayton in order to simultaneously accomplish the town's goals of protecting agricultural, natural, and cultural resources while also allowing for the exercise of development rights. As conservation design takes place, a given site may have multiple features that are worthy of preservation. Based on the site conditions, surrounding land uses, and public input, the town will determine on a case-by-case basis which landscape features (agricultural resources, natural resources, cultural resources) have the highest priority for protection on a given conservation design development site.

It is also important to the Town of Dayton that the placement of development on a given parcel is planned in order to prevent negative impacts to agricultural, natural, and cultural resources. Site planning regulations should be included in both revised land division and

revised zoning ordinances in order to implement the town's site planning policies. Land division and zoning ordinances will be amended to require the identification of limits of disturbance that denote the allowable extent of buildings, driveways, and utilities. Areas of a parcel outside of the limits of disturbance will then remain in open land, agriculture, woodland, or other green space uses.

Land division tools will be used to encourage the coordinated planning of adjacent development sites. Site planning can be used not only to protect valued features of the landscape, but also to ensure that future road extensions are not blocked by construction of buildings. Area development plans will be required of major land divisions and commercial or industrial development proposals. These plans will lay out potential road extensions on adjacent lands. To ensure potential future road connectivity between development sites, the town's policies regarding the use of cul-de-sacs should be included in a revised land division ordinance. Cul-de-sacs should be limited, but when allowed, should be constructed to the outside property line of the development site.

In order to better manage new town roads or other public infrastructure dedications associated with new development, the town will improve land division ordinance provisions for the execution of development agreements. A standard development agreement should be assembled that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer.

Utility and Level of Service Standards

Current Status

Utility and level of service standards are not currently administered by the town.

Recommended Changes

The town should conduct a needs assessment and, subsequently, formulate an adequate public facilities ordinance. They should also conduct an impact fee study and development an impact fee ordinance consistent with Wisconsin Act 477. The town should also develop an ordinance that address utility standards and operations, utility accommodation, and utility towers.

Right to Farm

Current Status

The town does not currently have a right to farm ordinance.

Recommended Changes

The town should adopt a right to farm ordinance.

Site Plan and Design Review

Current Status

Site plan and design review standards are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town needs to establish requirements for site plan approval of proposed commercial, industrial, institutional, single family, and multi-family developments. The town also needs to create a site design review ordinance. Site plan and design review requirements will protect and enhance the visual quality of the town by establishing the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation.

Official Map Regulations

Current Status

An official map is not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town has recommended the development and adoption of an official map to establish the locations of planned future parks and rights-of-way.

Sign Regulations

Current Status

Ordinance 99-2 (Sign Ordinance, 1999) establishes regulations for outdoor advertising signs. It includes permit requirements and lists the types of signs that are exempt from the ordinance requirements. Except for limited directional signage, off-premise advertising signs are prohibited by the ordinance. Existing off-premise signs are deemed nonconforming, and an amortization schedule for their eventual removal is established. Two districts are established for the purpose of this ordinance including a Commercial Roadside district and a Historic, Agricultural, and Residential district (all other areas of the town). A map of the districts is included. Sign design review criteria are established, and the Plan Commission is granted authority to apply the criteria to sign applications.

Technical Recommendations

The amortization provisions of this ordinance are no longer valid. Act 81, signed into law in January 2006 affects these provisions.

Recommended Changes

No specific recommendations regarding amending the town's current sign regulations have been identified, however, requirements for the design and placement of signs may be affected by the site plan and design review ordinance.

Erosion Control and Stormwater Management

Current Status

Erosion control and stormwater management ordinances are not currently administered by the town. Erosion control and stormwater management are addressed by the Waupaca County Zoning, Subdivision, Shoreland Zoning, and Non-Metallic Mining Reclamation Ordinances, which are in effect in the Town of Dayton. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town will modify applicable land division, zoning, and building code ordinances to include improved stormwater management and construction site erosion control requirements. Development proposals will be required to address stormwater management, construction site erosion control, and potential increased risk of flooding. Ordinance provisions should be created that allow the town to consider whether new development will be required to install town approved stormwater management facilities.

Historic Preservation

Current Status

Historic preservation ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town will pursue the enhancement of the “Rural on the Crystal River Historic District” through adoption of appropriate development regulations (zoning, land division or historic preservation ordinances) to protect and preserve the integrity and compatibility of both new and existing structures, as well as the appearance and rural character of this area.

Building, Housing, and Mechanical Codes

Current Status

Ordinance 93-1 (Building Code Ordinance, 1993) establishes building permit and inspection requirements for all new buildings and certain alterations to existing buildings. Permits and inspections are also required for moving or demolishing buildings. Compliance with applicable state building codes and the Waupaca County Zoning Ordinance are required.

Recommended Changes

The building code should be revised to implement the town’s policies for mobile homes, manufactured homes, and mobile home parks.

Sanitary Codes

Current Status

The Waupaca County Sanitary Ordinance applies to the town for the regulation of POWTS. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

No specific changes to sanitary codes are recommended at this time, but the town should continue to work with Waupaca County for the regulation of POWTS and with the Waupaca-Chain O' Lakes Sanitary District on provision of sanitary sewer. This plan includes policies intended to enhance communication between the town, the sanitary district, and developers and to help ensure that good decisions are made regarding potential extension of sewer infrastructure. These policies include the following:

- ♦ The owner or applicant of a land division shall meet with the Sanitary District Board if a proposed land division occurs within or in close proximity (guideline 500 feet) to the Sanitary District or the Sewer Service Area.
- ♦ A proposed subdivision in or near the Sanitary District or the Sewer Service Area shall be reviewed by the Sanitary District engineer to estimate the feasibility and cost of extending sewer service to the land division.
- ♦ The cost of a feasibility analysis by the Sanitary District Engineer shall be the responsibility of the applicant.
- ♦ A proposed subdivision in or near the Sanitary District or the Sewer Service Area shall not be approved by the town unless the sewer connection feasibility analysis has been completed and confirmation has been received from the Sanitary District.

Driveway and Access Controls

Current Status

Driveway and access control ordinances are not currently administered by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town will adopt a driveway ordinance to implement access control and emergency vehicle access policies as they apply to town roads. The following areas of concern should be addressed by the ordinance.

- ♦ Minimum distance between access points
- ♦ Maximum number of access points per parcel
- ♦ Minimum site distance
- ♦ Minimum driveway surface width and construction materials
- ♦ Minimum clearance width and height
- ♦ Maximum driveway length
- ♦ Minimum turnaround areas for longer driveways
- ♦ Minimum intersection spacing

Road Construction Specifications

Current Status

Road construction specifications have not been adopted by the town. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

Recommended Changes

The town will develop and adopt town road construction specifications to include modern requirements for pedestrian features, road base, surfacing, and drainage construction. The construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.

9.3 Non-Regulatory Land Use Management Tools

While ordinances and other regulatory tools are often central in plan implementation, they are not the only means available to a community. Non-regulatory implementation tools include more detailed planning efforts (such as park planning, neighborhood planning, or road improvement planning), public participation tools, intergovernmental agreements, land acquisition, and various fiscal tools (such as capital improvement planning, impact fees, grant funding, and annual budgeting). For basic information on non-regulatory plan implementation tools, please refer to Section 9.2 of the *Inventory and Trends Report*.

The *Town of Dayton Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ♦ Assess the availability of land for residential development (*Housing* element)
- ♦ Review ordinances and fees for their impacts on affordable housing (*Housing* element)
- ♦ Pursue funding for needed transportation facilities including trails (*Transportation* element)
- ♦ Utilize intergovernmental efficiencies to provide services and facilities (*Utilities and Community Facilities* element)
- ♦ Assess service and capacity and needs including town buildings, staffing, and equipment (*Utilities and Community Facilities* element)
- ♦ Create a purchase or transfer of development rights program (*Agricultural, Natural, and Cultural Resources* element)
- ♦ Support and participate in educational and training programs with local industry, schools, and government (*Economic Development* element)
- ♦ Meet with other units of government (*Intergovernmental Cooperation* element)
- ♦ Pursue a cooperative boundary agreement with the Town of Farmington (*Intergovernmental Cooperation* element)
- ♦ Review and update the comprehensive plan (*Implementation* element)

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Dayton should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations of its comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency of the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as an effective tool upon which community decisions are based.

According to Wisconsin's Comprehensive Planning law (Wis. Stats. 66.1001), the same process that was used to initially adopt the plan shall also be used when amendments are made. The town should be aware that laws regarding the amendment procedure may be clarified or changed as more comprehensive plans are adopted, and should therefore be monitored over time. Under current law, adopting and amending the town's comprehensive plan must comply with the following steps:

- ♦ **Public Participation Procedures.** The established public participation procedures must be followed and must provide an opportunity for written comments to be submitted by members of the public to the Town Board and for the Town Board to respond to such comments.
- ♦ **Plan Commission Recommendation.** The Plan Commission recommends its proposed comprehensive plan or amendment to the Town Board by adopting a resolution by a majority vote of the entire Plan Commission. The vote shall be recorded in the minutes of the Plan Commission. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.
- ♦ **Recommended Draft Distribution.** One copy of the comprehensive plan or amendment adopted by the Plan Commission for recommendation to the Town Board is required to be sent to: (a) every governmental body that is located in whole or in part within the boundaries of the town, including any school district, sanitary district, public inland lake protection and rehabilitation district, or other special district; (b) the clerk of every city, village, town, county, and regional planning commission that is adjacent to the town; (c) the Wisconsin Land Council; (d) the Department of Administration; (e) the Regional Planning Commission in which the town is located; (f) the public library that serves the area in which the town is located; and (g) persons who have leasehold interest in an affected property for the extraction of non-metallic minerals. After adoption by the Town Board, one copy of the adopted comprehensive plan or amendment must also be sent to (a) through (f) above.
- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.

- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

Comprehensive planning statutes require that a comprehensive plan be updated at least once every 10 years. However, it is advisable to conduct a plan update at a five year interval. An update requires revisiting the entire planning document. Unlike an amendment, an update is often a substantial re-write of the text, updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan including similar time and funding allotments. State statutes should also be monitored for any modified language.

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

While this comprehensive plan is divided into nine elements, in reality, community planning issues are not confined to these divisions. Planning issues will cross these element boundaries. Because this is the case, the policies and recommendations of this plan were considered by the Town of Dayton in the light of overall implementation strategies. The following implementation strategies were available for consideration.

Housing <ol style="list-style-type: none"> 1. Create a range of housing options 2. Create opportunities for quality affordable housing 3. Change the treatment of mobile and manufactured homes 	Economic Development <ol style="list-style-type: none"> 1. Change community conditions for attracting business and job growth 2. Change community conditions for retaining existing businesses and jobs 3. Create additional tax base by requiring quality development and construction 4. Create more specific plans for economic development
Transportation <ol style="list-style-type: none"> 1. Create efficiencies in the cost of building and maintaining roads (control taxes) 2. Preserve the mobility of collector and/or arterial roads 3. Create safe emergency vehicle access to developed properties 4. Create improved intersection safety 5. Create more detailed plans for transportation improvements 6. Create road connectivity 7. Create a range of viable transportation choices 	Intergovernmental Cooperation <ol style="list-style-type: none"> 1. Create intergovernmental efficiencies for providing services and facilities 2. Create a cooperative approach for planning and regulating development along community boundaries 3. Preserve intergovernmental communication
Utilities and Community Facilities <ol style="list-style-type: none"> 1. Create efficiencies in the cost of providing services and facilities (control taxes) 	Land Use <ol style="list-style-type: none"> 1. Preserve the existing landscape by limiting growth 2. Preserve valued features of the landscape through site planning

-
2. Create more detailed plans for facility and service improvements
 3. Create intergovernmental efficiencies for providing services and facilities
 4. Create improved community facilities and services
 5. Preserve the existing level and quality of community facilities and services
 6. Preserve the quality of outdoor recreational pursuits
 7. Create additional public recreation facilities
 8. Create opportunities to maximize the use of existing infrastructure

3. Preserve development rights
4. Create development guidelines using selected criteria from *What If* suitability mapping
5. Create an overall pattern of growth that is dispersed
6. Create an overall pattern of growth that is clustered
7. Create an overall pattern of growth that is concentrated
8. Preserve the influence of market forces to drive the type and location of development
9. Create a system of development review that prevents land use conflicts
10. Create a system of development review that manages the location and design of non-residential development

Agricultural, Natural, and Cultural Resources

1. Preserve agricultural lands
 2. Preserve the right to farm
 3. Preserve active farms
 4. Preserve natural resources and/or green space
 5. Preserve rural character
 6. Create targeted areas for farming expansion
 7. Create targeted areas for forestry expansion
 8. Preserve historic places and features
-

These overall strategies are grouped by element, but are associated with policies and recommendations in multiple elements. These associations are noted on each policy and recommendations statement. For example, policy UCF3 is associated with strategy Utilities and Community Facilities 1 (Create efficiencies in the cost of providing services and facilities - control taxes) and strategy Agricultural, Natural, and Cultural Resources 3 (Preserve community character and small town atmosphere).

UCF3 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC3).

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be integrated with the other elements of the plan. The implementation strategies provide planning element integration by grouping associated policies and recommendations in multiple elements with coherent, overarching themes.

The Town of Dayton selected from the available strategies to generate its policies and recommendations. The selected implementation strategies reflect the town's highest priorities for implementation, and areas where the town is willing to take direct implementation responsibility. The following strategies were selected and utilized to develop this plan:

- ♦ H1: Create a range of housing options
 - ♦ H2: Create opportunities for quality affordable housing
 - ♦ H3: Change the treatment of mobile and manufactured homes
 - ♦ T1: Create efficiencies in the cost of building and maintaining roads (control taxes)
 - ♦ T5: Create more detailed plans for transportation improvements
-

- ♦ T6: Create road connectivity
- ♦ T7: Create a range of viable transportation choices
- ♦ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes)
- ♦ UCF2: Create more detailed plans for facility and service improvements
- ♦ UCF3: Create intergovernmental efficiencies for providing services and facilities
- ♦ UCF4: Create improved community facilities and services
- ♦ UCF7: Create additional public recreation facilities
- ♦ UCF8: Create opportunities to maximize the use of existing infrastructure
- ♦ AG1: Preserve agricultural lands
- ♦ AG2: Preserve the right to farm
- ♦ AG3: Preserve active farms
- ♦ AG4: Preserve natural resources and/or green space
- ♦ AG5: Preserve rural character
- ♦ AG8: Preserve historic places and features
- ♦ ED1: Change community conditions for attracting business and job growth
- ♦ ED2: Change community conditions for retaining existing businesses and jobs
- ♦ ED3: Create additional tax base by requiring quality development and construction
- ♦ IGC1: Create intergovernmental efficiencies for providing services and facilities
- ♦ IGC2: Create a cooperative approach for planning and regulating development along community boundaries
- ♦ IGC3: Preserve intergovernmental communication
- ♦ LU1: Preserve the existing landscape by limiting growth
- ♦ LU2: Preserve valued features of the landscape through site planning
- ♦ LU3: Preserve development rights
- ♦ LU6: Create an overall pattern of growth that is clustered
- ♦ LU9: Create a system of development review that prevents land use conflicts
- ♦ LU10: Create a system of development review that manages the location and design of non-residential development

The strategies that were not selected by the town may still be of importance, but were not identified as top priorities or areas where direct action by the town was deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Dayton Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore reducing the threat of inconsistency.

There may be inconsistencies between the goals and objectives between elements or even within an individual element. This is the nature of goals and objectives. Because these are statements of community values, they may very well compete with one another in certain situations. The mechanism for resolving any such inconsistency is the policy statement. Where goals or objectives express competing values, the town should look to the related policies to provide decision making guidance. The policies established by this plan have been designed with this

function in mind, and no known policy inconsistencies are present between elements or within an individual element.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan, etc.). The process used to develop any further detailed plans should be consistent with this *Town of Dayton Year 2030 Comprehensive Plan*.

9.6 Measurement of Plan Progress

Wisconsin's Comprehensive Planning law requires that the *Implementation* element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components of the plan, policies and recommendations, which are found in each plan element.

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town of Dayton has established a Transportation element policy that states, "Dead-end roads and cul-de-sacs shall be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan's adoption, and how many of those were necessitated by the site conditions. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Implementation Goals and Objectives

Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They specifically address key issues, opportunities, and problems that affect the community. Objectives are more specific than goals and are more measurable statements usually attainable through direct action and implementation of plan recommendations. The accomplishment of objectives contributes to fulfillment of the goal.

Goal 1 Promote consistent integration of the comprehensive plan policies and recommendations with the ordinances and implementation tools that affect the town.

Objectives

- 1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.
- 1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the town’s comprehensive plan.
- 1.c. Develop and update as needed an “Action Plan” as a mechanism to assist the Plan Commission and Town Board with the administration of the comprehensive plan.

Goal 2 Balance appropriate land use regulations and individual property rights with community interests and goals.

Objectives

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to participate in the review and provide comments, ideas and opinions for consideration by the Town Plan Commission and Town Board and an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives.

Policies: Town Directive

- I1 The town shall maintain the comprehensive plan as an effective tool for the guidance of town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).

Recommendations

- ♦ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).
- ♦ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes requires a review and update at least once every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).

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Appendix A

Existing Land Use Classifications and Development Potential Scenarios

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Waupaca County Comprehensive Planning Existing Land Use Code Key

Residential

- ◆ Single Family Structures
 - ◆ Duplexes
 - ◆ Bed & Breakfast Houses
 - ◆ Mobile Homes Not in Parks
 - ◆ Mowed Land Surrounding Houses
 - ◆ Accessory Uses (Garages, Sheds)
-

Multi-Family Housing

- ◆ Apartments, Three or More Households
 - ◆ Condos, Three or More Units
 - ◆ Rooming and Boarding Houses
 - ◆ Connected Parking Areas
 - ◆ Mowed Land Surrounding
-

Mobile Home Parks

- ◆ Three or More Mobile Homes on a Parcel/Site
-

Farmsteads

- ◆ Farm Residences
 - ◆ Mowed Land Surrounding Houses
-

Group Quarters and Elder Care

- ◆ Resident Halls
 - ◆ Group Quarters
 - ◆ Retirement Homes
 - ◆ Nursing Care Facilities
 - ◆ Religious Quarters
 - ◆ Connected Parking Areas
-

Commercial

- ◆ Wholesale Trade
 - ◆ Retail Trade (Stores, Services, etc.)
 - ◆ Gas Stations
 - ◆ Buildings/Facilities Only for Greenhouses, Golf Courses, Driving Ranges
-

Agriculture

- ◆ Cropland
 - ◆ Barns, Sheds, Silos, Outbuildings
 - ◆ Manure Storage Structures
 - ◆ Feedlots
 - ◆ Land Between Buildings
-

Other Open Land

- ◆ Rocky Areas and Rock Outcrop
 - ◆ Open Lots in a Subdivision
 - ◆ An Undeveloped Rural Parcel
 - ◆ Pasture Land
 - ◆ Gamefarm Land
-

Parks and Recreation

- ◆ Sport and Recreational Facilities (public and private)
 - ◆ Athletic Clubs
 - ◆ Designated Fishing and Hunting
 - ◆ Fish Hatcheries
 - ◆ Boat Landings
 - ◆ Stadiums, Arenas, Race Tracks, Sport Complexes
 - ◆ Museums, Historical Sites
 - ◆ Nature Parks/Preserve Areas, Zoos, Botanical Gardens
 - ◆ Casinos
 - ◆ Amusement Parks (go-carts, mini-golf)
 - ◆ Bowling Alleys
 - ◆ Golf Courses and Country Clubs
 - ◆ Driving Ranges
 - ◆ Ski Hills and Facilities
 - ◆ Marinas
 - ◆ RV Parks and Recreational Camps
 - ◆ Campgrounds and Resorts
 - ◆ Designated Trails
 - ◆ Public Parks (includes playground areas, ball diamonds, soccer fields, tennis courts)
 - ◆ Fairgrounds (buildings and facilities included)
-

Woodlots

- ◆ Planted Wood Lots
 - ◆ Forestry and Timber Tract Operations, Silviculture
 - ◆ Orchards and Vineyards
 - ◆ General Woodlands
 - ◆ Hedgerows (where distinguishable)
-

Utilities

- ◆ Electric Power Generation, Transmission and Distribution
 - ◆ Transformers and Substations
 - ◆ Natural Gas Distribution
 - ◆ Water Towers / Storage Tanks
 - ◆ Sewage Treatment Plant
 - ◆ Lift Stations, Pump Stations, Wells
 - ◆ Communication Towers (includes radio, telephone, television, cellular)
 - ◆ Waste Treatment and Disposal
 - ◆ Active and Abandoned Landfills
 - ◆ Recycling Facilities
-

Institutional

- ◆ Public Libraries
 - ◆ Public and Private Schools
 - ◆ Colleges, Universities, Professional Schools
 - ◆ Technical and Trade School Facilities, Business / Computer training
 - ◆ Doctor and Dentist Offices
 - ◆ Hospitals
 - ◆ Churches, Religious Organizations, Non-Profit Agencies, Unions
 - ◆ Cemeteries and Crematories
-

Industrial

- ◆ Construction Contractors (excavating, roofing, siding, plumbing, electrical, highway and street)
 - ◆ Warehousing
 - ◆ Manufacturing/Factory
 - ◆ Mill Operation
 - ◆ Printing and Related Facilities
 - ◆ Chemical, Petroleum, and Coals Products Facilities
 - ◆ Trucking Facilities (includes outdoor storage areas for trucks and equipment, docking terminals)
-

Mines/Quarries

- ◆ Extraction/Quarries (sand, gravel, or clay pits, stone quarries)
 - ◆ Non-metallic Mineral Processing
-

Transportation

- ◆ Airports (includes support facilities)
 - ◆ Rail Transportation (includes right of way and railyards)
 - ◆ Waysides
 - ◆ Freight Weigh Stations
 - ◆ Bus Stations
 - ◆ Park and Ride/Carpool Lots
 - ◆ Highway and Road/Street Rights of Way
-

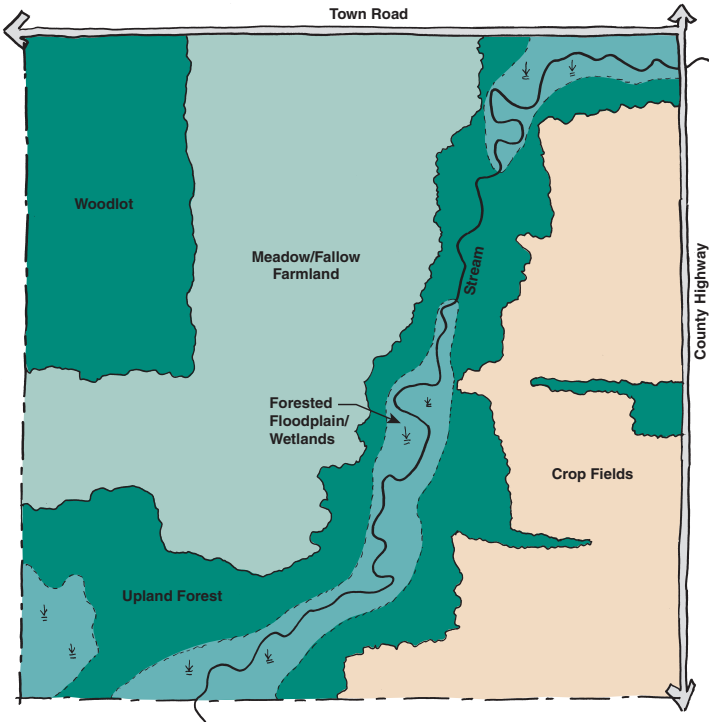
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family Housing, Mobile Home Parks, Farmsteads, etc.) needs to be identified for corrections.

Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 40 Acres

◆ Undeveloped Site – 160 Acres

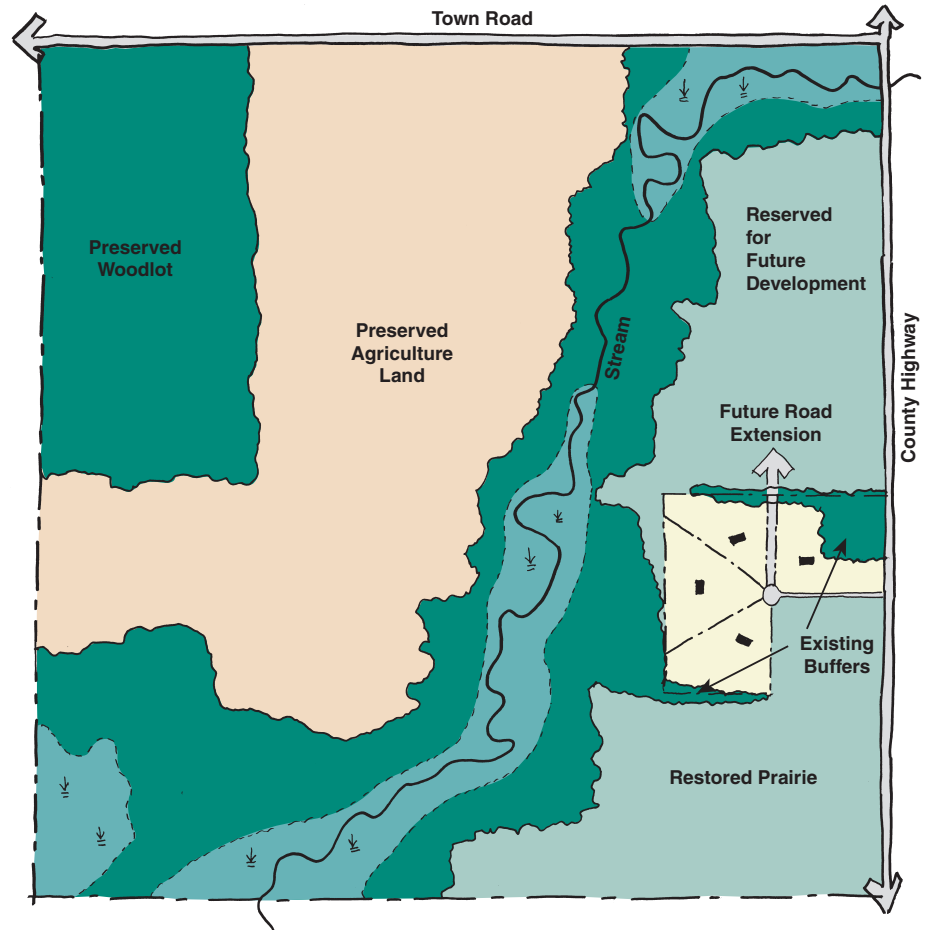
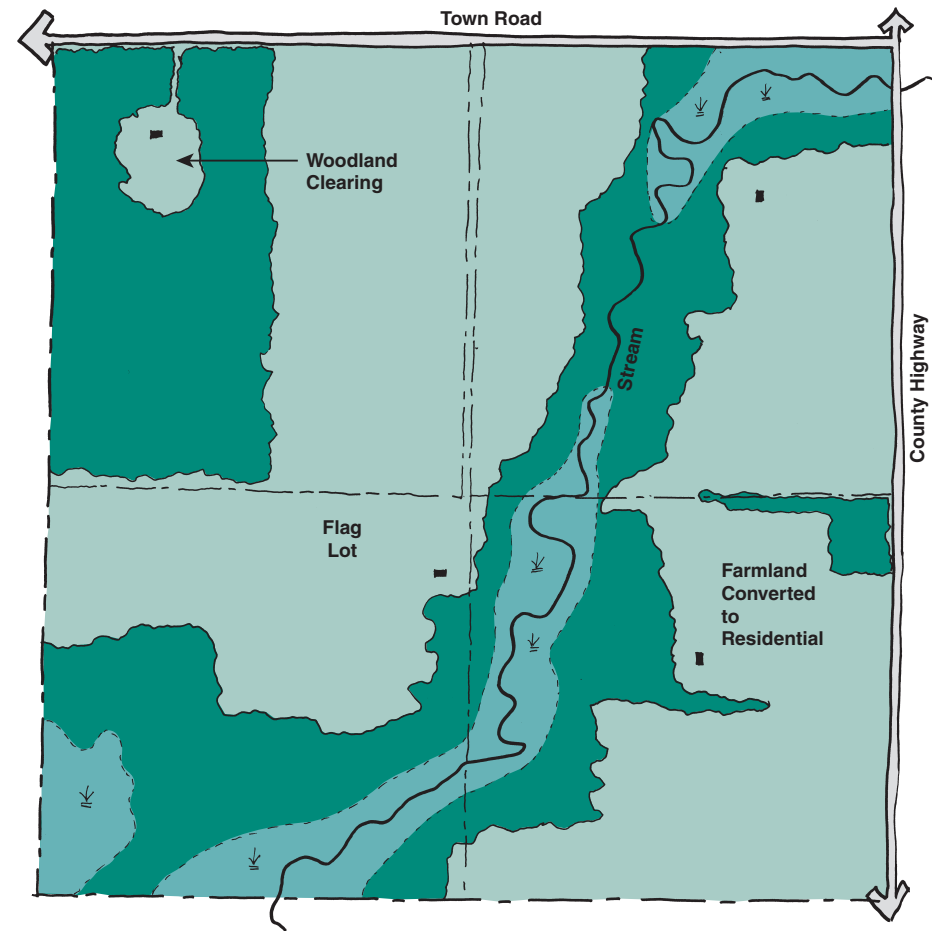


Conventional Development

- ◆ 4 homes
- ◆ Average lot size of 40 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining

Conservation Development

- ◆ 4 homes
- ◆ Average lot size of 1.8 acres
- ◆ About 7 acres developed
- ◆ About 153 acres remaining

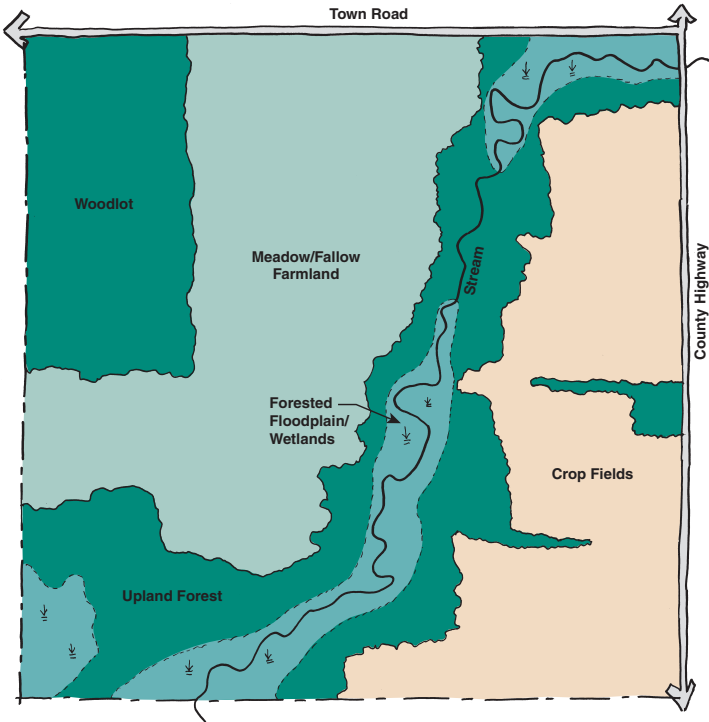


Waupaca County Comprehensive Planning

Rural Land Development Potential

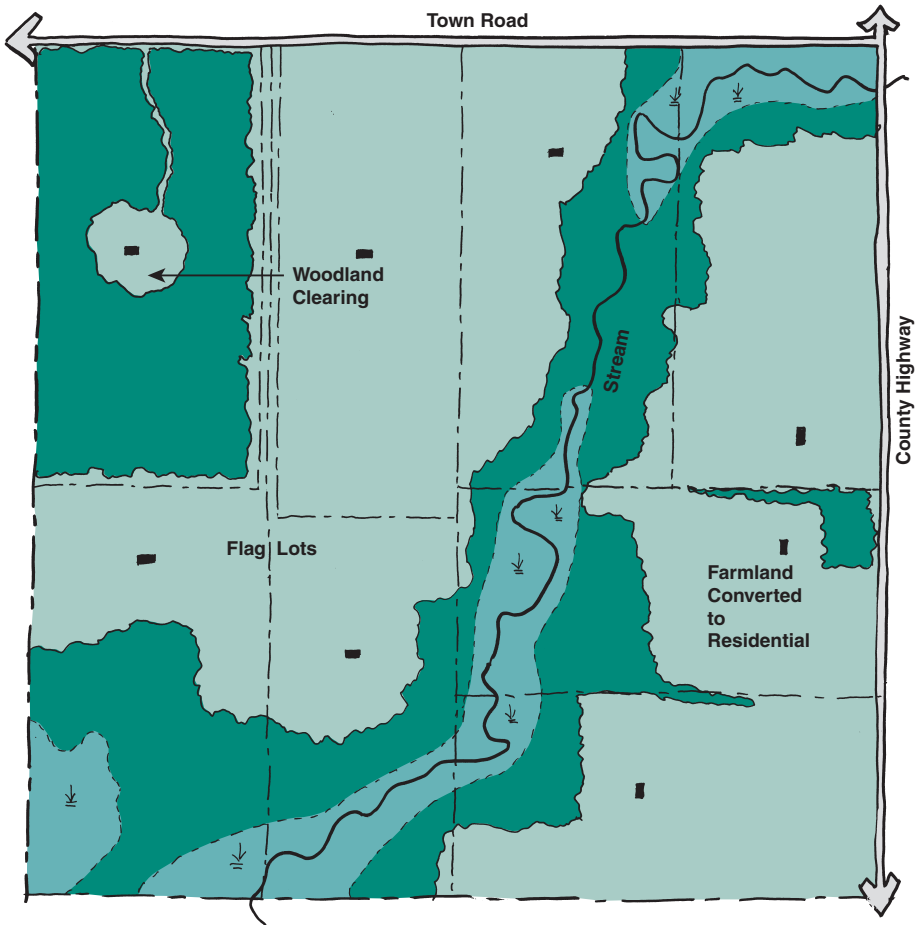
Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres



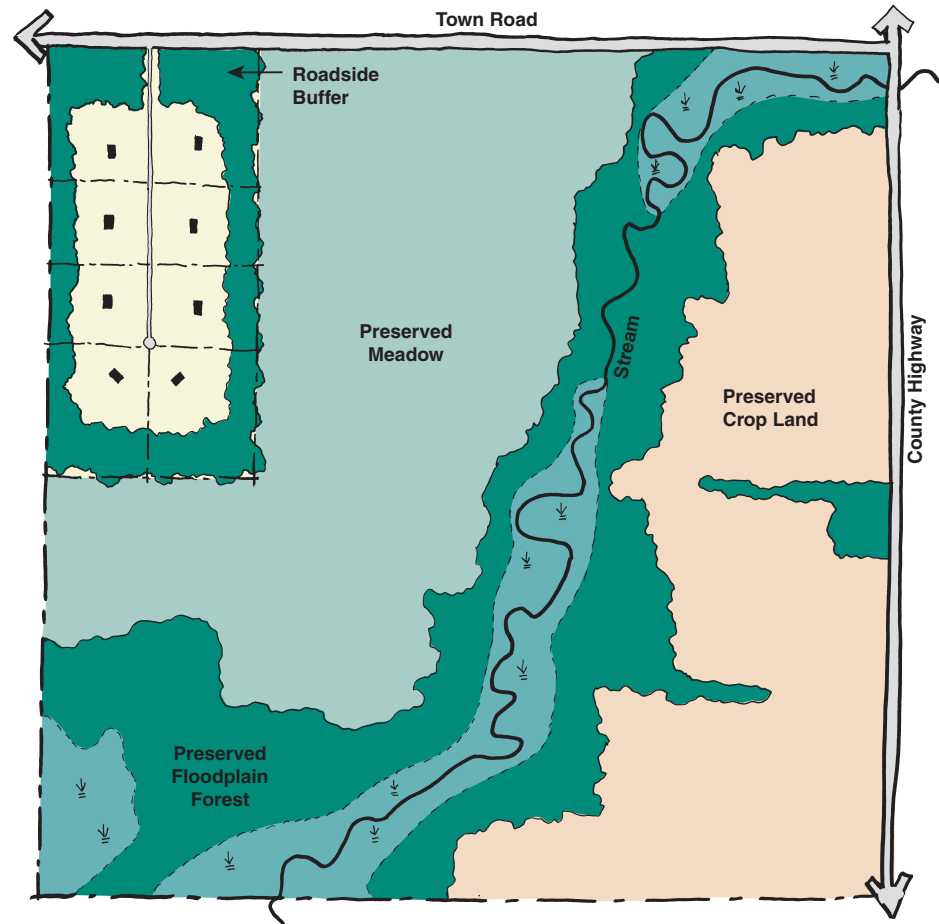
Conventional Development

- ◆ 8 homes
- ◆ Average lot size of 20 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining



Conservation Development

- ◆ 8 homes
- ◆ Average lot size of 2.5 acres
- ◆ About 20 acres developed
- ◆ About 140 acres remaining

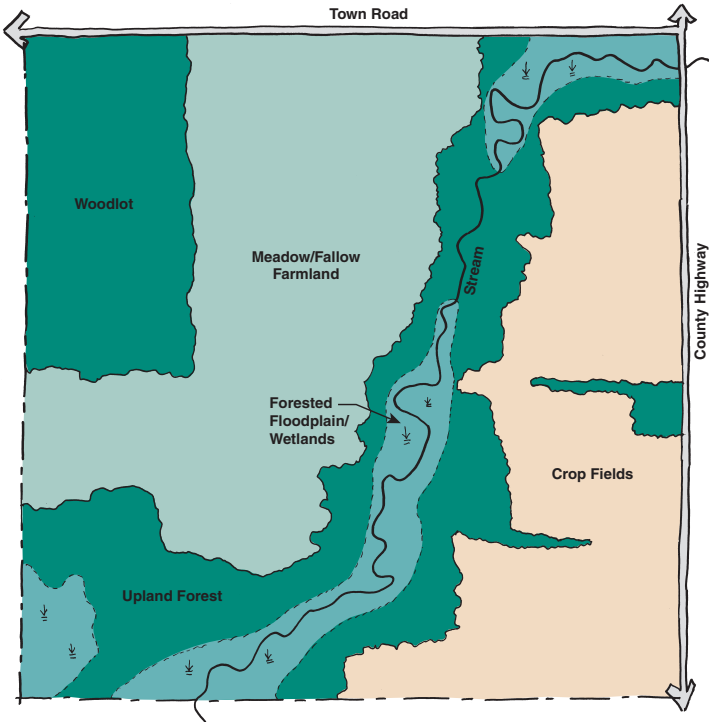


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres

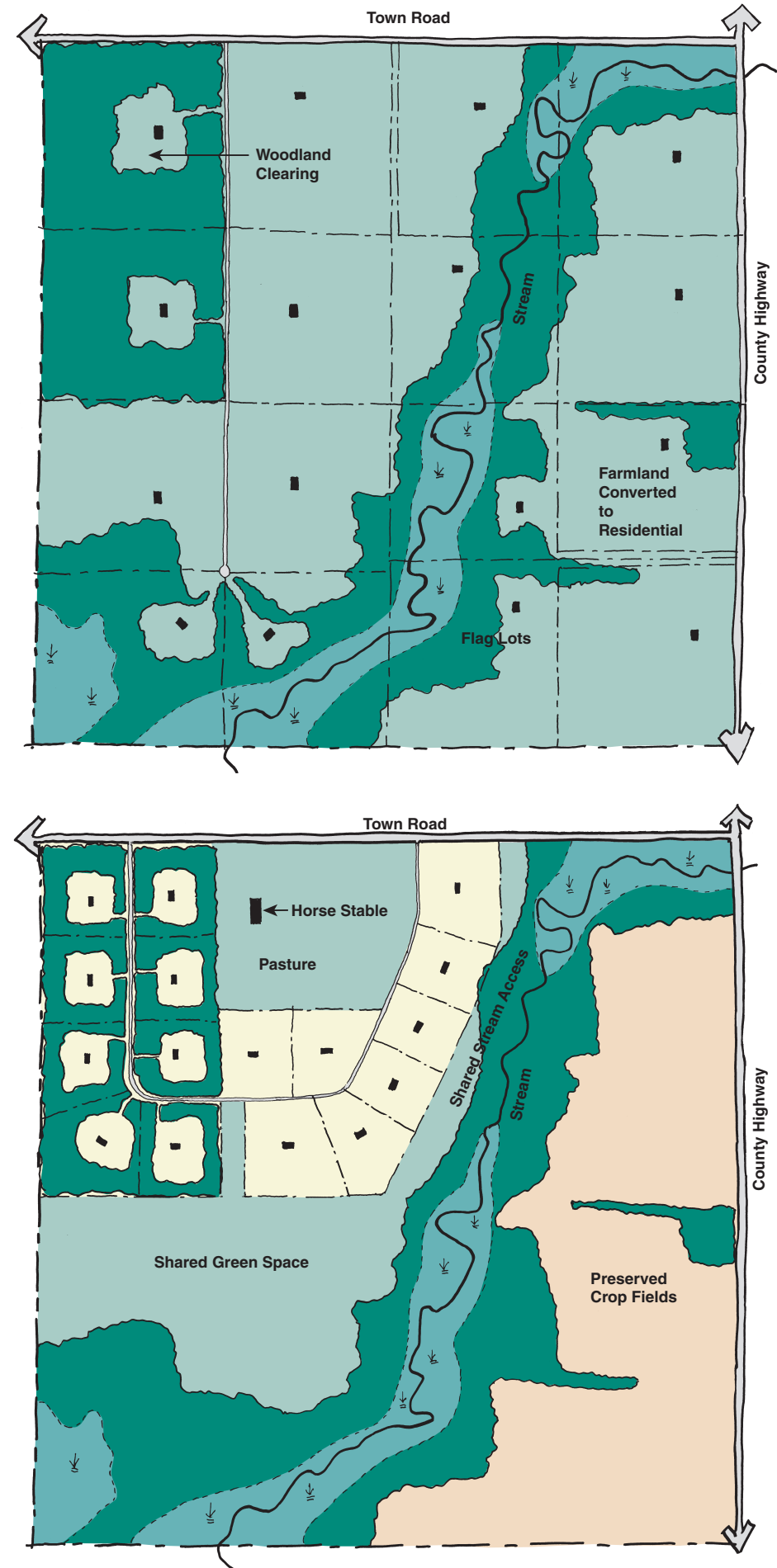


Conventional Development

- ◆ 16 homes
- ◆ Average lot size of 10 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining

Conservation Development

- ◆ 16 homes
- ◆ Average lot size of 2.3 acres
- ◆ About 37 acres developed
- ◆ About 123 acres remaining

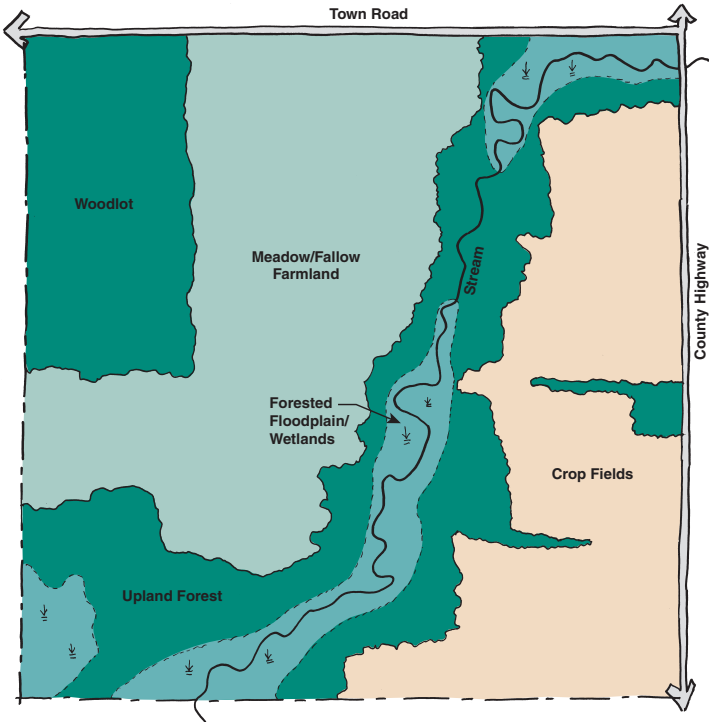


Waupaca County Comprehensive Planning

Rural Land Development Potential

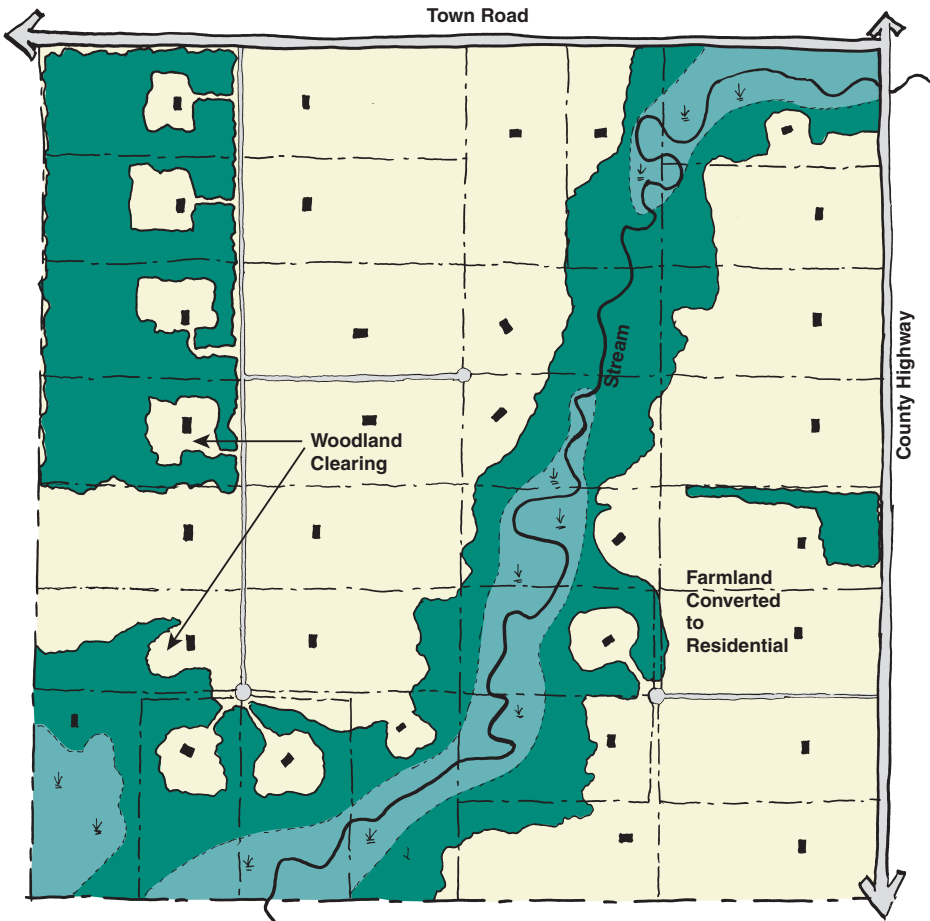
Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres



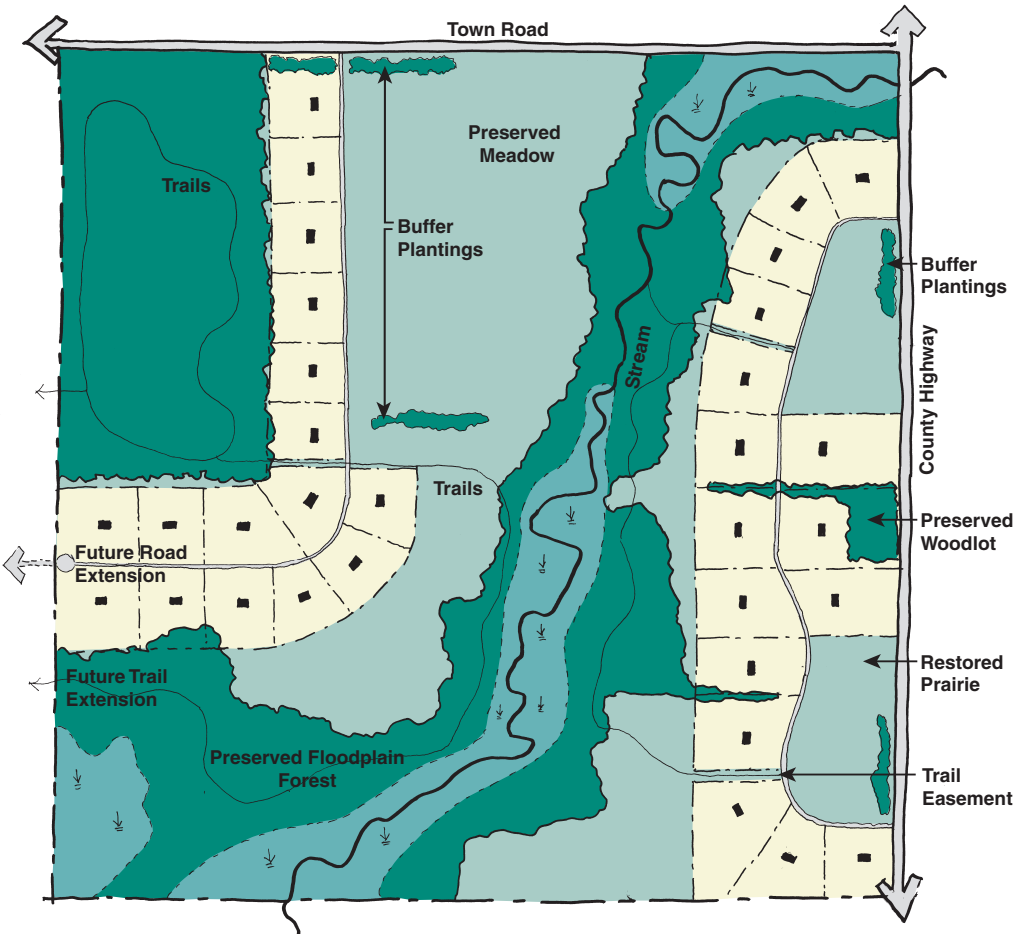
Conventional Development

- ◆ 32 homes
- ◆ Average lot size of 5 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining



Conservation Development

- ◆ 32 homes
- ◆ Average lot size of 1.8 acres
- ◆ About 58 acres developed
- ◆ About 102 acres remaining

