

Plan Recommendations Report



Town of Helvetia—Year 2030 Comprehensive Plan

Town of Helvetia Waupaca County, Wisconsin

August 2007



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Resolution No. _____

**RECOMMENDATION OF THE PLAN COMMISSION
TO ADOPT THE TOWN OF HELVETIA 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 Helvetia 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 Helvetia 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 Helvetia 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 Helvetia Plan Commission hereby recommends that the "Recommended Plan" of the *Town of Helvetia 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 Helvetia 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 Helvetia Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 22 day of May, 2007.

Motion for adoption moved by: Bob Carper
Motion for adoption seconded by: Don Louison
Voting Aye: 3 Voting Nay: 1

Gary Prill
Plan Commission Chair

ATTEST

[Signature] Act Sec.
Plan Commission Secretary

Ordinance No. 09-24-07

AN ORDINANCE TO ADOPT THE TOWN OF HELVETIA
Year 2030 COMPREHENSIVE PLAN

The Town Board of the Town of