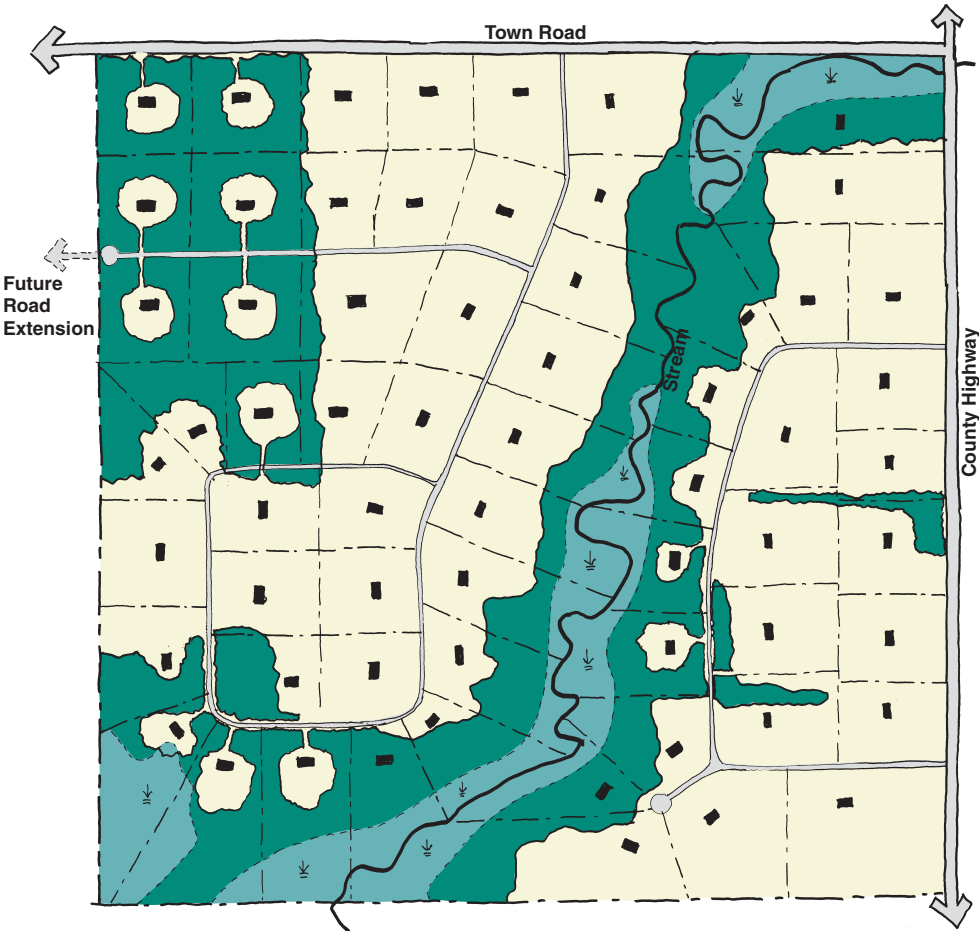
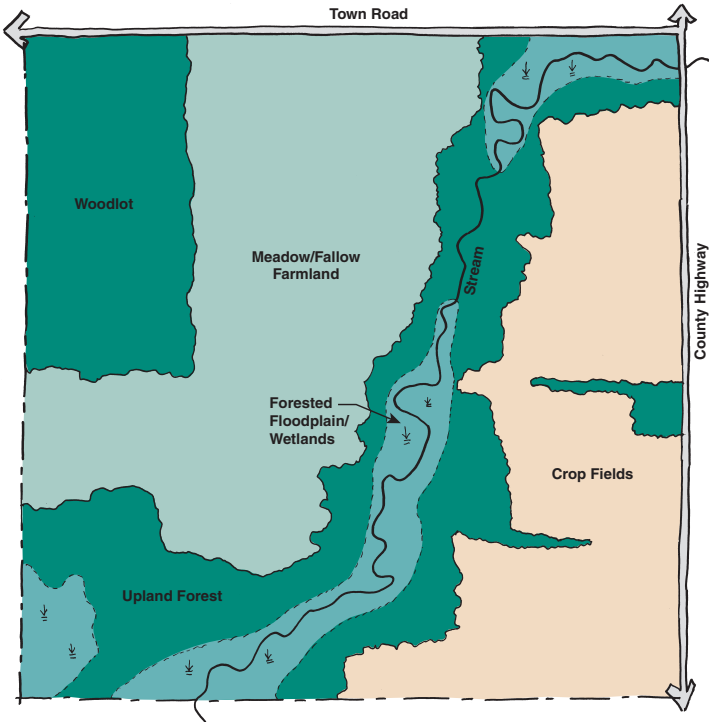


Waupaca County Comprehensive Planning

Rural Land Development Potential

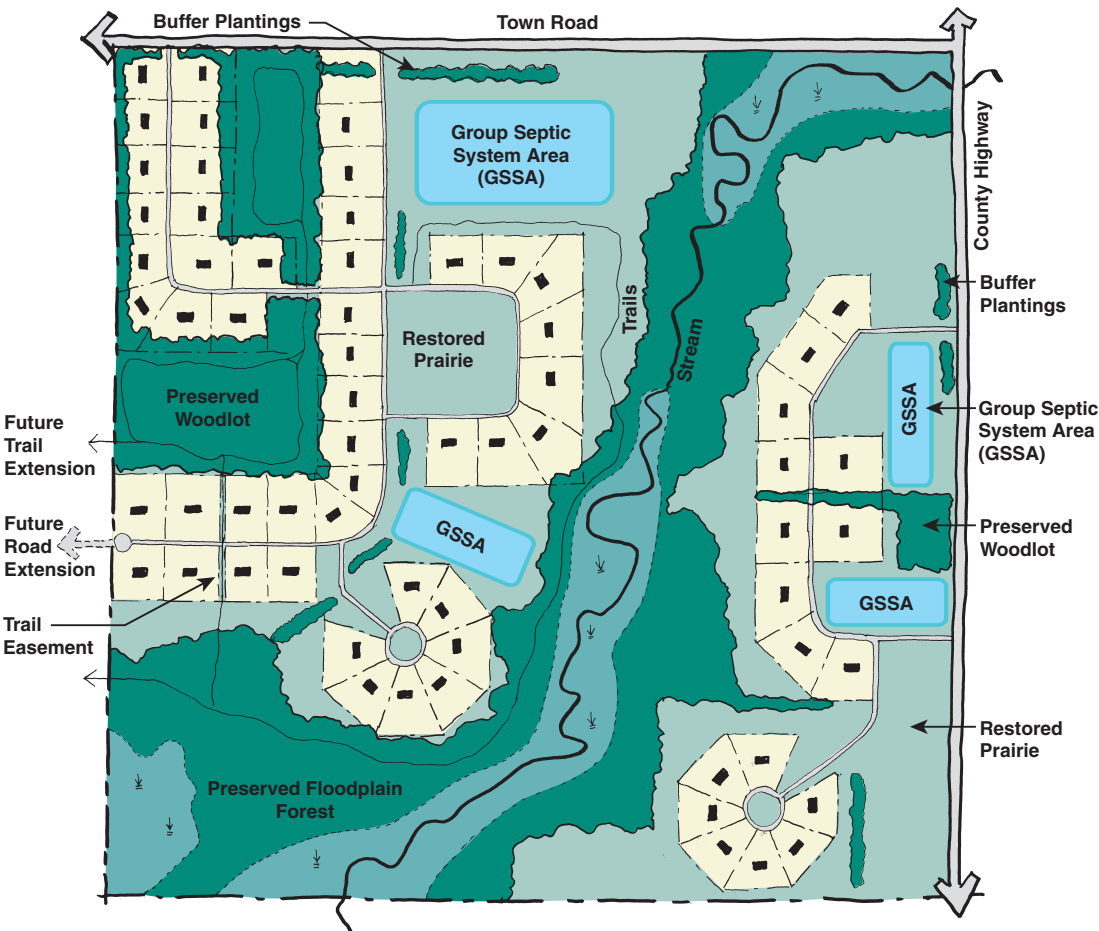
Density Scenario = 1 Unit Per 2.5 Acres

◆ Undeveloped Site – 160 Acres



Conventional Development

- ◆ 64 homes
- ◆ Average lot size of 2.5 acres
- ◆ 160 acres developed
- ◆ 0 acres remaining



Conservation Development

- ◆ 64 homes
- ◆ Average lot size of .75 acres (or 33,000 sq. ft.)
- ◆ About 48 acres developed
- ◆ About 112 acres remaining

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Appendix B

Public Participation Plan and Survey Results

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Resolution No. 2004 - 3

**A Resolution by the Governing Body of
the Town/Village/City of DAYTON
Adopting a Public Participation and Education Plan**

WHEREAS, The Town/Village/City of Dayton is participating in the Waupaca County comprehensive planning process to develop a comprehensive plan as defined in section 66.1001 of the Wisconsin Statutes to guide community actions and to promote more informed decision making regarding land use and related issues; and

WHEREAS, Section 66.1001(4)(a) of the Wisconsin Statutes specifies that local governments preparing a comprehensive plan must adopt written procedures that are *"Designed to foster public participation, including open discussion, communication programs, information services and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan;"* and

WHEREAS, These written procedures must also: *"Provide for wide distribution of proposed, alternative, and amended elements of a comprehensive plan, and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments;"* and

NOW, THEREFORE, BE IT RESOLVED, that the attached Public Participation and Education Plan is adopted by the Town/Village/City of Dayton to foster public participation throughout the comprehensive planning process consistent with the spirit and intent of section 66.1001(4)(a) of the Wisconsin Statutes.

ADOPTED this 17th day of MAY, 2004.

APPROVED by a vote of 3 ayes 0 nays

Harry Thoms
(Chair/President/Mayor of local governing body)

Attest Judith A. Suhs

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TOWN OF DAYTON

Comprehensive Plan Public Participation and Education Plan

Adopted by the TOWN OF DAYTON
MAY 2004

Table of Contents

	Page
I. Background	
A. Introduction	3
B. Wisconsin's Comprehensive Planning Law	4
C. Public Participation Required in the Law	4
D. Waupaca County Comprehensive Planning	4
II. The Public Participation Process	
A. The Four Dimensions of Public Participation	6
<i>Figure 1. 4-Dimensions of the Public</i>	6
1. The Process Dimension	7
2. The Stakeholder Dimension	7
<i>Table 1. Stakeholder Analysis</i>	7
3. The Purpose Dimension	9
<i>Figure 2. Public Participation Continuum</i>	9
4. The Tools Dimension	10
III. Public Participation in the Waupaca County Comprehensive Planning Process	11
A. Awareness Raising Tools	11
B. Public Participation Tools by Planning Stage	12
Appendix	
1. Brief Summary of Waupaca County Planning Process Public Participation Tools	
2. Waupaca County Comprehensive Plan Recommended Cluster Meeting Schedule	
3. Waupaca County Comprehensive Plan recommended Project Schedule	

Town of Dayton Comprehensive Plan: Public Participation and Education Plan

I. Background

A. Introduction

The concept of citizen participation is a fundamental principle of American democracy. In our system of governance, our representative leaders promise that we are a government “of the people, by the people, for the people”. This promise can be fulfilled to the extent that two actions occur. First, appointed and elected leaders must fulfill the responsibilities of informing, being informed by, and interacting with the public. Second, the public must reciprocate by learning from, teaching, and providing opinions to the leaders.

Failure to fulfill any of these responsibilities results in the lack of a fully effective representative democracy. At best, governments become less “governments for the people and by the people”, and more “service providers” for “taxpayers” (Hinds, 2001). At worst, governments become providers for the few token citizens that voice an opinion regardless of whether or not it is a majority one.

Waupaca County and the Town Dayton fully believe in and are committed to the promise of a representative democracy. To that end, the Town of Dayton pledges to the citizenry that it will inform, be informed by, and interact with the public throughout the comprehensive planning process. Furthermore, these leaders will actively work to provide and promote broad-based and continuous opportunities for public participation throughout the process so that they can learn from, teach, and hear opinions from the citizenry.

The Waupaca County planning process, which was adopted during the September 2003 County Board Meeting, offers multiple opportunities for the elected and appointed leaders and citizenry to become engaged. This Public Participation and Education Plan outlines those opportunities and expands on them in order to develop an atmosphere that will result in a grassroots, bottom up, citizen driven comprehensive plan.

B. Wisconsin's Comprehensive Planning Law

Wisconsin's Comprehensive Planning Law was adopted in October 1999. The law is a culmination of work by a unique coalition of groups representing various interests, including realtors, builders, and environmentalists. The law provides a framework for local community comprehensive planning and defines the components of a comprehensive plan. The definition provides communities with some guidance for local efforts and includes nine elements: 1) issues and opportunities; 2) housing; 3) transportation; 4) utilities and community facilities; 5) agricultural, natural, and cultural resources; 6) economic development; 7) intergovernmental cooperation; 8) land use; and 9) implementation. The original law required that after January 1, 2010, local government actions that impact land use must be consistent with the comprehensive plan. An amendment to the law contained in Assembly Bill 608 and signed into law by Governor Doyle in April 2004 clarified "actions that impact land use" by defining them as zoning, subdivision, and official mapping.

C. Public Participation Required in the Law

In order to promote the promise of democracy, the Comprehensive Planning Law requires communities to foster public participation.

Wisconsin Statutes, Section 66.1001(4)(a)...

"The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body to respond to such comments."

D. Waupaca County Comprehensive Planning

In October 2000, the Chairman of the Waupaca County Board appointed the Smart Growth Advisory Committee to study whether or not Waupaca County and its municipalities should engage in comprehensive planning. The Committee returned an affirmative answer and in September 2001, the Waupaca County Board of Supervisors approved developing a comprehensive plan contingent upon receiving State grant funding. During this time period, 33

of 34 municipalities entered into contract with Waupaca County to complete comprehensive plans, thus creating a team of communities that will collectively work toward the development of one county and 33 individual community comprehensive plans. In July 2002, the Smart Growth Advisory Committee selected Foth and Van Dyke as the project consultant. In November 2002, a grant application was submitted to the state and a grant was received the following February. During the ensuing months, representatives from each community, referred to as the Core Planning Committee, worked to develop and recommend a planning process to the County Board that fit their needs. The County Board approved the process and contracts with Foth and Van Dyke and the Waupaca County Economic Development Corporation (which will manage the project at the county level) in September 2003.

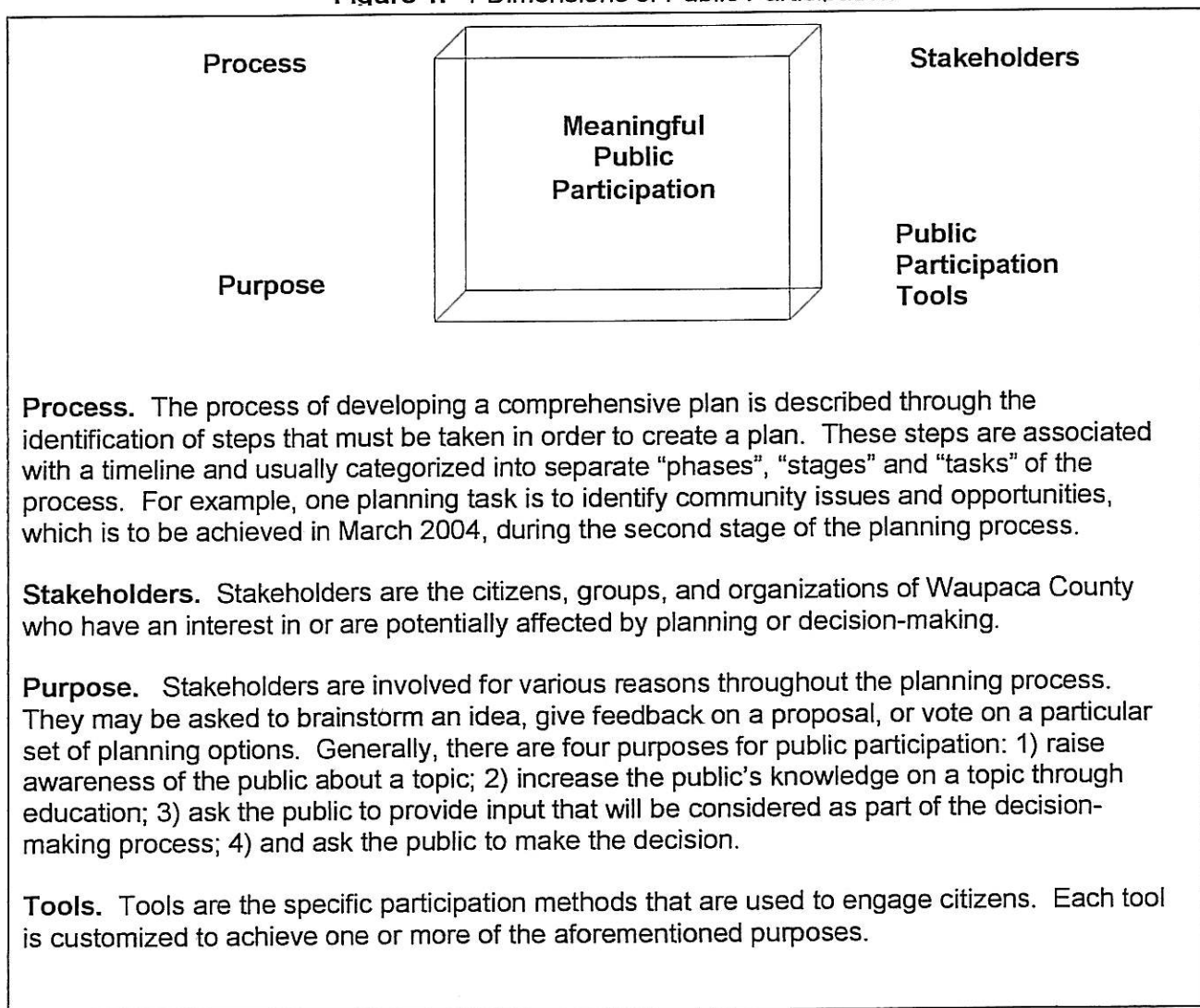
During the development and following the approval of the planning process, a committee of five community representatives from across the county, referred to as the Public Participation and Education Subcommittee, worked to learn about public participation and develop the Waupaca County Public Participation and Education Plan. These committee members included: Ray Arndt, Town of Dupont; Helene Pohl, Town of St. Lawrence; Terry Murphy, Village of Iola; Don Fabricius, Town of Farmington; Tom Wilson, Town of Farmington (who replaced Don Fabricius), and Dick Eiberger, Town of Fremont. The Waupaca County Public Participation and Education Plan was adopted by the County Board on March 16, 2004, and includes parts I., II., III. A., III B., and Appendices 1., 2., and 3. of this document.

II. The Public Participation Process

A. The 4 Dimensions of Public Participation

Public participation efforts that successfully engage the citizenry and link their involvement to decision-making focus on effectively coordinating the four dimensions of public participation. The four dimensions include: 1) the planning process; 2) stakeholders; 3) purpose; and 4) tools. Simply, during any given stage in (1) the planning process, a certain set of (2) stakeholders will be engaged for a certain (3) purpose using specific types of (4) public participation tools (Figure 1).

Figure 1. 4-Dimensions of Public Participation



1. The Process Dimension

The Waupaca County Comprehensive Planning Process is separated into 8 stages. Certain tasks are associated with each of these stages. These stages include: 1) Pre-planning; 2) Education and Background Information Gathering; 3) Identification of Issues, Opportunities, and Desires; 4) Element Education and Setting Goals and Measurable Objectives; 5) Constraints Identification; 6) Land Use Goals, Objectives, and Mapping; 7) Decision-Making and Policy and Program Development; and 8) Document Revision and Approval. The tasks associated with these stages are outlined in **Appendix 1**. A timeline that identifies specific meetings is included in **Appendix 2**.

2. The Stakeholder Dimension

All citizens, groups, landowners, organizations, parties, etc. who have an interest in or are potentially affected by comprehensive planning are stakeholders in the comprehensive planning process. The Public Participation and Education Subcommittee conducted a stakeholder analysis in order to identify key stakeholders who should be actively invited to participate in the process. **Table 1** lists these stakeholders and will provide guidance to the committee and local communities as they attempt to engage the public.

Table 1. Stakeholder Analysis

Housing Element

- 1) Developers
- 2) Building Contractors
- 3) Realtors
- 4) Residents in Low Income – Moderate Income Housing
- 5) Residents in Retirement Homes – Seniors
- 6) Residents in Manufactured Housing
- 7) CAP Services
- 8) Renters
- 9) Homeowners
- 10) Condo Owners

Cultural / Historical Preservation Element

- 1) Area Historical Societies
 - a) Waupaca
 - b) Marion
 - c) Iola
- 2) Public Libraries
- 3) Winchester Academy

Table 1. Stakeholder Analysis (continued)

Agriculture Element

- 1) Farm Bureau
- 2) Large Landowners / Lessees
- 3) Landowners
- 4) Farmers
 - a) Dairy
 - b) Beef
 - c) Orchards
 - d) Cash Crop
 - e) Elk
 - f) Truck
 - g) Young – Old
 - h) Family – Ag Business
- 5) Horse Owners – Any Horse Organizations
- 6) Land Trusts

Natural Resources Element

- 1) Environmental Groups (such as)
 - a. Hook & Gun Clubs (Conservation Clubs)
 - b. Lake Districts
 - c. Land Trusts (N.)
- 2) Department of Natural Resources
- 3) County Waste/Recycling
- 4) Anti-DNR/Private Property Rights Groups
- 5) Non-metallic Mining Interests
- 6) Snowmobile Clubs
- 7) County Land Conservation Department
- 8) Parks Departments

Transportation

- 1) Department of Transportation
- 2) Public Works Departments
- 3) Airport
- 4) Cab/Bus Companies
- 5) School Districts (school buses)
- 6) Bicycle/ Walking Trail Enthusiasts
- 7) Snowmobile Clubs
- 8) County Highway Department
- 9) Parks Departments

Utilities / Community Facilities Element

- 1) Sewer & Water Districts
- 2) Public Works Departments
- 3) Industries
- 4) Utility Companies
- 5) Emergency Government
- 6) Fire Departments
- 7) Ambulance
- 8) Sheriff Police
- 9) Cell Tower/Telecommunication Interests
- 10) Parks Departments

Economic Development Element

- 1) Commercial – Retail - Tourism
- 2) Industrial/Manufacturing – Large - Small
- 3) Chambers of Commerce
- 4) Department of Transportation
- 5) Lumber Companies
- 6) Airport
- 7) Golf Courses

General

- 1) School Districts – Administration
- 2) Youth
- 3) Retirees - Seniors
- 4) Service Clubs (e.g., Rotary, Kiwanis, Lions)
- 5) Religious Groups
- 6) Different Income Levels

- a. Raise public **awareness** of the planning project and related planning issues
- b. **Educate** the public about these issues so that an informed opinion can be given
- c. Gather **input** from the public regarding their opinions
- d. Engage the public in **decision-making**

These methods can be conceptualized in a hierarchy or continuum (**Figure 2.**), which is explained further below.

Figure 2. Public Participation Continuum



Awareness

Awareness raising efforts are intended to inform and update the public about the planning effort. Building awareness must occur prior to citizens providing input. Simply, the public must first know about a meeting before they can attend. Effective awareness tools not only state the 'when,' 'where,' and 'what' of the event, but also stimulate citizen interest.

Education

Education efforts are intended to increase the public's capacity to provide informed input and make informed decisions. Input can certainly be given and decisions made absent education, but they would be characterized as uninformed. Just as a general prefers to

have his or her soldiers properly equipped and trained for battle, community leaders prefer to receive informed input and have knowledgeable decisions made.

Input

Input efforts are intended to help decision-makers learn more about the community and also better understand what citizens value, believe in, or desire. Gathering public input helps them create planning products or make decisions that reflect the existing situation of the community as well as citizen ideals.

Decision-making

Decision-making is the highest level of public participation. Decision-making authority is placed in the hands of the citizens through the use of tools like planning committees or commissions.

4. The Tools Dimension

Public participation tools, like other planning tools, help achieve planning tasks. Some planning tasks rely upon non-participatory tools. For example, population and housing projections are used to analyze demographic trends. Other planning tasks can only be accomplished with the assistance of the public; therefore, the achievement of these tasks is reliant upon the use of tools that engage the public. Public participation tools that have been chosen for the Town of Dayton Comprehensive Planning Process are discussed in Section III.

III. Public Participation in the Waupaca County Comprehensive Planning Process

This section of the Public Participation and Education Plan is divided into two parts. Part A describes the tools that will be used to raise awareness county-wide throughout the planning process. Part B describes tools that will be used to educate, gather input, and involve citizens in decision-making county-wide during each distinct stage in the process.

A. Awareness Raising Tools

Newsletters

A newsletter will be used to update the public on recent progress in the planning process and inform them of upcoming events. It is both an awareness and educational tool. It will be published roughly 4 times per year, thus making it possible to have an issue provided between every major stage of the planning process. The newsletter will be sent to all local elected officials, planning committee members, and appointed officials involved in the process. Hard

copies will be provided at the libraries and courthouse. Communities can choose to send to additional citizens at their expense. Periodic planning updates can also appear in existing newsletters already in circulation within the community (e.g., school district newsletter, nonprofit groups, etc.)

Community Display

A display that highlights major milestones in the planning process will be located in local libraries and the courthouse.

Website

A comprehensive planning website will be continuously updated and used as a site to post planning documents, maps and other pertinent information. A calendar will also be used to post upcoming opportunities for involvement.

Placemats

Placemats will be given away free to area restaurants. They could be updated several times throughout the process to reflect new planning information.

Yardsticks

The committee will investigate the use of yardsticks as an awareness tool.

Mass Media

Media outlets, such as, radio, newspapers, and buyer's guides will be used to the greatest extent possible. Additionally, the editor from each local newspaper will be asked to become a non-voting member of a cluster committee.

Public Notice and Comment

All meetings in the planning process are open to the public and public input is encouraged. Notice of all meetings will be legally posted. A portion of each agenda will be appropriated for public comment.

B. Public Participation Tools by Planning Stage

Stage 1: Pre-planning

Tasks to be Achieved:

- ✓ raise public awareness about planning
- ✓ educate citizens about planning
- ✓ citizen representatives develop planning process
- ✓ citizen representatives negotiate consultant contract and project budget
- ✓ citizen representatives establish ground rules and responsibilities
- ✓ citizen representatives create public participation and education plans

Tools to be Used:

County Board (used for decision-making)

As of the writing of this document, the County Board had already approved comprehensive planning contingent upon receiving a grant, approved contracts with Foth and Van Dyke and the Waupaca County Economic Development Corporation, and approved the planning process. The County Board is also responsible for adopting a Public Participation and Education Plan.

Core Planning Committee (CPC) (used for input gathering and decision-making)

The Core Planning Committee is responsible for developing the County Comprehensive Plan. As of the writing of this document, each local governmental unit had already appointed a representative to the Core Planning Committee. The County Board Chair appointed two members from the County Board. The CPC has already:

- ✓ recommended a contract inclusive of an agreed upon planning process.
- ✓ appointed the Public Participation and Education and Management Subcommittees.

During this stage the Core Planning Committee is also responsible for:

- ✓ approving the planning process Ground Rules and Responsibilities.
- ✓ recommending a County Public Participation and Education Plan to the County Board.

Management Subcommittee of the Core Planning Committee (used for input gathering and decision-making)

The Management Subcommittee is comprised of one representative from each Cluster and was appointed by the CPC. During this stage the Management Subcommittee has already:

- ✓ recommended a contract inclusive of an agreed upon planning process to the CPC.
- ✓ recommended planning process Ground Rules and Responsibilities to CPC.

Public Participation and Education Subcommittee of the Core Planning Committee *(used for input gathering and decision-making)*

The Public Participation and Education Subcommittee (PPE) is comprised of one representative from each Cluster and was appointed by the CPC. During this stage the PPE is responsible for:

- ✓ recommending a Public Participation and Education Plan to the CPC.

Local Governmental Units *(used for decision-making)*

As of the writing of this document, local governmental units had already adopted resolutions, thereby entering into contract with Waupaca County, to complete a comprehensive plan for the County and each municipality and appointed a CPC member. During this stage in the process they are also responsible for:

- ✓ adopting Village Powers (if applicable).

Stage 2: Education and Background Information Gathering

Tasks to be Achieved:

- ✓ raise awareness about planning process
- ✓ educate citizens and local plan commissions
- ✓ local governments form local plan commissions or committees or both
- ✓ citizen experts field check data

Tools to be Used:

Local Governmental Units *(used for decision-making)*

During this stage, local governmental units are responsible for:

- ✓ appointing a plan commission or committee or both.
- ✓ adopting a local Public Participation and Education Plan.
- ✓ working with county interns to field check and update the existing land use data.
- ✓ appointing 3 members to the Cluster Committee.

Formation of Cluster Committees *(used for input gathering and decision making)*

Clusters are groups of communities in 5 regions of Waupaca County that will meet on the same evening in the same location in order to expedite and increase coordination of the planning

process. Each Cluster Committee is comprised of 3 representatives from each local unit of government in the cluster. The Cluster Committee is the placeholder for education and discussion of intergovernmental cooperation.

Plan Commission Workshops and other Educational Efforts/Counseling (*used for awareness and education*)

Two Plan Commission workshops, individual community education programs on planning fundamentals and the Waupaca County process, and individualized counseling will be used to increase the public's capacity.

Kickoff Cluster Informational Meeting (see Cluster Informational Meeting #1 in Appendix 2 for more detail) (*used for awareness, education, and input gathering*)

A kickoff cluster informational meeting will be held in each cluster to increase awareness and understanding of the process. The citizens at the meeting will select a Chair and Vice-Chair.

Stage 3: Identification of issues, opportunities and desires

Tasks to be Achieved:

- ✓ identify community issues and opportunities
- ✓ develop planning slogan

Tools to be Used:

Slogan Contest (*used for awareness raising and education*)

Local youth will be invited to participate in a contest to develop a slogan for the Waupaca County planning process. First place: \$125 and use of slogan. Second place: \$50. Third place: \$25. The slogan contest will occur in Fall, 2004.

Survey (*used for input gathering*)

A survey will be used to identify citizen opinions regarding issues, opportunities, desires, and goals.

Focus Groups (*used for input gathering*)

5 focus groups will be used to identify "expert-based" issues, opportunities and desires related to the planning elements.

Cluster Workshop #2 (see Appendix 3 for more detail on each workshop) (used for awareness raising and input gathering)

Cluster Workshops will be used to identify citizen based issues, opportunities, and desires.

Core Planning Committee (used for input gathering and decision-making)

The CPC will finalize the issues, opportunities, and desires for the County Comprehensive Plan.

Local Committees/Commissions (used for input gathering and decision-making)

Local committees/commissions will finalize local issues, opportunities, and desires statements.

Stage 4: Element Education and Setting Goals and Measurable Objectives

Tasks to be Achieved:

- ✓ education related to each element
- ✓ develop goals and measurable objectives related to planning elements

Tools to be Used:

Education Programs (used for education)

Education programs will be held during cluster meetings to increase knowledge of planning related topics as they pertain to the elements.

Local Committees/Commissions (used for input gathering and decision-making)

Local committees/commissions will develop goals and measurable objectives for each of the planning elements during three separate cluster workshops (#3, #5, and #7). Three other cluster workshops will be used to share draft goals and objectives with the public and receive feedback (#4, #6, and #8)

Stage 5: Constraints Identification

Tasks to be Achieved:

- ✓ develop, review, and prioritize potential development/land use constraints
- ✓ develop future land use categories that will be applied to a map

Tools to be Used:

Education Programs (used for education)

Education programs will be held during focus group, CPC, and cluster informational meetings (#9) to increase understanding of constraints identification.

Focus Groups (used for input gathering)

Focus groups will be held to identify "expert-based" constraints, which will be used as a foundation for a discussion.

Core Planning Committee (used for decision-making)

The CPC will choose constraints for the County Comprehensive Plan.

Cluster Committees (used for decision-making)

The Cluster Committees (meetings #9, #10, #11) will choose constraints for each cluster and select future land use categories. During Cluster Informational Workshop #12, the public will be actively invited to give feedback on land use goals, objectives, and future categories.

Newspaper Flyer (used for awareness)

Distribute County constraints map and necessary narrative in the local and county newspaper.

Stage 6: Land Use Goals, Objectives, and Mapping

Tasks to be Achieved:

- ✓ review and finalize future land use categories
- ✓ review and finalize land use goals and objectives
- ✓ review and finalize future land use map

Tools to be Used:

Core Planning Committee (used for input gathering and decision-making)

The CPC will finalize future land use categories, land use goals and objectives, and the future land use map for the County Comprehensive Plan.

Local Committees/Commissions (used for input gathering and decision-making)

The Local Committees/Commissions will finalize future land use categories, land use goals and objectives, and the future land use map for the local plans during Cluster Workshops (#13, #14, #15).

Stage 7: Decision-making and Policy and Program Development

Tasks to be Achieved:

- ✓ Recommend plan policies, programs, and implementation tools

Tools to be Used:

Local Committees/Commissions (used for input gathering and decision-making)

The Local Committees/Commissions will develop local plan policies, programs, and implementation tool recommendations for the local plans (#13, #14, #15, #16).

Core Planning Committee (used for decision-making)

The Core Planning Committee will develop plan policies, programs, and implementation tool recommendations for the County Comprehensive Plan.

Stage 8: Document Revision and Approval

Tasks to be Achieved:

- ✓ public review and comment on draft plan
- ✓ adopt plans via ordinance

Tools to be Used:

Local Committees/Commissions (decision-making)

The Local Committees/Commissions will recommend final draft of local plan for adoption.

Open House (used for input gathering)

An open house will be to allow for review and written comment on the proposed plan.

Public Hearing (used for input gathering)

A public hearing will be held in each local community to allow for review and comment on the proposed plan.

Local Governmental Units (used for decision-making)

The local governing bodies will adopt local plan through an ordinance.

County Planning and Zoning Committee (used for decision-making)

The County Planning and Zoning Committee will recommend final draft of County Comprehensive Plan to the County Board.

Public Hearing *(used for input gathering)*

A public hearing will be held in to allow for review and comment on the proposed plan.

County Board *(used for decision-making)*

The County Board will adopt a County Comprehensive Plan through an ordinance.

INTRODUCTION

During the 1990s, Waupaca County witnessed 12.4% population growth (6,460), the largest ten-year increase in its history. Housing units increased by 2,367 during the same decade (Census 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify "land use" as the top priority issue in Waupaca County.

A similar situation in many areas of Wisconsin led the legislature to adopt the "Comprehensive Planning Law" in October, 1999. The law encourages communities to manage growth in order to maximize their opportunities and minimize their dilemmas. For communities that want to make decisions related to zoning, subdivision, or official mapping, they must have a plan adopted by January 1, 2010. Currently, Waupaca County and 33 of 34 municipalities are involved in a joint planning process through Spring of 2007.

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including this survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called "clusters". There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are only a tool to help foster intergovernmental cooperation. Local plans are still 100% in the control of the local decision-makers.

At the County level, the Core Planning Committee, which includes one representative from each participating local unit of government and two representatives from the County Board, will develop the County Plan. The Core Planning Committee will make a recommendation to the County Zoning Committee and they in turn to the County Board. The County Board is responsible for adopting the County Plan through an ordinance. In the end, each town, city, village, and the county will develop their own plan.

The results of this survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.



SURVEY BACKGROUND

The new law also requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: 1) expand local community input in the planning process, and 2) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was funded by a local Farm Technology Days Grant, Land and Water Conservation Department, and UW-Extension Central District Innovative Grant.

SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. It was mailed in March, 2004 to approximately half (10,575) of Waupaca County landowners who were chosen from a list generated from the tax roll. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

Despite this scientific approach, several limitations must be considered when analyzing the results. First, the survey was of landowners and might not reflect the opinions of the general population. Renters and residents of group quarters (e.g., assisted living facilities, jails, etc.) were not surveyed. According to the 2000 Census, this amounts to 3,546 (16%) housing units. Second, the opinions of absentee landowners who have less than 10 unimproved acres are not included. Finally, survey results are biased toward the older population because fewer young people own property.

SURVEY RESPONSE

Over 4000 (38%) surveys were returned. The high response rate indicates strong interest in comprehensive planning, agriculture, natural resources, and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

Community	Occupied Housing Units	Surveys Sent	Surveys Returned	Response Rate
Dayton	1046	726	322	44.4%
Lind	522	336	119	35.4%
Waupaca	417	263	141	53.6%
Farmington	1326	827	360	43.5%
Waupaca (C)	2364	687	265	38.6%
Southwest Cluster	5675	2839	1207	42.5%
Waupaca County	19,863	10,575	4,033	38.1%

Using a survey helps communities engage citizens who cannot attend meetings or would otherwise not voice their opinions. Since surveys rarely are sent to everyone in the community and a 100% response rate is never achieved, a statistical “margin of error” and “confidence level” are calculated to determine how accurately the survey results reflect community opinions.

The margin of error is the plus or minus figure (+/-) that is often mentioned in media reports. For example, if survey respondents indicated that 47% of them agree and the margin of error was 4 percentage points, then the community could be “certain” that between 43% and 51% actually agree. For an opinion survey, a margin of error of +/- 5 percentage points or less is desirable.

The confidence level, also measured as a percentage, indicates the likelihood of these results being repeated. For an opinion survey, a 95% confidence level is desirable. Using the example above, a 95% confidence level means that the community could be 95% certain that 43% to 51% of the community agree. In other words, if the survey was sent 100 different times, the results would fall between 43% and 51%, 95 times out of 100. A 95% confidence level was obtained for this survey.

The confidence level and margin of error are based on laws of probability, total population (in this case landowners), and the number of survey respondents. Basically, the larger the population and number of surveys returned, the smaller the margin of error. Consequently, it is difficult for communities with few landowners to achieve a 95% confidence level and a 5 percentage point margin of error. Although several communities in Waupaca County did achieve this threshold, most communities should be cautious using results beyond the Cluster level. All Clusters and the County had very small margins of error (+/-1 to +/-4%). The margins of error for the Southwest Cluster communities are reported below.

	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER	Waupaca County
Margin of Error	+/- 5	+/- 8	+/- 7	+/- 5	+/- 5	+/- 3	+/- 1

HOW TO READ THE REPORT

The following report includes a pie chart summarizing the Cluster data for each question (other than the demographic questions). A narrative description appears next to the pie chart. The narrative includes summary statements for the combined Cluster results followed by statements pertaining to overall County results and demographic comparisons. Individual community results are reported in a table below the pie chart and narrative. Charts and tables for other Clusters and the County are available on the county website (www.co.waupaca.wi.us) by clicking on “Comprehensive Planning”.

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

City of Manawa; Village of Ogdensburg; and Towns of Little Wolf, Royalton, and St. Lawrence

NORTHWEST CLUSTER

Villages of Iola, Scandinavia, and Big Falls; Towns of Helvetia, Iola, Scandinavia, Wyoming, and Harrison

SOUTHWEST CLUSTER

City of Waupaca; Towns of Dayton, Lind, Farmington, and Waupaca

NORTHEAST CLUSTER

Cities of Clintonville and Marion; Village of Embarrass; Towns of Dupont, Matteson, Union, Larrabee, and Bear Creek

SOUTHWEST CLUSTER

Cities of New London and Weyauwega; Village Fremont; Towns of Fremont, Caledonia, Lebanon, and Weyauwega

"Type of residence."

In the Southwest Cluster, most respondents (42%) identified their primary residence as urban/suburban; 34% were rural/non-farm; 10% were rural farm; and 12% were non-resident landowners.

Countywide, nearly 1/2 (48%) were rural (33% rural non-farm; 15% rural farm); 38% were urban/suburban; and 12% non-resident landowners.

Q34	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	5%	3%	0%	1%	1%	2%
Urban / Suburban	27%	11%	26%	42%	85%	42%
Rural Farm	9%	25%	21%	8%	3%	10%
Rural Non-Farm	45%	45%	47%	34%	7%	34%
Not Waupaca Co	15%	15%	7%	15%	4%	12%

"Use of rural residential property."

In the Southwest Cluster, nearly 1/2 (46%) of all rural residents indicated "other" rural non-farm use; 25% were farms (16% part-time/hobby farms; 9% full-time farms); 24% identified recreational use. *"Other" describes rural landowners who do not use their residential property for farming or recreation.*

Countywide, 38% stated "other" rural non-farm; 22% were part-time/hobby farms; 21% indicated recreational use; and 15% were full-time farms.

Q35	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	6%	6%	2%	7%	7%	6%
Full-time farm	6%	15%	15%	7%	4%	9%
Part-time/hobby farm	14%	21%	16%	15%	22%	16%
Recreational	24%	18%	26%	26%	19%	24%
Other	51%	39%	41%	46%	48%	46%

" Total acres owned in Waupaca County."

In the Southwest Cluster, almost 3/4 (72%) of respondents own 10 acres or less (42% 1 - 10 acres; 30% less than one acre); 12% own 11 to 40 acres; 7% own 41 to 80 acres; 7% own 81 to 200 acres; and 3% own over 200 acres. The Southwest Cluster had the greatest percentage owning 10 acres or less.

Countywide, 59% own 10 acres or less (32% 1 - 10 acres; 27% less than one acre); 15% own 11 to 40 acres; 10% own 41 to 80 acres; 10% own 81 to 200 acres; and 5% own over 200 acres.

Q33	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	0%	0%	1%	1%	2%	1%
< 1 acre	22%	5%	21%	31%	53%	30%
1- 10 acres	51%	48%	33%	44%	29%	42%
11- 40 acres	12%	15%	19%	10%	9%	12%
41- 80 acres	7%	10%	11%	6%	4%	7%
81- 200 acres	7%	14%	10%	6%	3%	7%
201- 500 acres	1%	4%	6%	1%	1%	2%
> 500 acres	1%	3%	0%	1%	0%	1%

" Age."

In the Southwest Cluster, most respondents (28%) are 65 years and older; 10%, 60 to 64; 14%, 55 to 59; 25%, 45 to 54; 17%, 35 to 44; 5% 25 to 34; 1%, 20 to 24.

Countywide, over 1/4 of respondents (28%) are 65 years and older; 11%, 60 to 64; 12%, 55 to 59; 24%, 45 to 54; 18%, 35 to 44; 6%, 25 to 34; 1%, 20 to 24.

By comparison, the 2000 population census for Waupaca County included: 17%, 65 years and older; 4%, 60 to 64; 5%, 55 to 59; 14%, 45 to 54; 16%, 35 to 44; 11%, 25 to 34; 5%, 20 to 24. Thus, survey results reflect a larger percentage of the older population and a smaller portion of the younger population.

Q32	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	0%	1%	3%	1%	2%	1%
20 - 24 yrs.	1%	1%	0%	0%	1%	1%
25 - 34 yrs.	6%	3%	7%	3%	6%	5%
35 - 44 yrs.	12%	19%	13%	18%	21%	17%
45 - 54 yrs.	24%	22%	23%	26%	27%	25%
55 - 59 yrs.	16%	18%	16%	12%	10%	14%
60 - 64 yrs.	13%	8%	11%	12%	5%	10%
65 & over	28%	28%	26%	28%	29%	28%

" Years residing in/ visiting Waupaca County."

In the Southwest Cluster, over 1/2 (63%) of respondents either resided in or visited Waupaca County for over 20 years; 8%, 15 to 20 years; 10%, 11 to 14 years; 11%, 5 to 10 years; 6%, 1 to 4 years; and 1%, less than one year. The Southwest Cluster had the smallest percentage of respondents with over 20 years of tenure.

Countywide, over 2/3 (68%) of respondents either resided in or visited Waupaca County for over 20 years; 7%, 15 to 20 years; 7%, 11 to 14 years; 10%, 5 to 10 years; 5%, 1 to 4 years; and 1%, less than one year.

Due to the large percentage of respondents residing in or visiting Waupaca County for over 20 years, survey results reflect the opinions of those very familiar with the area.

Q29	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	2%	1%	1%	1%	1%
< 1 years	1%	1%	0%	0%	1%	1%
1-4 years	4%	3%	6%	7%	9%	6%
5-10 years	15%	8%	6%	12%	10%	11%
11-14 years	11%	4%	9%	11%	10%	10%
15-20 years	6%	8%	11%	8%	9%	8%
> 20 years	62%	74%	69%	61%	60%	63%

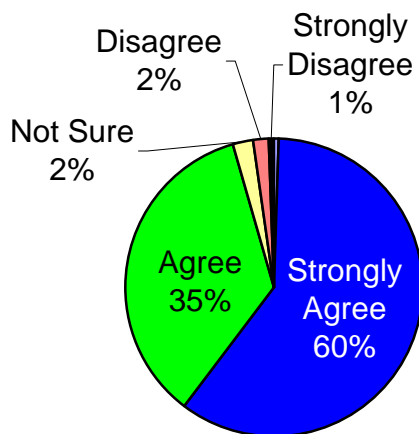
NATURAL RESOURCE VALUES AND DESIRES

Waupaca County is home to many varied natural resources. From the forests and trout streams in the northwest to the Chain O' Lakes in the southwest to the Wolf River in the southeast to the prime farmland that stretches from the south-central area to the northeast corner, Waupaca County's natural resources are abundant. These resources play a significant role in sustaining local communities and attracting new people and business to the area.

If one really stops to think about it, everything we come into contact with – from the air we breathe to the road we drive on – is somehow related to our natural resources. They are critical to almost every aspect of community life. A good supply of quality groundwater is critical to all citizens and a key component of many industries. Forests are not only a portion of the economy in Waupaca County, but they clean our air and water and provide a home to wildlife. Farmland, our most abundant natural resource, is a significant part of our economy. Tourism, which is responsible for \$97 million in economic impact, is heavily dependent upon a quality natural resource base (Department of Tourism, 2004). Finally, natural resources are often cited as a key factor in determining quality of life.

By law, "natural resources" is one of the elements communities must address as part of the comprehensive planning process. As they approach this task, it is important to consider both the natural resource opportunities and dilemmas provided by growth. Citizen opinions identified in this report should help communities accomplish this and, thus aid in the development of the comprehensive plan.

" Protecting natural resources in my community is important to me."

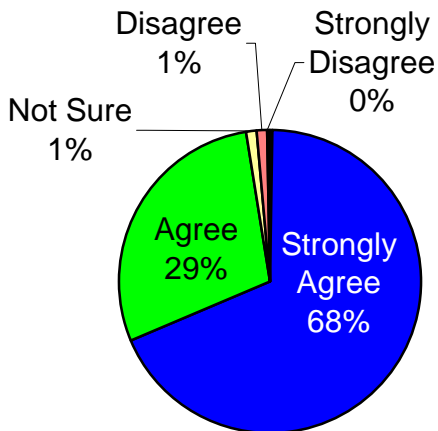


In the Southwest Cluster, protecting natural resources is important to almost all landowners. 95% of respondents agree with more than 1/2 (60%) that strongly agree, while only 3% disagree.

Countywide, 96% agree (57% strongly agree), while only 2% disagree. By type of residence, between 1/2 and 2/3 of most respondents strongly agree (68% recreational; 64% non-county residents; 60% part-time/hobby farms; 56% "other" rural non-farm residences; 54% urban/suburban). Although 94% of full-time farms also agree, only 36% strongly agree.

Q3	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	0%	0%	1%	1%	0%	1%
Strongly Agree	61%	55%	57%	64%	55%	60%
Agree	34%	39%	39%	31%	39%	35%
Not Sure	2%	4%	2%	3%	1%	2%
Disagree	2%	2%	0%	2%	3%	2%
Strongly Disagree	1%	0%	0%	1%	1%	1%

" Protecting lakes, streams, wetlands and groundwater is important to me."

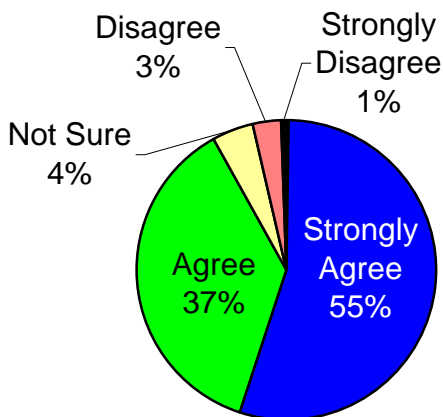


In the Southwest Cluster, protecting water resources is important to almost all landowners. 97% agree with over 2/3 (68%) that strongly agree, while only 1% disagree.

Countywide, 97% agree (65% strongly agree), the highest consensus of any survey question, while only 1% disagree. By type of residence, most respondents also strongly agree (72% recreational; 72% non-county resident; 68% part-time/hobby farms; 67% "other" rural non-farms; and 64% urban/suburban residences). And, while an overwhelming number of full-time farms agree (94%), just under 1/2 strongly agree (46%). Furthermore, those who strongly agree decline directly with age (76% under age 35; 57% over age 65).

Q4	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	0%	0%	0%	0%	0%
Strongly Agree	71%	66%	65%	73%	62%	68%
Agree	26%	33%	35%	23%	35%	29%
Not Sure	1%	1%	0%	2%	1%	1%
Disagree	2%	1%	0%	1%	0%	1%
Strongly Disagree	0%	0%	0%	0%	1%	0%

" Protecting wildlife habitat is important to me."

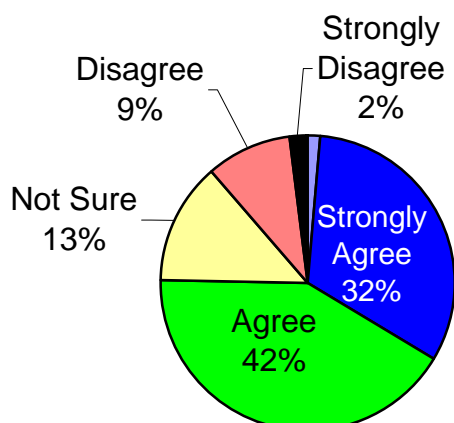


In the Southwest Cluster, 92% of landowners agree that protecting wildlife habitat is important (55% strongly agree), while 4% disagree.

Countywide, 91% agree (53% strongly agree), while only 4% disagree. By type of residence, 1/2 to 2/3 of most respondents strongly agree. 76% of full-time farms also agree but only 27% strongly agree, while 10% disagree. In addition, those who strongly agree decline directly with age (69% under age 35 to 43% age 65 and over).

Q5	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	0%	0%	1%	0%	0%	0%
Strongly Agree	59%	47%	57%	57%	48%	55%
Agree	34%	45%	34%	33%	45%	37%
Not Sure	4%	4%	7%	4%	3%	4%
Disagree	2%	4%	1%	4%	3%	3%
Strongly Disagree	1%	0%	0%	1%	0%	1%

" Strategies should be adopted that protect forested areas from being fragmented into smaller pieces."

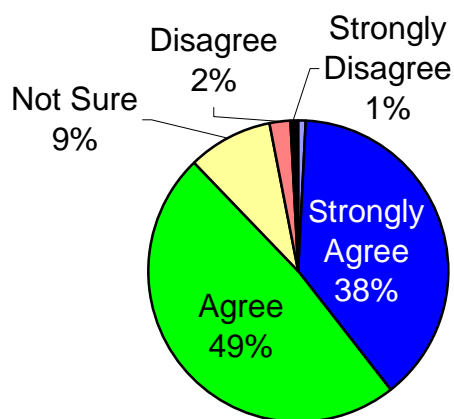


In the Southwest Cluster, nearly 3/4 (74%) of landowners agree that strategies should be adopted to prevent forest fragmentation (32% strongly agree), while 11% disagree.

Countywide, 73% agree (30% strongly agree), while 11% disagree. Slightly fewer (62%) full-time farms agree, while 19% disagree. Nearly 1/4 (24%) of landowners that own more than 200 acres disagree. By tenure, those who resided in or visited Waupaca County for less than 10 years and between 15 and 20 years, agree more (78% - 80%).

Q15	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	0%	1%	3%	2%	1%
Strongly Agree	37%	26%	29%	33%	30%	32%
Agree	39%	44%	47%	40%	43%	42%
Not Sure	12%	13%	13%	14%	14%	13%
Disagree	10%	15%	9%	8%	8%	9%
Strongly Disagree	1%	3%	1%	2%	3%	2%

" Strategies should be adopted that decrease the amount of water that runs off from developments into our surface water."



In the Southwest Cluster, most landowners (87%) agree that the amount of water that runs off from development into our surface water should be decreased (38% strongly agree), while 3% disagree.

Countywide, 85% agree (33% strongly agree), while 4% disagree. There were no major differences in demographic variables.

Q18	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	0%	1%	1%	1%	1%
Strongly Agree	43%	29%	33%	42%	35%	38%
Agree	46%	55%	56%	43%	52%	49%
Not Sure	8%	13%	6%	10%	9%	9%
Disagree	2%	3%	3%	2%	2%	2%
Strongly Disagree	1%	1%	0%	1%	1%	1%

AGRICULTURE VALUES AND DESIRES

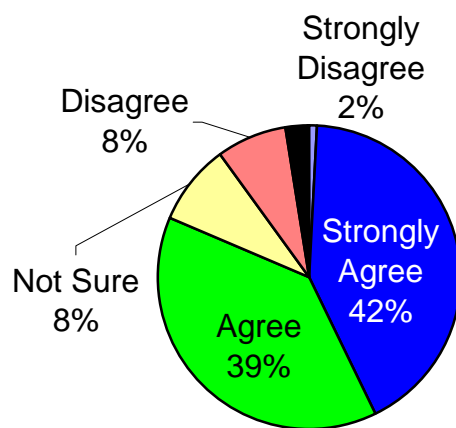
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified farming as their primary (full-time) occupation.

Farmland comprises 51% of the county and is evenly divided between row crops (25%) and legume forages/grassland (26%). The eastern half of Waupaca County has some of the most productive soil in the region and, while the western half has fewer farms and more sandy soil, it also includes 23,000 acres of irrigated cropland.

According to a recent UW-Madison study, agriculture in Waupaca County accounts for 17% (\$438 million dollars) of the total annual economy, 13% (3,563) of the workforce, and 10% (\$110 million) of all income (includes both farms and agribusinesses) (Deller, 2004). Nearly 300 dairy farms and seven processing plants accounted for almost ¾ (74%) of this economic activity. Although dairy farms have declined in Waupaca County from 1997 - 2002 (-22% vs. -26% statewide), cow numbers remain relatively stable (-2% vs. -12% statewide) and total milk production has actually increased (+4% vs. -1% statewide) on fewer, but larger and/or more intensively managed operations. Dairy farms remain most heavily concentrated in the northeast and south-central regions of the county.

Waupaca County's recent population and housing growth occurred mainly in rural areas. Between 1995 and 2002, more than one in five acres (1,326 acres) or 21% of all agricultural land sold (6,334 acres) was converted to non-agricultural use. While growth provides opportunities, a growing rural population, as well as larger and more concentrated farming operations, also create new challenges for natural resources, housing development, economic development, and transportation. Citizen opinions identified in this report should help your community address some of these opportunities and challenges.

" Protecting my community's farmland is important to me."

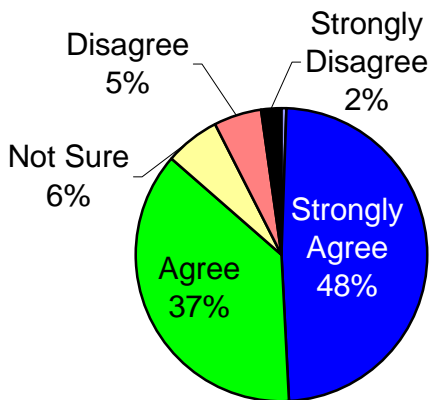


In the Southwest Cluster, over 3/4 (81%) of landowners agree that protecting their community's farmland is important (42% strongly agree), while 10% disagree.

Countywide, 82% agree (43% strongly agree), while 10% disagree. By type of residence, nearly 1/2 or more of farms strongly agree (54% part-time/hobby farms; 48% full-time farms). However, fewer landowners with more than 200 acres (70% - 71%) agree and more than one in five disagree (21% - 22%). By age, landowners under age 35 agree the most (90%) and more than 1/2 strongly agree (52% - 62%). Although less than 1% of total survey respondents, those who owned land less than one year agree the most (91%) and most strongly (51%).

Q1	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	1%	1%	1%	0%	1%
Strongly Agree	38%	53%	47%	43%	38%	42%
Agree	43%	27%	40%	36%	43%	39%
Not Sure	7%	7%	5%	9%	11%	8%
Disagree	8%	11%	5%	9%	6%	8%
Strongly Disagree	3%	2%	3%	3%	2%	2%

" Protecting the most productive farmland in my community from development is important to me."

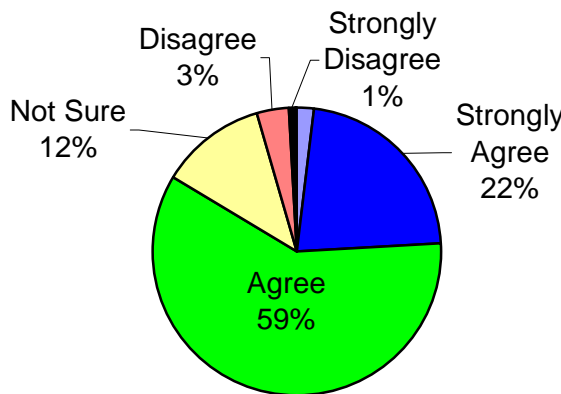


In the Southwest Cluster, even more landowners (85%) agree and nearly 1/2 (48%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (7%) disagree.

Countywide, a similar result occurs with 85% that agree (48% strongly agree), while 8% disagree. By type of residence, a majority of farms strongly agree (57% part-time/hobby farms; 51% full-time farms). Although 3/4 or more landowners with over 200 acres (75% - 77%) agree, relative to the county results a bit more (15 - 17%) disagree.

Q2	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	0%	1%	0%	1%	1%
Strongly Agree	46%	50%	52%	50%	46%	48%
Agree	39%	34%	35%	35%	40%	37%
Not Sure	6%	6%	4%	7%	6%	6%
Disagree	5%	8%	6%	6%	4%	5%
Strongly Disagree	2%	3%	3%	2%	2%	2%

" Community partners should work to maintain the resources and services required to support a strong agriculture industry."

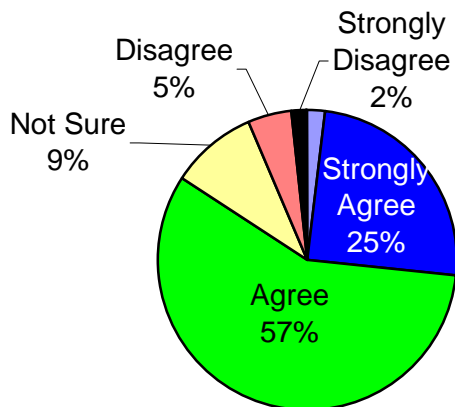


In the Southwest Cluster, over 3/4 (81%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (22% strongly agree), while only 4% disagree.

Countywide, 84% agree (22% strongly agree), while 4% disagree. By type of residence, farms strongly agree the most (33% full-time farms; 29% part-time/hobby farms).

Q26	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	3%	3%	1%	2%	1%	2%
Strongly Agree	23%	24%	24%	21%	22%	22%
Agree	58%	59%	60%	59%	61%	59%
Not Sure	11%	13%	12%	13%	12%	12%
Disagree	3%	3%	4%	3%	4%	3%
Strongly Disagree	1%	0%	0%	1%	1%	1%

" Land use strategies should balance residential growth with farmland protection."

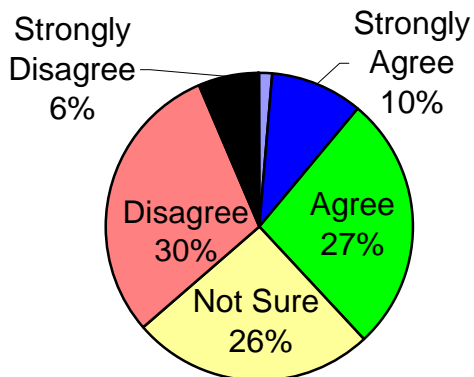


In the Southwest Cluster, over 3/4 (82%) agree that land use strategies should balance residential growth with farmland protection (25% strongly agree), while 7% disagree. The level of agreement varies from 76% to 86% between communities.

Countywide, 81% agree (21% strongly agree), while 7% disagree. There were no major differences in demographic variables.

Q24	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	3%	1%	1%	2%	2%
Strongly Agree	30%	24%	22%	26%	20%	25%
Agree	56%	52%	57%	57%	63%	57%
Not Sure	7%	12%	11%	10%	9%	9%
Disagree	5%	7%	6%	4%	5%	5%
Strongly Disagree	1%	3%	4%	2%	2%	2%

" Future farm expansion projects should not be allowed near existing homes."

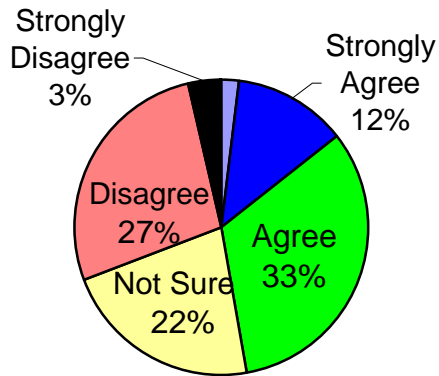


In the Southwest Cluster, landowners are equally divided regarding future farm expansion not being allowed near existing homes (37% agree, 36% disagree). Over 1/4 are not sure (26%).

Countywide, landowners are also divided (39% agree, 34% disagree), with 24% not sure; however, the Northwest and Northeast Clusters tend to agree a bit more (42% and 45%, respectively). Additionally, "other" rural non-farms and urban/suburban landowners agree the most (42% and 43%, respectively), while farms disagree the most (42% part-time/hobby; 40% full-time). Also, as acres owned increase, more respondents disagree. Landowners with 10 acres or less agree more (39% - 46%), while landowners with over 40 acres disagree (41% - 53%). Landowners with 11 to 40 acres are equally divided.

Q21	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	1%	1%	2%	2%	1%
Strongly Agree	8%	14%	8%	12%	8%	10%
Agree	23%	26%	26%	29%	29%	27%
Not Sure	31%	23%	21%	23%	27%	26%
Disagree	31%	31%	35%	28%	29%	30%
Strongly Disagree	6%	5%	9%	7%	5%	6%

" Future homes should not be allowed near existing farming operations."

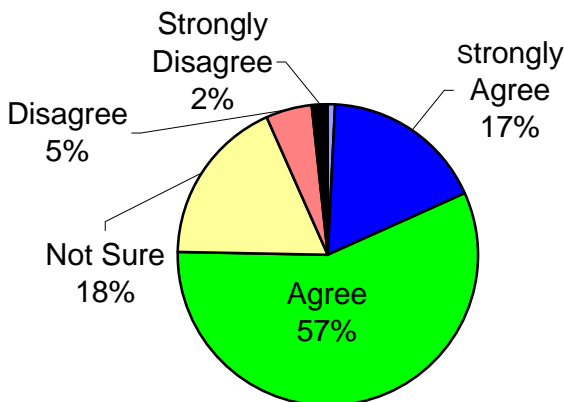


In the Southwest Cluster, almost 1/2 (45%) of landowners agree that future homes should not be allowed near existing farming operations (12% strongly agree). However, 30% disagree, with a large percentage that are not sure (22%). Compared to the previous question, there is more agreement to limit future home development near existing farms versus future farm expansion near existing homes.

Countywide, 48% agree (14% strongly agree), while 28% disagree and 22% are not sure. By type of residence, rural landowners agree the most (56% farm, 55% rural non-farm). More than one in five full-time farms strongly agree (22%). Most respondents age 45 and older also agree (45 - 59%), while fewer than 1/3 disagree (16% - 31%). Those under age 45 are equally divided.

Q22	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	2%	1%	2%	2%	2%
Strongly Agree	9%	18%	9%	15%	13%	12%
Agree	33%	30%	37%	31%	34%	33%
Not Sure	24%	18%	21%	20%	24%	22%
Disagree	29%	28%	27%	28%	25%	27%
Strongly Disagree	3%	3%	5%	4%	2%	3%

" Dairy/ livestock farms should be allowed to expand in some areas of Waupaca County."

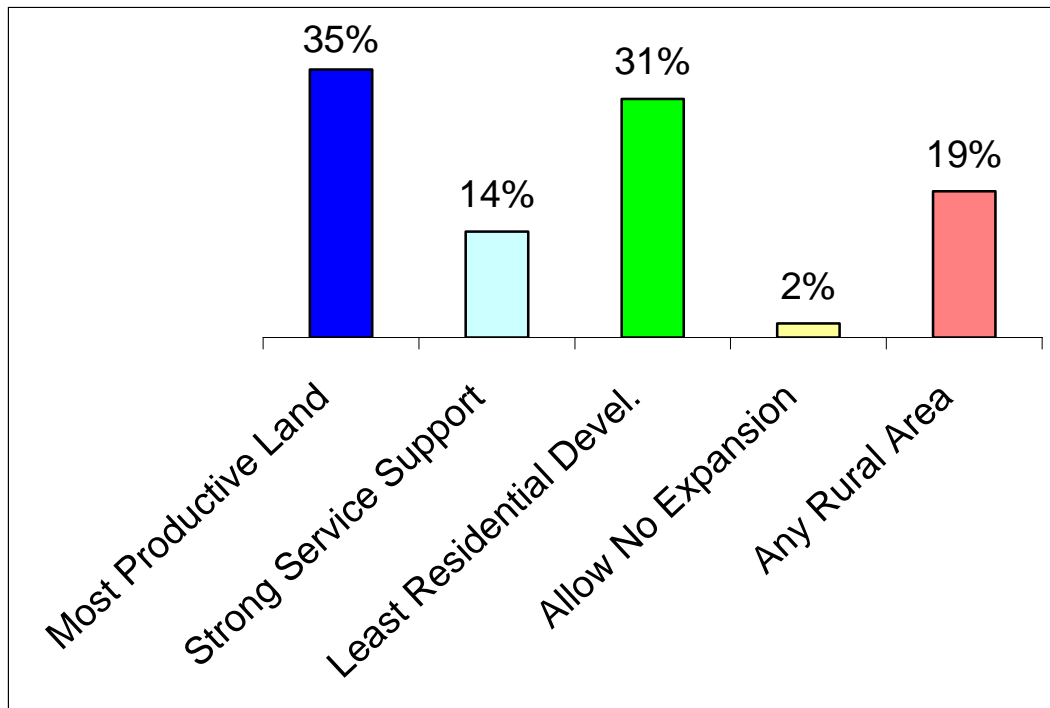


In the Southwest Cluster, almost 3/4 (74%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (17% strongly agree), while 7% disagree.

Countywide, nearly 3/4 (74%) of landowners agree (18% strongly agree), while 8% disagree. By type of residence, part-time/hobby farms (80%) and full-time farms (79%) agree the most and most strongly (24% and 26%, respectively). Four in five landowners (82% - 88%) with 200 acres or more agree.

Q19	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	0%	1%	1%	1%	1%
Strongly Agree	17%	12%	18%	20%	17%	17%
Agree	56%	61%	62%	51%	62%	57%
Not Sure	21%	16%	14%	20%	16%	18%
Disagree	4%	8%	5%	6%	4%	5%
Strongly Disagree	1%	3%	0%	2%	1%	2%

" Where should future dairy and livestock expansion occur?"



In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **In the Southwest Cluster**, most landowners (35%) identified that expansion should occur on the most productive land. The second choice most often identified (31%) was to locate expansion in areas with the least amount of residential development. Any rural area ranked third (19%). Areas with strong service support ranked fourth (14%). Only 2% said no expansion should take place, which is consistent with the low percentage of respondents (7%) that did not want expansion to occur as noted in the previous question. The answers provided by this question should prove extremely useful as communities determine how they will address Wisconsin's new livestock facility siting and expansion law.

Countywide, ranking of these choices did not change by Cluster or within demographic variables.

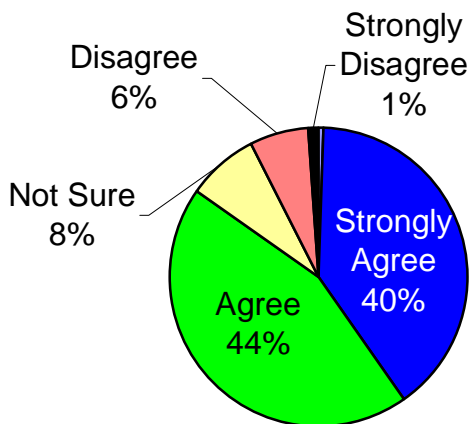
Q20	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Most Productive Land	32%	30%	36%	36%	37%	35%
Strong Service Support	16%	13%	15%	11%	14%	14%
Least Residential Development	31%	29%	27%	33%	30%	31%
Allow No Expansion	2%	3%	1%	2%	0%	2%
Any Rural Area	18%	25%	20%	17%	19%	19%

LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.4% population growth (6,460) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might want to consider as part of the planning process.

" Protecting my community's rural character is important to me."

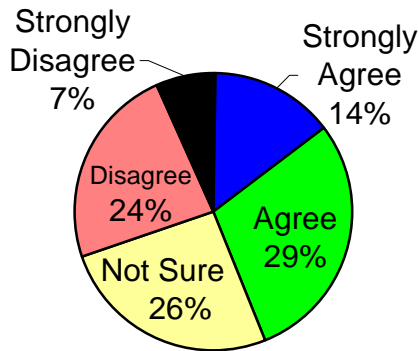


In the Southwest Cluster, over 3/4 (84%) of landowners agree that rural character should be protected in their community (40% strongly agree), while few disagree (7%).

Countywide, 85% of landowners agree (35% strongly agree), while 6% disagree and 9% are not sure. The percentage of respondents that agree varies from 83% in the Northeast Cluster to 90% in the Northwest Cluster. By type of residence, rural landowners strongly agree the most (45% part-time/hobby farms; 39% "other" rural non-farm; 38% non-county residents; 33% full-time farms). While 82% of urban/suburban landowners also agree, less than 1/3 (28%) strongly agree.

Q8	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	0%	1%	0%	0%	0%
Strongly Agree	41%	39%	40%	43%	34%	40%
Agree	44%	45%	48%	42%	46%	44%
Not Sure	7%	11%	7%	7%	9%	8%
Disagree	6%	5%	3%	8%	9%	6%
Strongly Disagree	1%	0%	1%	1%	2%	1%

" Having more public land available in my community is important to me."



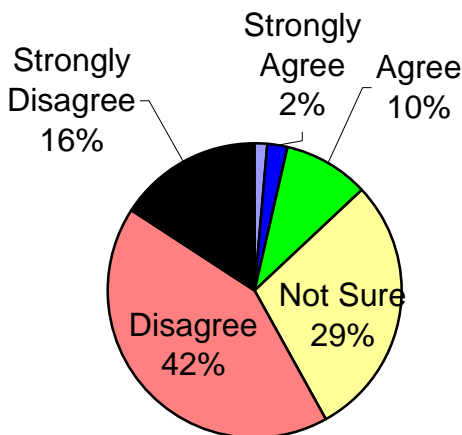
In the Southwest Cluster, landowners are divided regarding the need for more public land in their community. Nearly 1/2 (43%) agree, just under 1/3 (31%) disagree, and more than 1/4 (26%) are not sure.

Countywide, respondents are also divided (37% agree; 34% disagree; 28% not sure). A greater percentage agree in the Southwest (43% agree, 31% disagree) and Southeast (41% agree, 29% disagree), while a greater percentage disagree in the Northeast (29% agree, 38% disagree), Northwest (33% agree, 41% disagree) and Central (32% agree, 38% disagree) Clusters. Some regional difference might be explained by the fact that nearly 1/2 (45%) of urban/suburban landowners agree, while a majority of all farms (53%) and nearly 2/3 (64%) of full-time farms

disagree. In addition, most of those who own less than ten acres (44 - 48%) and those under 55 years old (41 - 45%) also agree. By tenure, a majority of landowners residing in or visiting Waupaca County for less than five years (71%, less than one year; 53% 1 to 4 years) agree and strongly agree the most (31% and 20%, respectively). Most from 5 - 20 years (42% - 44%) also agree, while most (38%) who owned land for more than 20 years disagree. Due to the high number of respondents who have owned land more than 20 years (68%), their response to this question heavily weights the countywide average.

Q9	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	0%	0%	0%	1%	0%	0%
Strongly Agree	17%	9%	9%	15%	15%	14%
Agree	29%	23%	26%	31%	32%	29%
Not Sure	23%	26%	23%	26%	30%	26%
Disagree	24%	35%	32%	20%	18%	24%
Strongly Disagree	7%	7%	10%	8%	5%	7%

" My community should become a 'bedroom' community."

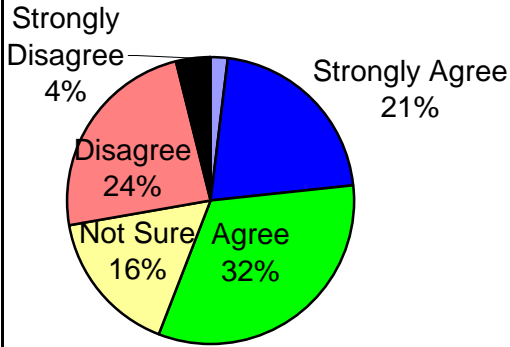


In the Southwest Cluster, over 1/2 (58%) disagree their community should become a bedroom community (live here, work elsewhere) (16% strongly disagree), while only 12% agree. Furthermore, over 1/4 (29%) are not sure.

Countywide, only 13% agree and over 1/2 (55%) disagree (15% strongly disagree), while 31% are not sure. More landowners disagree and strongly disagree with this question than any other question in the survey. By type of residence, urban/suburban landowners (68%) and full-time farms (62%) disagree the most.

Q7	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	1%	0%	2%	2%	1%
Strongly Agree	2%	3%	1%	2%	3%	2%
Agree	11%	8%	13%	10%	7%	10%
Not Sure	30%	27%	30%	28%	28%	29%
Disagree	40%	45%	37%	44%	45%	42%
Strongly Disagree	16%	17%	18%	14%	16%	16%

" I should be allowed to use my property as I see fit."



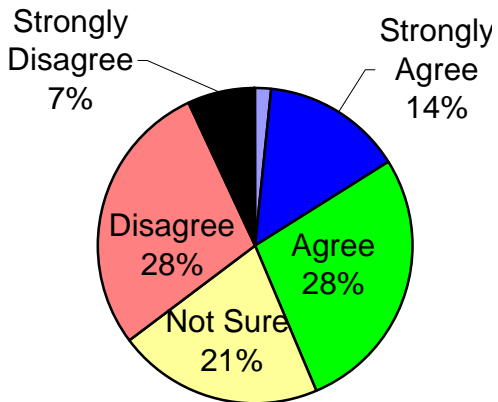
In the Southwest Cluster, over 1/2 (53%) agree that they should be allowed to use their property as they see fit (21% strongly agree), while 28% disagree and 16% are not sure.

Countywide, 59% agree (24% strongly agree) with response varying from 53% in the Southwest Cluster to 67% in the Central Cluster. By type of residence, farms agree the most (72%) and most strongly (37%). A smaller majority of urban/suburban landowners (54%) and non-county residents (52%), also agree. Less than one in ten farms (9%) and one in four urban/suburban landowners (25%) and non-county residents (26%) disagree.

Notably, there is also a direct relationship with acres owned. As acres owned increases, level of agreement also goes up from 1/2 (52%, less than one acre) to 3/4 (75%, over 500 acres). By age, 2/3 or more (65 - 72%) of landowners under age 45 agree, while 29 - 35% strongly agree and only 12 - 17% disagree. Fewer landowners age 45 and older (55% - 57%) agree and more disagree (22% - 25%). By tenure, landowners residing or visiting Waupaca County for less than five years agree a bit less (49% - 52%); those 1 - 4 years disagree more (31%).

Q23	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	2%	1%	3%	1%	2%
Strongly Agree	20%	32%	26%	18%	21%	21%
Agree	32%	34%	34%	32%	32%	32%
Not Sure	15%	13%	18%	16%	18%	16%
Disagree	25%	18%	16%	27%	25%	24%
Strongly Disagree	5%	2%	4%	5%	2%	4%

" My neighbors should be allowed to use their property as they see fit."



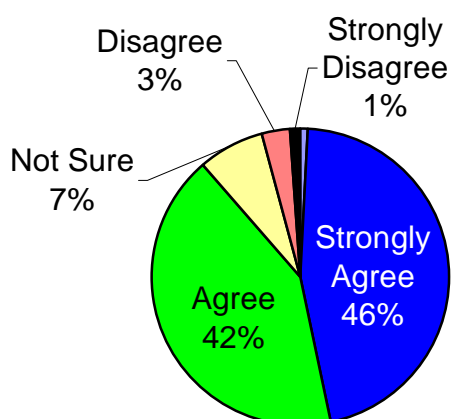
In the Southwest Cluster, most (42%) agree that their neighbors should be allowed to use their property as they see fit (14% strongly agree). Over 1/3 (35%) disagree (7% strongly disagree), while 21% were not sure. This is less than the 1/2 (53%) who agreed in the previous question that they should be able to use their own property as they see fit.

Countywide, 48% of landowners agree (16% strongly agree), while (30%) disagree, and 21% are not sure. A majority of landowners in the Southeast and Central Clusters also agree (51% and 53%, respectively). By type of residence, farms (62%) agree the most and nearly 1/4 (23%) strongly agree. Urban/suburban (33%) and non-county residents (34%) disagree the most.

There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (42%, less than one acre; 62% over 500 acres). By age, those under age 45 agree somewhat more (51 - 62%) and disagree a bit less (16 - 25%). By tenure, those landowners residing in or visiting Waupaca County for less than 20 years tend to disagree more (30% - 36%).

Q16	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	0%	2%	2%	3%	2%
Strongly Agree	13%	24%	17%	12%	13%	14%
Agree	27%	27%	30%	28%	26%	28%
Not Sure	23%	21%	23%	18%	22%	21%
Disagree	30%	24%	21%	29%	31%	28%
Strongly Disagree	7%	4%	6%	11%	4%	7%

" Protecting my neighbor's private property rights is important to me."

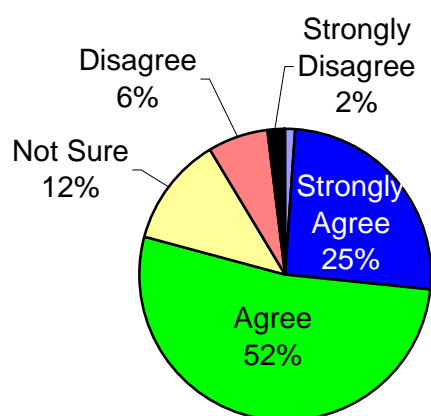


In the **Southwest Cluster**, nine in ten landowners (88%) agree that protecting their neighbor's private property rights is important (46% strongly agree), while only 4% disagree and 7% are not sure. This compares to 42% that agree their neighbor should be able to use their property as they see fit and could indicate landowners feel differently about "property use" and "property rights".

Countywide, 90% agree (45% strongly agree), while 3% disagree and 6% are not sure. Notably fewer full-time farms (35%) and more rural recreational landowners (54%) strongly agree.

Q6	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	0%	1%	2%	0%	1%
Strongly Agree	44%	51%	48%	46%	44%	46%
Agree	43%	39%	44%	39%	44%	42%
Not Sure	7%	8%	4%	8%	8%	7%
Disagree	3%	1%	3%	4%	3%	3%
Strongly Disagree	2%	0%	1%	1%	1%	1%

" Land use strategies are necessary to protect our community interests."

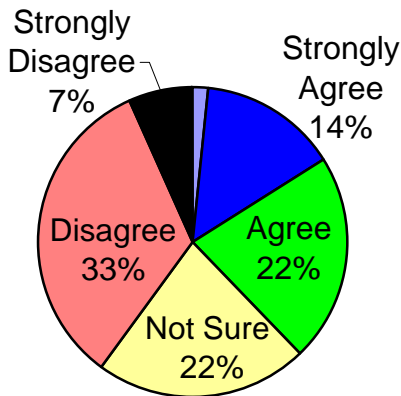


In the **Southwest Cluster**, over 3/4 (77%) of landowners agree that land use strategies are necessary to protect community interests (25% strongly agree), while 8% disagree (2% strongly disagree) and 16% are not sure. Level of agreement varies from 70% to 80% between communities and the Southwest Cluster has the most agreement.

Countywide, 75% agree (20% strongly agree), while 9% disagree (2% strongly disagree) and 15% are not sure. Farms are less likely to agree (67% part-time; 61% full-time). As acres owned increases, level of agreement generally declines (79% less than one acre to 56% over 200 acres).

Q17	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	2%	1%	1%	1%	1%
Strongly Agree	30%	20%	19%	29%	20%	25%
Agree	50%	50%	55%	49%	58%	52%
Not Sure	10%	20%	13%	13%	11%	12%
Disagree	7%	6%	8%	5%	8%	6%
Strongly Disagree	1%	3%	4%	3%	2%	2%

" Residential development should not occur in rural areas of Waupaca County."



In the Southwest Cluster, landowners are divided about residential development not occurring in rural areas of Waupaca County (36% agree, 40% disagree, 22% not sure). Level of agreement varies from 30% to 44% between communities.

Countywide, landowners are also divided (40% agree, 37% disagree, 23% not sure). More landowners in Northwest, Northeast, and Central Clusters agree (41 - 44%); however, more in the Southwest disagree (40%).

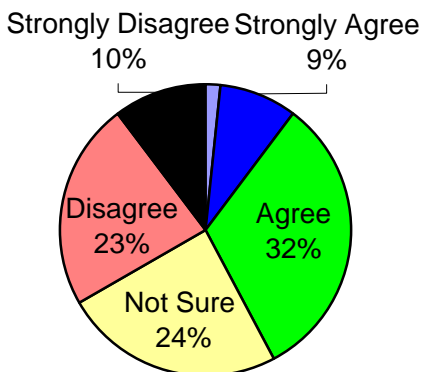
Some regional differences might be explained by the fact that nearly 1/2 of all part-time/hobby farms (48%), rural recreational landowners (47%), and full-time farms (44%) agree. In addition, those who own from 11-40 acres (43%), 81-200 acres (44%), and those less than age 45 (42 - 55%) are also more likely to agree.

Urban/suburban landowners disagree the most (40%). And, although more full-time farms strongly agree the most (25%), nearly one-third (32%) disagree. Those who disagree more include landowners with more than 200 acres (38 - 45%), as well as those age 60-64 (44%).

Nearly 1/2 (49%) residing or visiting in Waupaca County for 5 - 10 years agree (37% disagree), while most of those 11 - 14 years (44%) disagree (32% agree).

Q10	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	1%	0%	2%	2%	2%
Strongly Agree	14%	17%	13%	16%	13%	14%
Agree	22%	27%	27%	21%	17%	22%
Not Sure	21%	17%	17%	23%	28%	22%
Disagree	34%	32%	37%	30%	35%	33%
Strongly Disagree	7%	7%	6%	8%	5%	7%

" If rural residential development takes place, it should be scattered randomly throughout this area of Waupaca County."

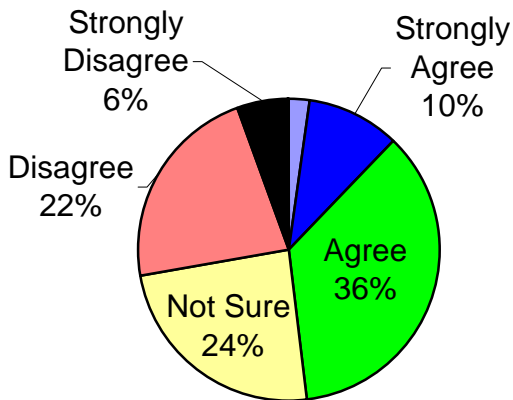


In the Southwest Cluster, most (41%) of landowners agree that if rural residential development takes place it should be scattered randomly throughout this area of Waupaca County (9% strongly agree). 1/3 (33%) disagree, while one in four (24%) are not sure.

Countywide, most landowners (43%) agree, while nearly 1/3 (32%) disagree and 24% are not sure. Nearly 1/2 (49%) of rural recreational landowners and part-time/hobby farms (48%), as well as most other rural non-farm (45%) and urban/suburban landowners (43%) agree. However, most full-time farms disagree (40%) and less than 1/3 agree (32%). Furthermore, landowners with 80 acres or less tend to agree more (43 - 47%). By tenure, landowners residing in or visiting Waupaca County 15 - 20 years are equally divided (36% agree, 35% disagree).

Q11	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	2%	1%	2%	1%	2%
Strongly Agree	7%	11%	12%	6%	10%	9%
Agree	33%	35%	30%	32%	31%	32%
Not Sure	26%	20%	20%	24%	28%	24%
Disagree	23%	20%	25%	24%	23%	23%
Strongly Disagree	10%	12%	12%	11%	8%	10%

" If rural residential development takes place in this area of Waupaca County, it should be clustered in specific locations."

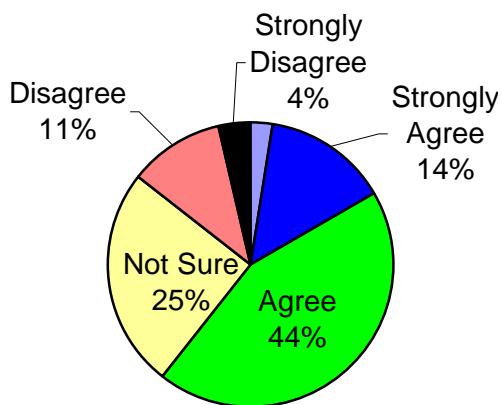


In the Southwest Cluster, almost 1/2 (46%) of landowners agree if rural residential development takes place it should be clustered in specific locations (10% strongly agree). Over 1/4 (28%) disagree and one in four (24%) are not sure. This is similar to the previous question and might indicate a need for more information about options regarding rural residential development.

Countywide, although less than a majority (43%), more landowners agree than disagree (30%), while 25% are not sure. By type of residence, full-time farms and non-county residents agree the most (47%). Over 1/2 (52%) of those residing or visiting in Waupaca County for 15 - 20 years agree.

Q12	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	3%	1%	2%	2%	3%	2%
Strongly Agree	11%	12%	9%	11%	6%	10%
Agree	35%	33%	33%	36%	38%	36%
Not Sure	25%	24%	28%	22%	25%	24%
Disagree	23%	20%	22%	22%	22%	22%
Strongly Disagree	4%	10%	6%	6%	5%	6%

" Development should be guided so that it occurs in certain areas and is not allowed in others, in order to limit community costs."

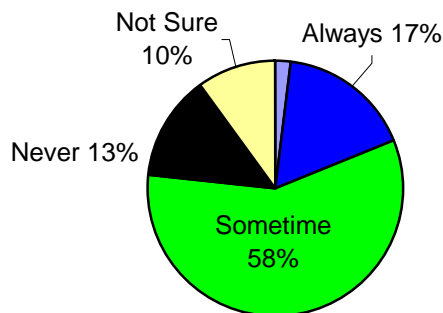


In the Southwest Cluster, a majority (58%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (14% strongly agree), while 1% disagree and 25% are not sure. Level of agreement varies from 50% to 62% between communities.

Countywide, a majority (55%) also agree (12% strongly agree), while 15% disagree and 28% are not sure. Full-time farms (23%) and landowners with more than 80 acres (20% - 30%) disagree the most. The percentage of respondents not sure declined with age (38% under age 25 to 27% 65 and over).

Q27	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	2%	4%	1%	2%	3%	2%
Strongly Agree	14%	12%	12%	18%	11%	14%
Agree	45%	38%	45%	44%	45%	44%
Not Sure	25%	30%	22%	24%	26%	25%
Disagree	11%	10%	16%	8%	11%	11%
Strongly Disagree	3%	6%	4%	3%	3%	4%

" Should landowners in your area be compensated not to develop their land?"



In the Southwest Cluster, a majority (58%) of respondents indicated that landowners in their area should sometimes be compensated not to develop their land, while 17% stated always, 13% stated never, and 10% were not sure. Percentage of respondents indicating "sometimes" varies from 69% to 81% between communities.

Countywide, a majority (57%) of landowners stated sometimes, while 16% stated always, 14% stated never, and 10% were not sure. Nearly twice as many full-time and part-time farms stated always (25%). Additionally, there is also a direct relationship between acres owned and the percentage that stated always (12% less than one acre to 26% over 500 acres). However, as age increases, the percentage that stated always decreases (35% under age 25 to 11% 65 and older).

Q25	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Blank	1%	2%	1%	3%	2%	2%
Always	20%	18%	17%	17%	13%	17%
Sometimes	61%	51%	58%	56%	58%	58%
Never	10%	20%	14%	14%	14%	13%
Not Sure	9%	8%	9%	10%	13%	10%

Survey Results Summary

The following points summarize several findings from each area of focus in the survey and are identical to the summary points provided as part of the community presentation in February, 2005.

Natural Resources:

- Nearly all landowners (90%+) indicate natural resources are important, including wildlife (91%), and especially water (97%).
- Nearly 3/4 or more agree strategies should be adopted to prevent forest fragmentation and run-off from development.
- Although subtle differences exist, a majority of landowners agree regardless of cluster or demographic group.

Agriculture:

- Most landowners (80 - 85%) agree protecting farmland, especially the most productive farmland, and maintaining agriculture resources/services is important.
- Over 3/4 of landowners agree (only 9% disagree) that land use strategies should balance residential growth with farmland preservation.
- Dairy/Livestock expansion widely supported...areas with most productive farmland and least residential development identified most often.
- Landowners are divided on whether farms should be allowed to expand near existing homes (Act 235 provides guidelines if adopted through local ordinance).
- More agree new homes should not be allowed near existing farms (local ordinance only, not Act 235).

Land Use:

- Over 3/4 (80%+) agree protecting their communities "rural character" is important; rural landowners agree most strongly.
- A majority (50 - 60%) don't want their community to be a "bedroom community".
- Landowners are divided about more public land; those who owned land or visited the area for >20 yrs disagree most.
- Half to 2/3 (53 - 67%) agree they should be allowed to use their property as they see fit, while most, but fewer (47-53%), agree their neighbor should too.
- Nearly twice the support for neighbor's "property rights" (88 - 91%) than "use" (42 - 51%).
- 3/4 (71 - 77%) agree land-use strategies are necessary to protect community interests.
- Majority (53 - 58%) agree development should be guided to limit community costs.
- No clear direction if or how rural development should occur. Additional information/education likely needed.
- Majority (57 - 60%) agree "sometimes" landowners should be compensated not to develop their land.

Southwest Cluster

Waupaca County Comprehensive Planning Survey II

INTRODUCTION

During the 1990s, Waupaca County witnessed 12.2% population growth (5,627), the largest ten-year increase in recent history. Housing units increased by 2,367 during the same decade (Census 1990, 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify “land use” as the top priority issue in Waupaca County.

A similar situation in many areas of Wisconsin led the legislature to adopt the “Comprehensive Planning Law” in October, 1999. The law encourages communities to manage growth in order to maximize their opportunities and minimize their dilemmas. For communities that want to make decisions related to zoning, subdivision, or official mapping, they must have a plan adopted by January 1, 2010. Currently, Waupaca County and 33 of 34 municipalities are involved in a joint planning process through 2007.

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including the Agriculture, Natural Resources, and Land Use Survey (2004) and this 2005 broader survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called “clusters”. There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are a tool to help foster intergovernmental cooperation. Local communities are still 100% responsible for developing their plan.

At the County level, the Core Planning Committee, which includes one representative from each participating local unit of government and two representatives from the County Board, will develop the County Plan. The Core Planning Committee will make a recommendation to the County Zoning Committee and they in turn to the County Board. The County Board is responsible for adopting the County Plan through an ordinance. In the end, each town, city, village, and the county will develop their own plan.

The results of this and the previous 2004 survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.



Report produced by: Greg Blonde, Agriculture and Natural Resources Educator
Mike Koles, Community Development Educator

SURVEY BACKGROUND

The new law requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. In 2004, Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was sent to approximately half of County landowners. In 2005, Waupaca County UW-Extension partnered with the Public Participation and Education Subcommittee of the Core Planning Committee and additional local stakeholders to develop a second survey (sent to the remaining half of County landowners) that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding the nine elements of the comprehensive planning law. The elements include: 1) issues and opportunities; 2) housing; 3) transportation; 4) economic development; 5) community utilities and facilities; 6) agriculture, natural, and cultural resources; 7) intergovernmental cooperation; 8) land use; and, 9) implementation.

SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. The 2005 survey was mailed to approximately half (9,619) of Waupaca County landowners who were chosen from a list generated from the tax roll and not included in the 2004 survey. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

Despite this scientific approach, several limitations must be considered when analyzing the results. First, the survey was of landowners and might not reflect the opinions of the general population. Renters and residents of group quarters (e.g., assisted living facilities, jails, etc.) were not surveyed. According to the 2000 Census, this amounts to 3,546 (16%) housing units. Second, the opinions of absentee landowners who have less than 10 unimproved acres are not included. Finally, survey results are biased toward the older population because fewer young people own property.

2005 SURVEY RESPONSE

Over 4000 (42%) surveys were returned. The high response rate indicates strong interest in comprehensive planning and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

Community	Occupied Housing Units	Surveys Sent	Surveys Returned	Response Rate
Dayton	1,046	701	345	49.2%
Lind	522	284	111	39.1%
Waupaca	417	212	143	67.5%
Farmington	1,326	791	386	48.8%
C. Waupaca	2,364	675	251	37.2%
Southwest Cluster	5,675	2,663	1,236	46.4%
Waupaca County	19,863	9,619	4,001	41.6%

Using a survey helps communities engage citizens who cannot attend meetings or would otherwise not voice their opinions. Since surveys rarely are sent to everyone in the community and a 100% response rate is never achieved, a statistical “margin of error” and “confidence level” are calculated to determine how

accurately the survey results reflect community opinions.

The margin of error is the plus or minus figure (+/-) that is often mentioned in media reports. For example, if survey respondents indicated that 47% of them agree and the margin of error was 4 percentage points, then the community could be “certain” that between 43% and 51% actually agree. For an opinion survey, a margin of error of +/- 5 percentage points or less is desirable.

The confidence level, also measured as a percentage, indicates the likelihood of these results being repeated. For an opinion survey, a 95% confidence level is desirable. Using the example above, a 95% confidence level means that the community could be 95% certain that 43% to 51% of the community agree. In other words, if the survey was sent 100 different times, the results would fall between 43% and 51%, 95 times out of 100. A 95% confidence level was obtained for this survey.

The confidence level and margin of error are based on laws of probability, total population (in this case landowners), and the number of survey respondents. Basically, the larger the population and number of surveys returned, the smaller the margin of error. Consequently, it is difficult for communities with few landowners to achieve a 95% confidence level and a 5 percentage point margin of error. Although several communities in Waupaca County did achieve this threshold, most communities should be cautious using results beyond the Cluster level. All Clusters and the County had very small margins of error (+/-1 to +/-4%). The margins of error for the Central Cluster communities are reported below.

	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER	Waupaca County
Margin of Error	+/- 4	+/- 7	+/- 5	+/-4	+/- 5	+/- 2	+/- 1

HOW TO READ THE REPORT

The following report includes a pie chart or bar graph summarizing the County data for each question (other than the demographic questions) and an accompanying narrative description. Individual community and Cluster results are reported in a table below the pie chart and narrative. Reports for other Clusters and the County are available on the county website (www.co.waupaca.wi.us) by clicking on “Comprehensive Planning”.

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

City of Manawa; Village of Ogdensburg; and Towns of Little Wolf, Royalton, and St. Lawrence

NORTHWEST CLUSTER

Villages of Iola, Scandinavia, and Big Falls; Towns of Helvetia, Iola, Scandinavia, Wyoming, and Harrison

SOUTHWEST CLUSTER

City of Waupaca; Towns of Dayton, Lind, Farmington, and Waupaca

NORTHEAST CLUSTER

Cities of Clintonville and Marion; Village of Embarrass; Towns of Dupont, Matteson, Union, Larrabee, and Bear Creek

SOUTHEAST CLUSTER

Cities of New London and Weyauwega; Village Fremont; Towns of Fremont, Caledonia, Lebanon, and Weyauwega

"Type of residence."

Countywide, nearly 1/2 (43%) were rural (27% rural non-farm; 16% rural farm); 32% were urban/suburban; 12% were shoreland; and 13% non-resident landowners.

Q32	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Urban/Suburban	8%	46%	22%	34%	43%	32%
Rural Non-farm	32%	20%	33%	26%	29%	27%
Farm	13%	15%	11%	5%	8%	9%
Hobby Farm	9%	7%	10%	5%	5%	7%
Shoreland	11%	5%	11%	20%	7%	12%
Absentee	29%	8%	14%	9%	8%	13%

" Total acres owned in Waupaca County."

Countywide, 69% own 10 acres or less (35% 1 - 10 acres; 34% less than one acre); 14% own 11 to 40 acres; 8% own 41 to 80 acres; 6% own 81 to 200 acres; 2% own 201 to 500 acres; and 5% own over 500

Q31	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
< 1 acre	17%	39%	22%	37%	42%	34%
1- 10 acres	34%	28%	35%	42%	34%	35%
11- 40 acres	22%	12%	20%	10%	12%	14%
41- 80 acres	15%	9%	12%	5%	4%	8%
81- 200 acres	8%	9%	8%	4%	4%	6%
201- 500 acres	2%	3%	3%	1%	2%	2%
> 500 acres	2%	0%	1%	1%	1%	1%

" Age."

Countywide, almost 1/2 (48%) are age 45-64; 26% are over 65; 26% are age 18-45

By comparison, the 2000 population census for Waupaca County included: 25% age 45-64; 17% over age 64; 29% age 18-45.

Q30	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
18 - 24 yrs.	0%	0%	1%	1%	3%	1%
25 - 34 yrs.	4%	5%	7%	5%	11%	6%
35 - 44 yrs.	15%	16%	21%	16%	16%	16%
45 - 54 yrs.	27%	22%	24%	23%	24%	24%
55 - 64 yrs.	25%	30%	22%	28%	19%	25%
65 - 74 yrs.	16%	17%	12%	19%	13%	16%
75 - 84 yrs.	10%	8%	11%	7%	11%	9%
85 & over	2%	3%	2%	1%	3%	2%

" Years residing in/ visiting Waupaca County."

Countywide, 1/2 (50%) of respondents either resided in or visited Waupaca County for over 20 years; 12%, 15 to 20 years; 10%, 11 to 14 years; 15%, 5 to 10 years; 10%, 1 to 4 years; and 3%, less than one year.

Due to the large percentage of respondents residing in or visiting Waupaca County for over 20 years, survey results reflect the opinions of those very familiar with the area.

Q28	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
< 1 years	2%	3%	4%	2%	9%	4%
1-4 years	10%	9%	13%	9%	13%	11%
5-10 years	15%	10%	8%	16%	14%	14%
11-14 years	13%	12%	9%	12%	10%	11%
15-20 years	15%	11%	9%	13%	11%	13%
> 20 years	45%	55%	56%	49%	42%	48%

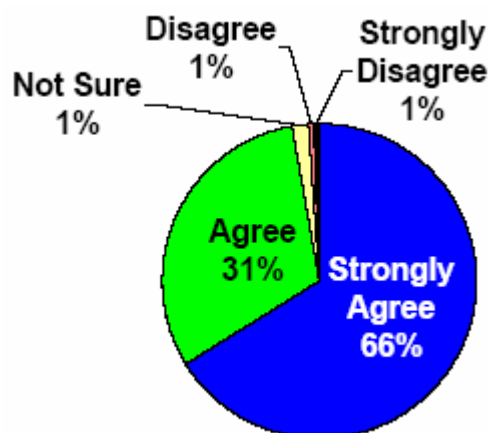
The “9 Elements” of Comprehensive Planning

Wisconsin's comprehensive planning law, signed by Governor Thompson in October, 1999, includes a definition of a comprehensive plan. Before this law, Wisconsin did not define what is meant by the term “comprehensive plan”. According to the law, a comprehensive plan shall contain at least all of the following “9elements”:

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

Whereas the 2004 survey focused on agriculture, natural resources, and land use, and allowed for some specific questions regarding these topics, the 2005 survey asked opinions about all the “9 elements” and, therefore, some questions are broader in scope.

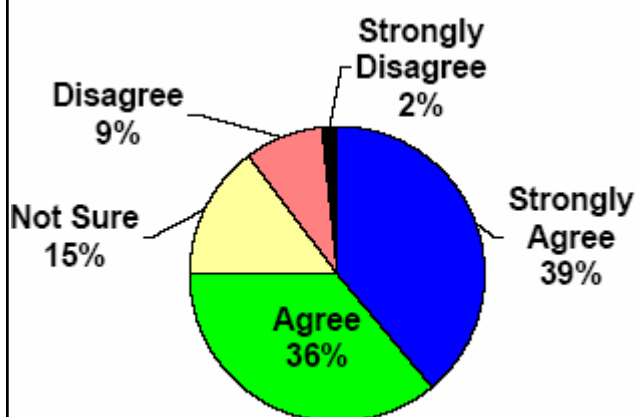
" Protecting lakes, streams, wetlands and groundwater is important to me."



Countywide, a majority (97%) agree (66% strongly agree) that protecting lakes, streams, wetlands, and groundwater is important, the highest consensus of any survey question, while only 2% disagree (1% strongly disagree) and 1% are not sure. By type of residence, a majority of respondents strongly agree (72% shoreland; 71% non-county resident; 66% hobby farms; 66% rural non-farms; and 64% urban/suburban residences). And, while an overwhelming number of farms agree (95%), just over 1/2 strongly agree (55%). Furthermore, those who strongly agree decline directly with age (76% age 18 to 24; 48% over age 85. And, although those who own 201-500 acres agree (86%) they do so less than other landowners.

Q2	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	73%	71%	70%	67%	66%	69%
Agree	24%	28%	25%	30%	32%	27%
Not Sure	2%	0%	3%	2%	1%	2%
Disagree	0%	1%	1%	1%	0%	1%
Strongly Disagree	0%	0%	1%	1%	0%	1%

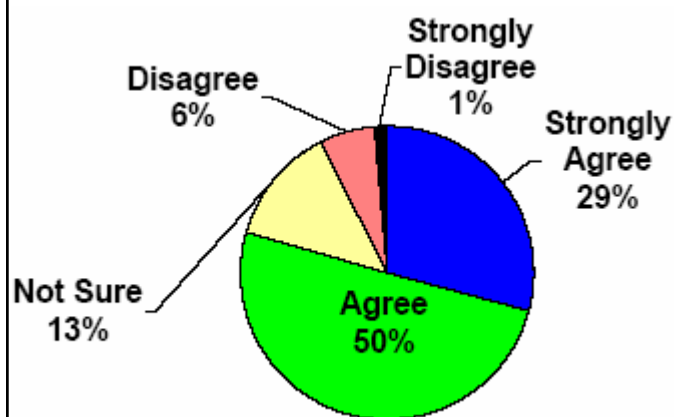
" Protecting large, connected tracts of forestland from being broken apart is important to me."



Countywide, 3/4 (75%) agree (39% strongly agree) that protecting large, connected tracts of forestland from being broken apart is important, while 11% disagree (2% strongly disagree), and 15% are not sure. The level of agreement generally declines as acres owned increases (78%, 1 to 10 acres; 52%, over 500 acres) and the level of disagreement increases (9%, 1 - 10 acres; 36% over 500 acres). Respondents age 18 to 24 and 25 to 34 agree more (79% and 82%, respectively). By type of residence, rural hobby farms agree more (79%) and strongly agree more (46%). Landowners with less than one year of tenure also agree more (81%).

Q4	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	44%	34%	44%	37%	43%	41%
Agree	31%	38%	31%	38%	33%	34%
Not Sure	16%	13%	14%	14%	14%	14%
Disagree	8%	13%	10%	10%	9%	10%
Strongly Disagree	2%	3%	1%	2%	1%	2%

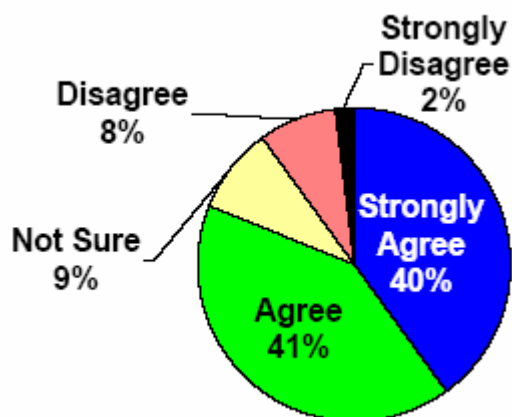
" Protecting historical sites and structures is important to me."



Countywide, over 3/4 (79%) agree (29% strongly agree) that protecting historical sites and structures is important, while only 7% disagree (1% strongly disagree), and 13% are not sure. Landowners with 81 or more acres agree less (59% - 72%), with one in three landowners with over 500 acres not sure. Respondents age 18 to 24 (88%), 25 to 34 (82%), and over 85 (86%), as well as, rural hobby farms (84%) agree more.

Q3	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	33%	30%	33%	28%	31%	31%
Agree	49%	49%	44%	48%	52%	48%
Not Sure	11%	14%	15%	15%	10%	13%
Disagree	5%	5%	7%	7%	7%	6%
Strongly Disagree	1%	4%	1%	3%	0%	2%

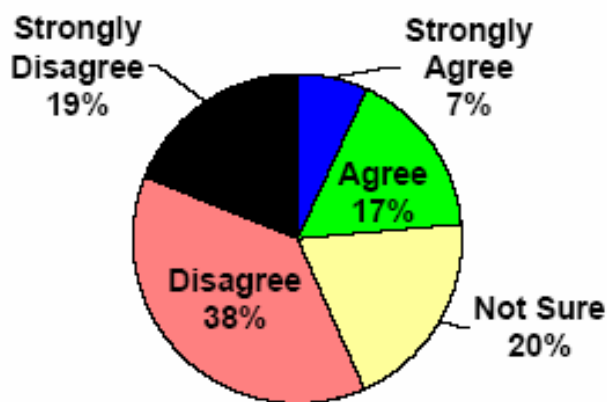
" Protecting farmland in my community from development is important to me."



Countywide, four in five (81%) agree (40% strongly agree) that protecting farmland is important, while 10% disagree (2% strongly disagree) and 9% are not sure. By type of residence, a majority of farms strongly agree (52%, rural hobby farms; 50%, rural farms). However, fewer landowners with more than 80 acres agree (72% - 63%) and, more than one in five disagree (20% - 31%). By age, landowners over age 85 agree the most (90%) and most strongly (44%), while those age 18 to 24 strongly agree the least (30%).

Q1	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	39%	45%	49%	34%	32%	40%
Agree	42%	35%	35%	42%	43%	39%
Not Sure	9%	10%	9%	13%	13%	11%
Disagree	9%	10%	4%	10%	10%	8%
Strongly Disagree	1%	1%	2%	2%	2%	2%

"Converting farmland in my community into non-agricultural uses, like businesses and homes, is important to me."

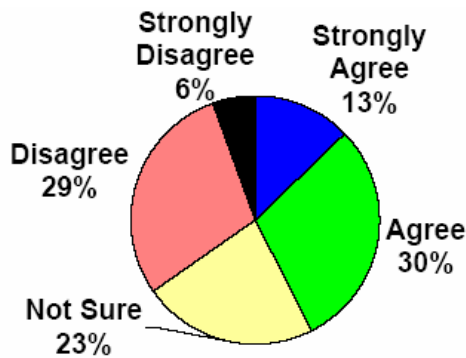


Countywide, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/suburban landowners disagree less (50%) and agree more (26%). Farms disagree the most (66%, rural hobby farms; 62%, rural farms) and most strongly (32% and 27%, respectively). Rural farms also agree the most (27%) and are the least not sure (11%), indicating farms are a little more divided in their opinions than the rest. Landowners with over 80 acres agree more (34% - 36%) and more strongly (18% - 22%); however, a majority (51% - 61%) still disagree.

Agreement tended to directly relate to age (13%, age 18 to 24 ; 32% age 75 to 84) and, disagreement tended to inversely relate to age (68%, age 25 to 34; 40%, over age 85). The Northeast Cluster agrees the most (30%), while the Southwest Cluster agrees the least (21%). The Southwest Cluster as well as the Central Cluster disagrees the most (60%).

Q13	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	7%	5%	8%	7%	3%	6%
Agree	11%	18%	13%	15%	18%	15%
Not Sure	23%	14%	15%	20%	22%	20%
Disagree	37%	44%	38%	43%	40%	40%
Strongly Disagree	22%	20%	27%	15%	16%	19%

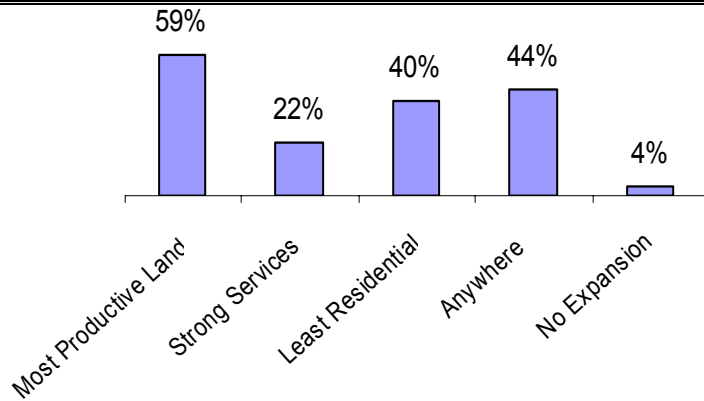
" Future homes, which are not part of a farm operation, should not be allowed near existing farming operations."



Countywide, most (43%) agree that future homes, which are not part of the farm operation, should not be allowed near existing farming operations (13% strongly agree), while 35% disagree (6% strongly disagree) and 23% are not sure. More landowners with 81 - 200 acres disagree (39%) than agree (37%), while those with 201 - 500 and over 500 agree the most (54% and 52%, respectively). More respondents age 18 to 24 (46%), 25 to 34 (37%), and 35 to 44 (39%) disagree than agree (27%, 33%, and 34%, respectively). Respondents age 65 to 74 (51%), 75 to 84 (61%), and over 85 (67%) agree the most. By type of residence, farms agree the most (49%, rural hobby farm; 46%, rural farms) and, more than one in five farms strongly agree (28%).

Q20	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	10%	12%	13%	9%	11%	10%
Agree	33%	34%	34%	24%	30%	30%
Not Sure	22%	26%	22%	28%	23%	25%
Disagree	29%	22%	27%	32%	33%	30%
Strongly Disagree	6%	6%	4%	6%	2%	5%

" Where should future dairy and livestock expansion occur?"



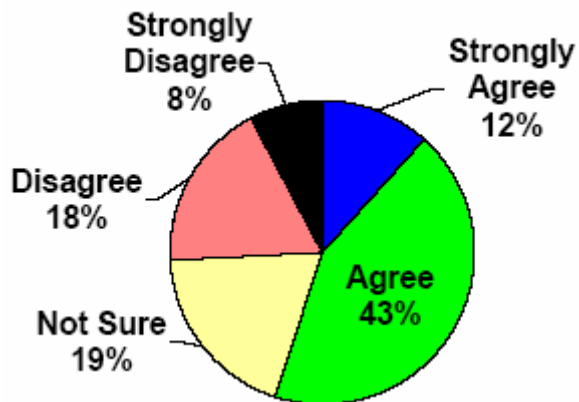
In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (40%), strong service support (22%), and no expansion should be allowed (4%). By type of residence, only shoreland owners deviated from the countywide ranking, placing least residential development (48%) ahead of anywhere (42%). By acres owned, no cohort deviated from the ranking; however, respondents owning 200 - 500 acres put

less emphasis on the most productive land (50%) and more on strong service support (30%), while those with over 500 acres stated exactly the opposite (76%, most productive land; 9%, strong service support).

Respondents age 18 to 54 did not deviate from the countywide ranking. Those age 55 to 64 and 65 to 74 stated least residential development more often than anywhere. Those age 75 to 84 ranked least residential development as their first choice (55%) and most productive land as their second (53%). The answers provided by this question should prove helpful as communities determine how to address Wisconsin's new livestock facility siting and expansion law.

Q19	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Most productive land	62%	54%	62%	59%	61%	60%
Strong services	21%	23%	16%	18%	19%	19%
Least residential	42%	40%	38%	45%	39%	42%
Anywhere	40%	45%	52%	42%	43%	43%
No expansion	2%	5%	2%	3%	3%	3%

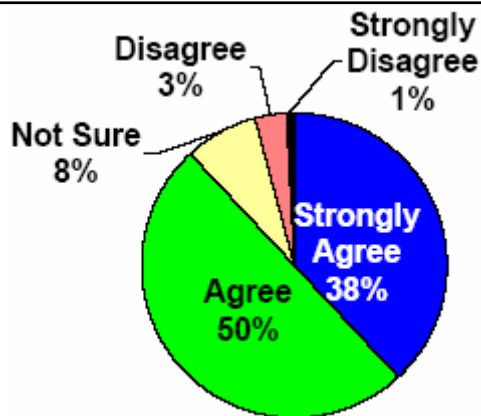
"A portion of new homes built in this area of Waupaca County should provide housing opportunities for low and moderate income residents."



Countywide, a majority (55%) agree (12% strongly agree) that a portion of new homes should provide housing opportunities for low and moderate income residents, while over 1/4 (26%) disagree (8% strongly disagree) and 19% are not sure. Level of agreement was inversely related to acres owned (53%, less than one acre; 44%, greater than 500 acres) and disagreement was directly related (20%, less than one acre; 33%, greater than 500 acres). Landowners at opposite ends of the age spectrum agree more (61%, age 18 to 24; 65 and over, 64% - 70%), while those age 25 to 34 (45%) and 35 to 44 (44%) agree less and disagree the most (31% and 32%, respectively). Rural hobby farms and non-residents also agree less (44% and 46%, respectively).

Q8	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	11%	14%	18%	9%	23%	14%
Agree	42%	41%	44%	44%	48%	44%
Not Sure	17%	18%	14%	19%	13%	16%
Disagree	18%	18%	17%	20%	9%	17%
Strongly Disagree	12%	9%	8%	9%	7%	9%

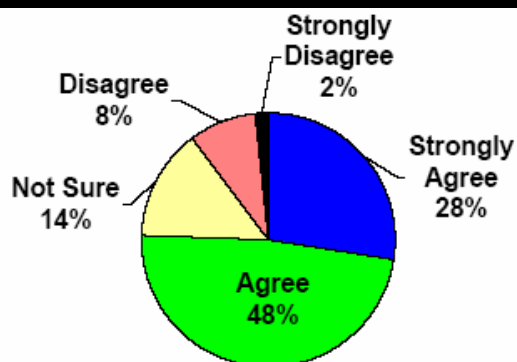
"Waupaca County communities should pool resources to attract and/or retain companies that will create jobs."



Countywide, over 3/4 (88%) agree (38% strongly agree) that communities should pool resources to attract and/or retain companies that will create jobs, while 4% disagree (1% strongly disagree) and 8% are not sure. Landowners with over 200 acres agree less (67% - 80%) and, owners of 201 - 500 acres disagree (13%) the most, while those owning over 500 acres are not sure more (30%).

Q11	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	34%	44%	44%	34%	38%	37%
Agree	52%	44%	42%	52%	51%	50%
Not Sure	9%	8%	10%	8%	8%	8%
Disagree	4%	5%	2%	5%	4%	4%
Strongly Disagree	1%	0%	1%	1%	0%	1%

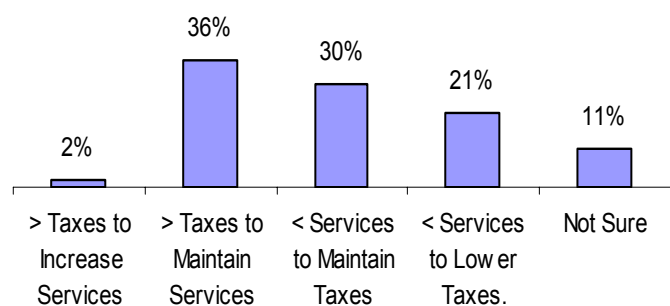
"Community services, like schools, roads, and police and fire protection, should be combined and provided jointly by communities if money will be saved."



Countywide, over 3/4 (76%) agree (28% strongly agree) that community services should be combined and provided jointly by communities if money will be saved, while 10% disagree (2% strongly disagree) and 14% are not sure. Landowners with 81 - 200 acres agree less (71%). Respondents age 25 to 34 agree less (63%) and disagree more (15%). Urban/suburban owners agree the most (91%) and, although rural farms agree (84%), they do so the least compared to other residence types.

Q10	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	33%	28%	33%	30%	30%	31%
Agree	47%	48%	43%	50%	44%	47%
Not Sure	11%	15%	15%	13%	14%	13%
Disagree	7%	9%	6%	5%	11%	7%
Strongly Disagree	1%	0%	3%	2%	1%	1%

"Tax and Service Policy Choices."



In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services and taxes.

Countywide, the opinion is divided. 2% felt taxes should increase to increase services, 36% stated taxes should increase to maintain existing services, 30% felt services should be decreased to maintain existing tax

levels, and 21% stated both taxes and services should be decreased. 11% were not sure. More age 18 to 24 felt both taxes and services should be increased (9%) and decreased (33%), indicating fewer stated a more moderate opinion. Fewer age 25 - 34 (16%) and over 85 (16%) felt both should be decreased. More landowners with 201 - 500 acres stated both services and taxes should be decreased (30%) and more with over 500 acres felt taxes should be increased to maintain existing services (45%). By type of residence, farms stated decrease services to maintain existing taxes most often (32%, rural hobby farm; 35%, rural farm), while all others indicated increase taxes to maintain services most often.

Q22	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Taxes Increased, Services Increased	2%	2%	3%	1%	4%	2%
Taxes Increased, Services Same	37%	41%	30%	38%	40%	37%
Taxes Same, Services Decreased	30%	30%	35%	28%	28%	30%
Taxes Decreased, Services Decreased	24%	18%	21%	25%	17%	22%
Not Sure	8%	9%	11%	8%	10%	9%

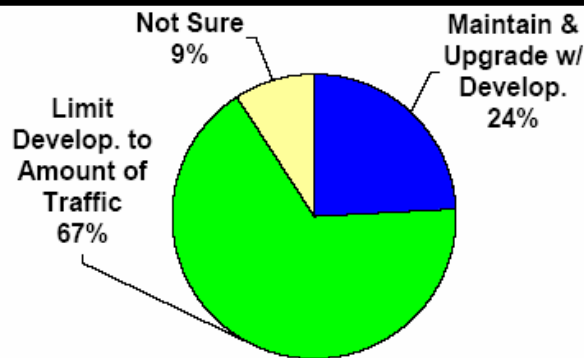
" The placement of new residential development should be managed in order to control community service costs, like schools, roads, and police and fire protection."



Countywide, over 3/4 (77%) agree (23% strongly agree) that placement of new residential development should be managed in order to control community service costs, while 10% disagree (2% strongly disagree) and 13% are not sure. Agreement was inversely related to acres owned (79%, less than one acre; 51%, greater than 500 acres), while disagreement was directly related (8%, less than one acre; 23%, over 500 acres). Those with over 500 acres strongly agree less (10%) and are not sure more (26%) Respondents over age 75 agree more (86% - 87%).

Q12	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	29%	24%	25%	26%	26%	26%
Agree	49%	52%	53%	52%	57%	52%
Not Sure	13%	9%	16%	10%	13%	12%
Disagree	8%	13%	5%	9%	2%	7%
Strongly Disagree	2%	2%	1%	3%	2%	2%

" Road maintenance and upgrading relative to new residential development."



In this question, landowners were asked to identify whether road maintenance and upgrading should increase as residential development increases or if residential development should be limited to the amount of traffic the road can currently handle safely. **Countywide**, almost 1/4 (24%) indicated that maintenance and upgrading should increase as residential development increases, while a majority (67%) indicated residential development should be limited to the amount of traffic the road can currently handle safely. 9% are not sure. Landowners with over 500 acres

were evenly divided (39%, 39%, and 22% not sure). More over age 85, indicated development should be limited (72%) and fewer indicated maintenance/upgrading should be increased (19%). More urban/suburban residents stated that maintenance should increase (29%) and more rural hobby farms (75%), rural farms (73%), and rural non-farms (72%) felt that residential development should be limited. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), fewer urban/suburban (60%) than rural (73%) stated limit development.

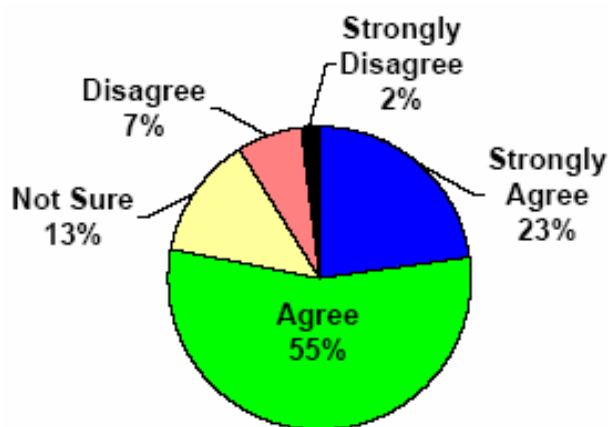
Q23	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Maintenance & Upgrades Increase w/ Development	25%	19%	23%	26%	30%	26%
Limit Residential Development w/ amount of Traffic	67%	71%	69%	68%	62%	67%
Not Sure	8%	10%	8%	6%	8%	8%

LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.2% population growth (5,627) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might consider as part of the planning process.

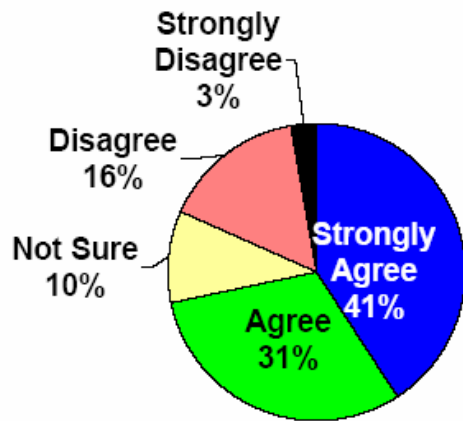
" Land use strategies are necessary to protect our community interests."



Countywide, over 3/4 (78%) agree (23% strongly agree) that land use strategies are necessary to protect our community interests, while 9% disagree (2% strongly disagree) and 13% are not sure. As acres owned increases, level of agreement generally declines (79% less than one acre to 59% over 500 acres). Level of agreement generally increases with age (73%, age 25 to 34; 83%, over 85). And, although almost 3/4 of farms agree, they agree less than others by type or residence (72% rural hobby farm; 73% rural farm).

Q16	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	33%	29%	20%	24%	29%	28%
Agree	47%	50%	58%	56%	55%	53%
Not Sure	11%	11%	16%	9%	12%	11%
Disagree	6%	7%	3%	9%	2%	6%
Strongly Disagree	3%	3%	3%	3%	1%	3%

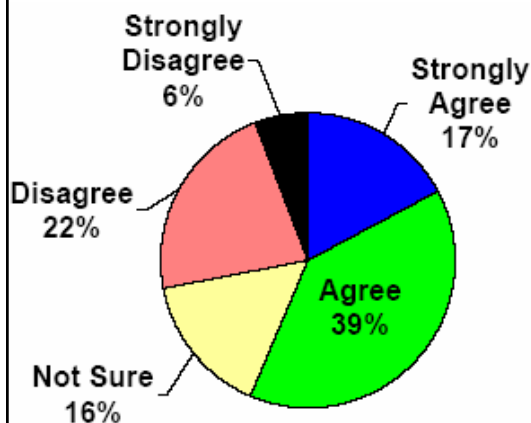
" I should be allowed to use my property as I see fit."



Countywide, almost 3/4 (72%) agree (41% strongly agree) that they should be allowed to use their property as they see fit, while 19% disagree (3% strongly disagree) and 10% are not sure. Generally, there is a direct relationship between acres owned and level of agreement (72%, 1 - 10 acres; 87%, over 500 acres). Strength of agreement also increases with acres owned (41% strongly agree, 1 - 10 acres; 72% strongly agree, over 500 acres). Level of agreement generally declines as age increases (91%, age 18 to 24; 72%, over 85). Strength of agreement also declines with age (61%, age 18 to 24; 29%, over 85). By type of residence, farms agree the most (77%, rural hobby farm; 82%, rural farm) and most strongly (54% and 52%, respectively). Although still a majority, fewer shoreland owners (64%) agree. Agreement ranged from 80% in the Central Cluster to 65% in the Southwest Cluster. One in four (26%) in the Southwest Cluster disagree.

Q9	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	38%	41%	49%	36%	33%	38%
Agree	27%	22%	23%	27%	30%	27%
Not Sure	5%	11%	10%	12%	11%	10%
Disagree	26%	22%	14%	22%	21%	22%
Strongly Disagree	4%	5%	5%	3%	5%	4%

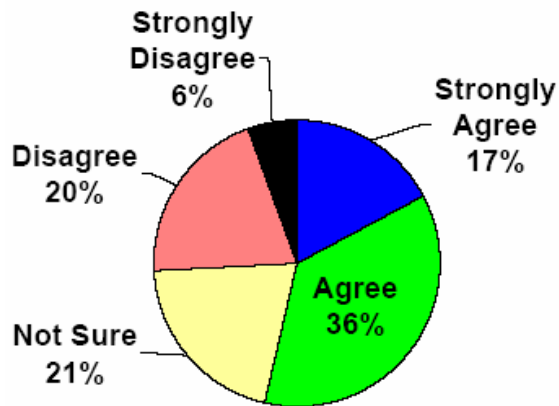
" My neighbors should be allowed to use their property as they see fit."



Countywide, a majority (56%) agree (17% strongly agree) that their neighbors should be allowed to use their property as they see fit, while 28% disagree (6% strongly disagree), and 16% are not sure. There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (51%, less than one acre; 79% over 500 acres). There is an inverse relationship with age. As age increases, agreement declines (84%, age 18 to 24; 70%, age 25 to 34; 65%, age 35 to 44; 58%, age 45 to 54; 51% age 55 to 64; 54% age 65 to 74; 44%, age 75 to 84; 41% over 85). By type of residence, rural farms (64%) agree the most. Shoreland owners disagree the most (37%). Respondents with less than one year in tenure agree more (67%) and disagree less (19%). The Central Cluster agrees the most (63%), while less than 1/2 in the Southwest Cluster (48%) agree and 36% disagree.

Q14	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	19%	16%	17%	15%	14%	16%
Agree	31%	31%	38%	34%	30%	32%
Not Sure	14%	13%	14%	17%	17%	16%
Disagree	26%	29%	24%	26%	30%	27%
Strongly Disagree	11%	11%	8%	8%	9%	9%

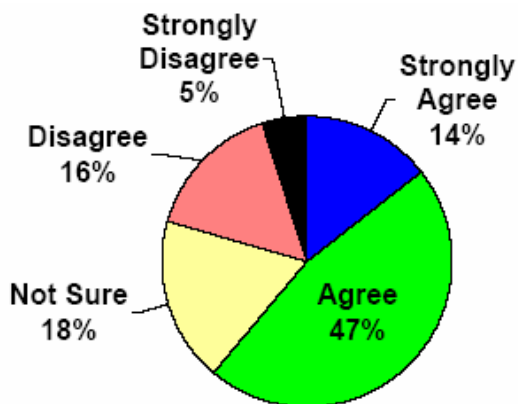
" Having more public land available for recreational activities in my community is important to me."



Countywide, a majority (53%) agree that having more public land available for recreational activities is important (17% strongly agree), while 26% disagree (6% strongly disagree), and 21% are not sure. Level of agreement declines significantly with acres owned (61%, less than one acre; 55%, 1 to 10 acres; 50%, 11 to 40 acres; 45%, 41 to 80 acres; 40%, 81 to 200 acres; 30%, 201 to 500 acres; 9%, over 500 acres). Level of agreement also declines with age (63%, age 18 to 24; 60% age 25 to 34; 61% age 35 to 44; 56%, age 45 to 54; 51% age 55 to 64; 47% age 65 to 74; 46%, age 75 to 84; 40% over 85). More rural farms disagree (45%) than agree (34%), while by type of residence all others have a majority in agreement (57%, urban/suburban; 54%, rural hobby farm; 55%, shoreland; 53% rural non-farm; 56% non-county resident). Respondents with less than one year of tenure agree more (64%) and disagree less (16%), while those with over 20 years agree less (49%) and disagree more (30%). Agreement ranged from 47% in the Northwest Cluster to 57% in the Southeast Cluster.

Q5	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	19%	18%	17%	15%	18%	18%
Agree	39%	34%	34%	38%	37%	36%
Not Sure	18%	17%	23%	18%	18%	19%
Disagree	18%	23%	20%	23%	20%	21%
Strongly Disagree	5%	8%	6%	6%	8%	7%

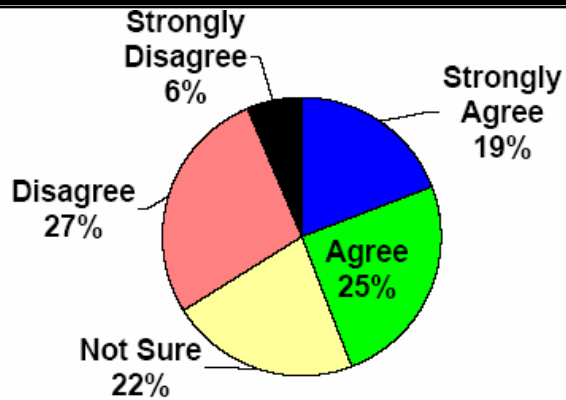
" Design standards, like landscaping, building characteristics, and signage, should be implemented for new development so community character can be preserved."



Countywide, a majority (61%) agree that design standards should be implemented for new development (14% strongly agree), while one in five (21%) disagree (5% strongly disagree) and 18% are not sure. Landowners with over 40 acres agree more (68% - 72%) and respondents with over 500 acres agree the most strongly (41%). Generally, agreement was directly related to age (51%, age 18 to 24; 71%, age 75 to 84). Although still over 1/2, respondents from rural hobby farms and rural non-farms agree less (54% and 56%, respectively), while shoreland owners agree more (68%). Agreement ranged from 57% in the Northeast to 67% in the Southwest.

Q15	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	22%	16%	22%	17%	25%	20%
Agree	47%	49%	44%	49%	46%	47%
Not Sure	14%	15%	13%	17%	17%	15%
Disagree	13%	14%	17%	12%	9%	12%
Strongly Disagree	5%	7%	5%	6%	4%	5%

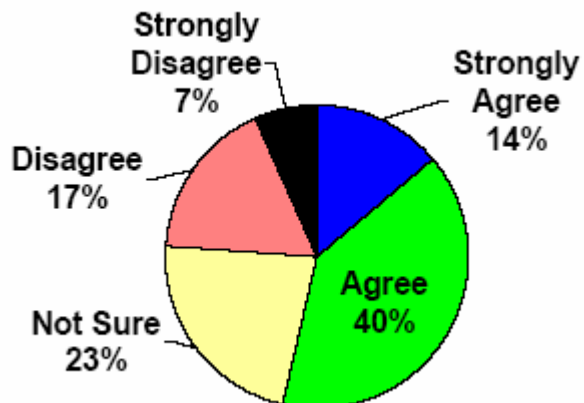
**" Residential development should not occur in rural areas
(defined as not in a city or village) of Waupaca County."**



Countywide, most landowners (45%) agree that residential development should not occur in rural areas (19% strongly agree), while 33% disagree (6% strongly) and 22% are not sure. More landowners with 41 to 80 acres agree (49%), while those with less than one acre (39%), 81 to 200 acres (36%), and over 500 acres (30%) agree less. A majority of landowners with over 500 acres disagree the most (67%) and are not sure the least (3%). By age, those age 18 to 24 (36%) agree the least and those age 25 to 34 (48%), 35 to 44 (48%), and over 85 (49%) agree the most. Urban/suburban landowners disagree the most (40%). Farms agree the most (58%, rural hobby farm; 53%, rural farm) and most strongly (34% and 24%, respectively), while one in four (25%) rural hobby farms and one in three (35%) rural farms disagree. Urban/suburban (38%) and shoreland (39%) owners agree the least.

Q6	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	21%	21%	22%	14%	14%	18%
Agree	26%	29%	24%	24%	19%	25%
Not Sure	21%	18%	19%	23%	28%	22%
Disagree	24%	27%	29%	31%	33%	29%
Strongly Disagree	8%	5%	5%	8%	6%	6%

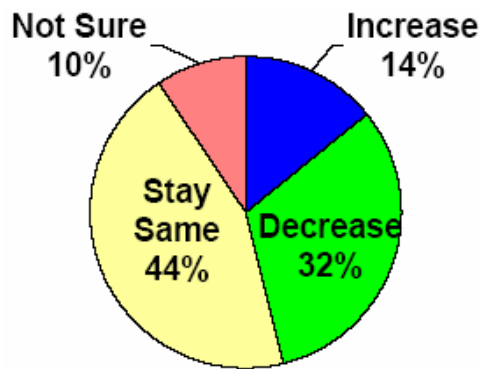
" If rural residential development takes place, it should be widely scattered throughout this area of Waupaca County."



Countywide, a majority (54%) agree if rural residential development takes place that it should be widely scattered (14% strongly agree), while nearly 1/4 (24%) disagree (7% strongly disagree) and 23% are not sure. Agreement generally decreases with acres owned (53%, less than one acre; 56%, 1 to 10 acres; 53%, 11 to 40 acres; 53%, 41 to 80 acres; 48%, 81 to 200 acres; 35%, 201 to 500 acres; 41%, over 500 acres), with more respondents who own 201 to 500 acres disagreeing than agreeing. Respondents age 18 to 24 agree the least (47%) and those over age 85 agree the most (61%) and disagree the least (7%). Rural hobby farms agree the most (62%) and disagree the least (19%).

Q7	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Strongly Agree	17%	19%	15%	11%	9%	14%
Agree	34%	42%	35%	36%	36%	36%
Not Sure	19%	17%	24%	26%	29%	24%
Disagree	22%	19%	19%	19%	19%	20%
Strongly Disagree	7%	4%	7%	7%	7%	7%

“Would you like to see the amount of land used for new residential development in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”



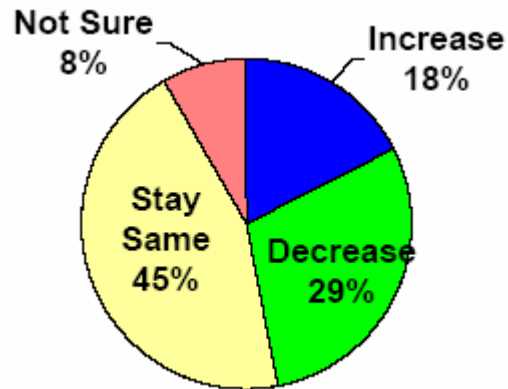
Countywide, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less than one acre stated decrease (23%) less often, while those with 11 - 40 acres (37%), 41 - 80 acres (40%), 81 - 200 acres (37%), and 201 - 500 acres (41%) stated decrease more often. With the exception of over 500 acres (34%), stating “stay the same” was inversely related to acres owned (48%, less than one acre; 28%, 201 to 500 acres).

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (23%, 65 to 74; 22%, 75 to 84; and 17% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (34%, 25 to 34; 39%, 35 to 44; 37%, 45 to 54; and 32% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (21%) indicated increase more often and rural hobby farms (8%) indicated increase less often. Urban/suburban (21%) and shoreland (26%) indicated decrease less often, while rural hobby farms (49%), rural non-farms (38%), and rural farms (44%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (21%, urban/suburban; 10% rural) and decrease (21%, urban/suburban; 42% rural). By cluster, the Northeast stated increase the most (22%) and decrease the least (25%). The Northwest Cluster indicated decrease the most (38%).

Q17	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Increase	8%	14%	11%	14%	16%	12%
Decrease	37%	36%	31%	29%	24%	31%
Stay the Same	46%	44%	42%	47%	48%	46%
Not Sure	9%	6%	16%	10%	13%	11%

“Would you like to see the number of new homes built in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”



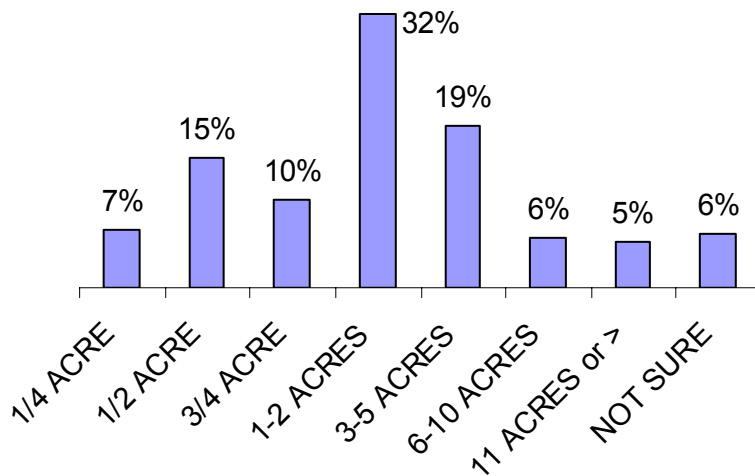
Countywide, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre also stated decrease (20%) less often, while those with 201- 500 acres stated decrease (43%) more often and stay the same (27%) less often.

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (20%, 65 to 74; 17%, 75 to 84; and 12% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (35%, 25 to 34; 38%, 35 to 44; 35%, 45 to 54; and 29% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (27%) indicated increase more often and rural hobby farms (8%) and rural non-farms (11%) indicated increase less often. Urban/suburban (18%) and shoreland (24%) indicated decrease less often, while rural hobby farms (50%), rural non-farms (36%), and rural farms (45%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often, while shoreland owners indicated the same (51%) more often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (27%, urban/suburban; 11% rural) and decrease (18%, urban/suburban; 40% rural). By cluster, the Northeast stated increase the most (28%) and decrease the least (23%). The Northwest Cluster indicated decrease the most (35%).

Q18	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Increase	9%	13%	11%	17%	20%	15%
Decrease	32%	34%	28%	27%	20%	28%
Stay the Same	50%	47%	47%	46%	48%	48%
Not Sure	8%	6%	14%	9%	12%	10%

" What is the most desirably lot size for a home in your community (an acre is about the size of a football field)?"



Countywide, most landowners (32%) preferred 1– 2 acre lot sizes; 19%, 3 - 5 acres; 15%, 1/2 acre; 10%, 3/4 acre; 7%, 1/4 acre; 6%, 6 - 10 acres; 5%, 11+ acres; while 6% are not sure.

Landowners with less than one acre preferred smaller lots sizes more often (14%, 1/4 acre; 28%, 1/2 acre; 19%, 3/4 acre) and larger lot sizes less often (7%, 3 - 5 acres; 1%, 6 - 10 acres). Those with 1 - 10 acres preferred 1– 2 acres (41%) and 3 - 5 acres (26%) more often and 1/2 acre (9%) less often. Those with 11 - 40 acres preferred 3 - 5 acres (27%) and 11+ acres (10%) more often and 1/2 acre (9%) less often. Those with 41 - 80 acres preferred 11+ acres (12%) more often and 1/2 acre (8%) and

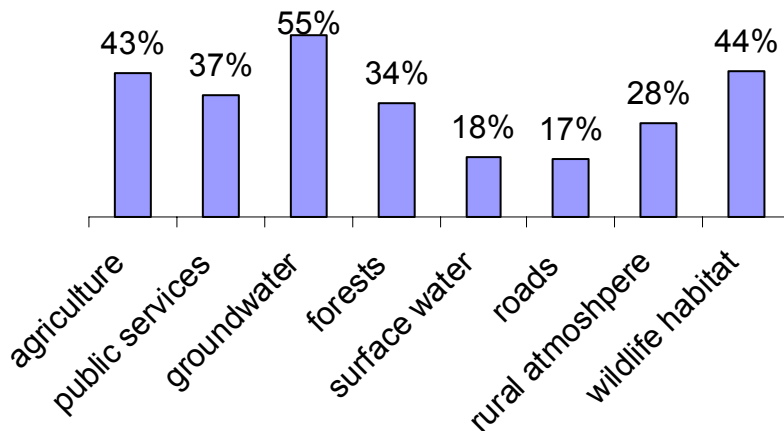
3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500+ acres preferred 3 - 5 acres (44%) more often and less than 1% preferred 3 - 5 acres.

Respondents age 75 to 84 (22%) and over 85 (20%) preferred 1/2 acres more often and, those age 75 to 84 also preferred 1 to 2 acres more often (37%) and 3 to 5 acres less often (9%). Respondents age 35 to 44 preferred 3 - 5 acres more often (24%).

By type of residence, urban/suburban and shoreland owners preferred smaller lot sizes (urban/suburban: 12%, 1/4 acre; 24%, 1/2 acre; 15%, 3/4 acre) (shoreland: 44%, 1/2 acre; 15%, 3/4 acre) and did not prefer 3 - 5 acres as often (9%, urban/suburban; 11%, shoreland). Rural hobby farms, rural non-farms, and rural farms stated smaller acreages less often (rural hobby farm: 1%, 1/4 acre; 6%, 1/2 acre; 2%, 3/4 acre; 20%, 1 - 2 acres) (rural non-farm: 2%, 1/4 acre; 6%, 1/2 acre; 4%, 3/4 acre) (rural farm: 2%, 1/4 acre; 8%, 1/2 acre; 5%, 3/4 acre). They also stated larger acreages more often (rural hobby farm: 33%, 3 - 5 acres; 19%, 6 - 10 acres; 11%, 11+ acres) (rural non-farm: 38% 1 - 2 acres; 30%, 3 - 5 acres) (rural farm: 37%, 1 - 2 acres; 12%, 11+ acres).

Q21	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
1/4 acre	3%	1%	5%	6%	12%	6%
1/2 acre	14%	5%	12%	18%	23%	16%
3/4 acre	12%	5%	13%	13%	16%	13%
1 - 2 acres	37%	47%	33%	38%	29%	36%
3 - 5 acres	18%	31%	20%	17%	8%	17%
6 - 10 acres	6%	4%	4%	3%	2%	4%
11 or more acres	4%	3%	6%	2%	2%	3%
Not Sure	6%	5%	7%	3%	8%	5%

" What are the most important impacts to consider when determining whether or not a residential development should occur?"



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. **Countywide**, the factor most often identified was groundwater quality and quantity (54%). Wildlife habitat was identified by 44% of the respondents, followed by agriculture (43%), cost and quality of public services (37%), forested areas (34%), rural/small town atmosphere (28%), surface water quality (18%), and roads (17%).

By acres owned, agriculture or groundwater always ranked in the top two. Roads, surface

water, and rural/small town atmosphere always ranked in the bottom three. Landowners with over 80 acres of land identified agriculture most frequently (57%, 81 - 200 acres; 55%, 201 - 500 acres; 58%, over 500 acres), while groundwater was the number two factor (54%, 53%, and 57% respectively). The importance of wildlife habitat generally declined with acres owned, ranking second for respondents with 1 to 10 acres (48%) and last for those with over 500 acres (12%).

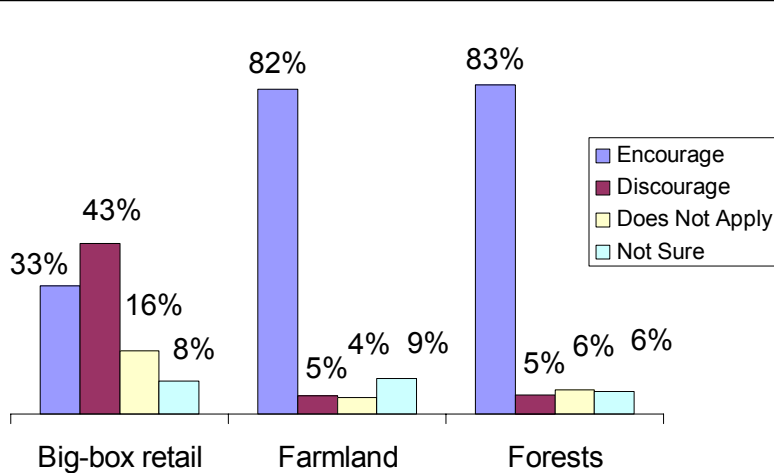
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public services generally increased with age (groundwater: 42%, age 18 to 24; 65% age 75 to 84) (public services: 24%, age 18 to 24; 52%, over age 85). Forests, generally declined in importance with age, with respondents age 25 to 34 ranking it second (51%) and those over age 85 ranking it last (23%).

By type of residence, either agriculture or groundwater was identified as the most important factor. Rural hobby farms (51%) and rural farms (66%) ranked agriculture as most important, while all others ranked groundwater as most important (56%, urban/suburban; 61%, shoreland; 53%, rural non-farm; 54%, non-county resident). Public services was identified most often by urban/suburban (44%) and shoreland (41%) owners, both of whom ranked it as the second most important. Roads and surface water were always ranked in the bottom two.

By tenure, either groundwater or wildlife habitat were identified as the most important, with respondents under 5 years of tenure ranking wildlife most important (51% - 57%) and those with 5 years and over ranking groundwater most important (53% - 57%). Roads, surface water, and rural atmosphere always ranked in the bottom three.

Q24	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Agriculture	34%	45%	44%	31%	39%	36%
Cost/quality of public services	33%	36%	32%	36%	48%	37%
Quality/quantity groundwater	55%	57%	54%	62%	53%	57%
Forested areas	38%	29%	30%	36%	36%	35%
Surface water	20%	15%	20%	24%	18%	20%
Roads	17%	29%	17%	16%	16%	18%
Rural/small town atmosphere	40%	28%	36%	29%	25%	32%
Wildlife habitat	41%	41%	47%	37%	39%	40%

" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use."



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Big Box Retail - Most respondents (43%) stated discourage big-box retail, while 33% indicated encourage, 16% does not apply, and 8% not sure. Respondents who were more likely to state encourage include those age 18 to 34 (40% - 47%), those owning less than one acre (42%), urban/suburban residents (46%), and those with less than one year of tenure (42%). Most respondents in these cohorts responded encourage more often than

discourage. All other cohorts indicated discourage more often than encourage. Shoreland residents were more likely to state discourage (50%).

Farmland - Over 3/4 (82%) stated encourage farmland, while 5% stated discourage, 4% does not apply, and 9% not sure. Urban/suburban (72%) and shoreland respondents (77%) stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Rural hobby farm (91%), rural farm (91%), and rural non-farm (88%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

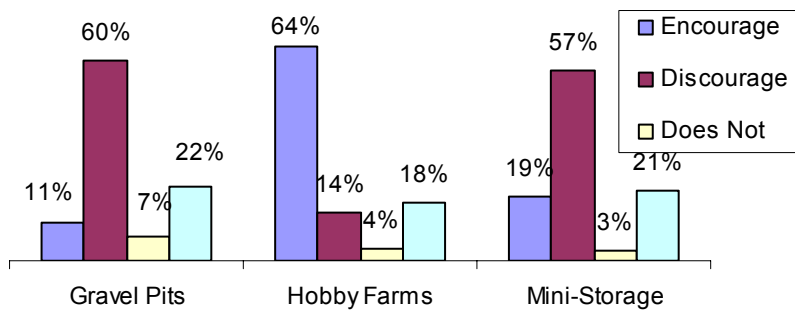
Forests - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to 80 acres (89%) and 201 to 500 acres (90%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

Q25 BIG BOX RETAIL	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Encourage	41%	46%	48%	41%	47%	43%
Discourage	44%	36%	40%	47%	44%	44%
Does not apply	6%	7%	4%	2%	0%	3%
Not Sure	9%	12%	8%	10%	9%	9%

Q25 FARMLAND	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Encourage	83%	85%	87%	80%	75%	81%
Discourage	4%	4%	3%	5%	6%	5%
Does not apply	2%	1%	4%	2%	8%	4%
Not Sure	11%	10%	6%	13%	10%	11%

Q25 FORESTS	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Encourage	89%	87%	87%	86%	78%	85%
Discourage	5%	4%	1%	4%	5%	4%
Does not apply	1%	4%	7%	4%	9%	4%
Not Sure	5%	6%	4%	7%	7%	6%

" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use." - continued



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Gravel Pits - A majority (60%) stated discourage gravel pits, while 11% stated encourage, 7% does not apply, and 22% not sure. The level of encouragement was directly related to acres

owned (7%, less than one acre; 55%, over 500 acres), with the owners of over 500 acres stating encourage more often than discourage. Rural farms also stated encourage more often (21%), but a slight majority (51%) still stated discourage.

Hobby Farms - A majority (64%) stated encourage hobby farms, while 14% stated discourage, 4% does not apply, and 18% not sure. Respondents owning less than one acre stated encourage (56%) less often, while those owning 11 to 80 acres stated encourage more often (71%). The percentage indicating encourage peaked in the 35 to 44 age cohort (79%) and declined with age (71%, age 45 to 54; 64%, age 55 to 64; 54%, age 65 to 74; 40%, age 75 to 84; 42%, over age 85). As would be expected, rural hobby farms stated encourage more often (92%) as did rural non-farm (71%). Respondents with 1 to 20 years of tenure stated encourage more often (68% - 73%), while those with over 20 years stated encourage less often (60%).

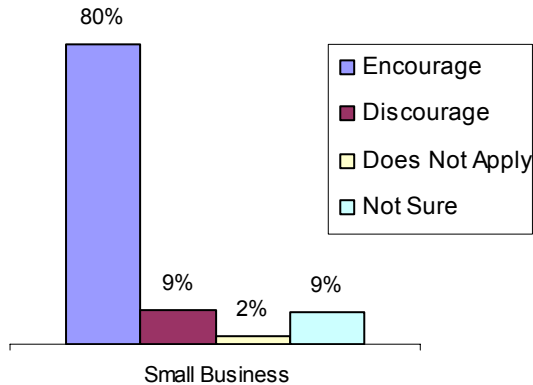
Mini-Storage - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated discourage less often (39% - 45%). Urban residents stated discourage less often (50%), while those with less than 5 years of tenure indicated discourage more often (62% - 63%).

Q25 GRAVEL PITS	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Encourage	8%	19%	10%	13%	6%	10%
Discourage	76%	56%	67%	64%	61%	67%
Does not apply	3%	7%	6%	3%	8%	5%
Not Sure	13%	19%	17%	20%	25%	19%

Q25 HOBBY FARMS	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Encourage	65%	72%	66%	66%	52%	63%
Discourage	14%	15%	15%	11%	20%	14%
Does not apply	1%	0%	4%	2%	8%	3%
Not Sure	20%	14%	15%	21%	20%	19%

Q25 MINI-STORAGE	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Encourage	13%	16%	17%	14%	16%	14%
Discourage	66%	65%	59%	64%	60%	63%
Does not apply	1%	2%	2%	1%	3%	2%
Not Sure	20%	17%	22%	21%	20%	20%

" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use." - continued



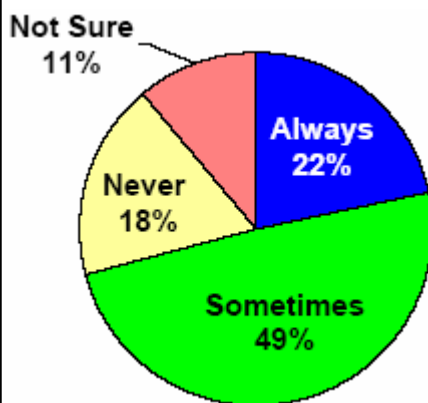
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Small Business - Most respondents (80%) stated encourage small business, while 9% stated discourage, 2% does not apply, and 9% not sure. Respondents owning less than one acre (89%) and over 500 acres (85%) stated encourage more often, while those owning 11 to 200 acres stated encourage less often (71% - 72%). Urban/suburban respondents indicated encourage more often (90%), while

rural hobby farms (74%), rural farms (69%), rural non-farms (75%), and non-county residents (73%) stated encourage less often.

Q25 SMALL BUSINESS	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Encourage	77%	78%	81%	83%	91%	82%
Discourage	7%	11%	9%	7%	4%	7%
Does not apply	4%	3%	0%	1%	1%	2%
Not Sure	12%	8%	9%	9%	5%	9%

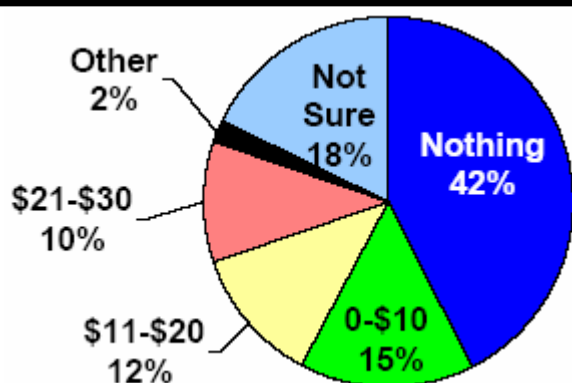
" Should landowners in your area be compensated not to develop their land?"



Countywide, most (49%) stated sometimes, while 22% stated always, 18% stated never, and 11% were not sure. Respondents stating always increased directly with acres owned (16%, less than one acre; 39%, over 500 acres) and decreased with age (36%, age 18 to 24; 13%, over 85). Urban/suburban (17%) and shoreland (15%) respondents stated always less often, while rural hobby farms (34%) and rural farms (32%) stated always more often.

Q26	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Always	21%	17%	25%	19%	23%	21%
Sometimes	52%	46%	45%	53%	48%	50%
Never	18%	25%	18%	18%	19%	19%
Not Sure	9%	12%	12%	11%	10%	10%

" How much would you be willing to pay annually in increased property taxes to fund a system that pays landowners for not developing their land ?"



Countywide, most (42%) stated nothing, followed \$0 - \$10 (15%), \$11 - \$20 (12%), \$21 - \$30 (10%), other (2%), and not sure (18%). When an analysis is completed using the all landowners (e.g., \$5 for the \$0 - \$10 category), the average a county landowner is willing to pay annually is \$7.33. When only those who are willing to pay is considered, the average is \$15.14.

Q27	DAYTON	LIND	WAUPACA	FARM.	WAUPACA (C)	SW CLUSTER
Nothing	41%	44%	41%	42%	41%	41%
\$0 - \$10	12%	12%	19%	15%	20%	16%
\$11 - \$20	15%	10%	14%	13%	11%	13%
\$21 - \$30	11%	17%	11%	13%	11%	12%
Other	3%	2%	2%	2%	1%	2%
Not Sure	17%	15%	14%	15%	15%	16%

Survey Results Summary

"9 Elements"

- ✓ Natural resources are important with an emphasis on groundwater and wildlife habitat.
- ✓ 75% agree protecting forests from fragmentation is important.
- ✓ Farmland protection is important, while converting farmland is not supported by a majority.
- ✓ Dairy/livestock expansion widely supported...acres with most productive farmland preferred.
- ✓ Affordable housing supported by a slim majority...more support by young and old age groups and owners of fewer acres.
- ✓ Regional cooperation for economic development and service provision widely supported.
- ✓ Divided opinions on increasing taxes and reducing services, but...
 - ...3/4 (77%) support managing development to control community costs.
 - ...2/3 (67%) support limiting new development to existing road capacity.

Land Use

- ✓ Most agree (78%) land use strategies are necessary to protect community interests.
- ✓ 72% agree they should be allowed to use their property as they see fit, but fewer (56%) agree neighbors should too.
- ✓ Most support (61%) design standards for new development.
- ✓ Most agree (45%) residential development should not occur in rural areas; urban/suburban disagree the most (40%), while farms agree the most (53%-58%), but many disagree (25%-35%).
- ✓ Preference is to use same amount of land and build same number of homes; rural owners (40+% prefer a decrease).
- ✓ 1-2 acres preferred lot size for almost all demographic groups.
- ✓ Most (71%) agree owners should "sometimes" or "always be compensated not to develop their land...
 - ...37% willing to pay taxes to fund a compensation system (\$15.14 annually); 42% not willing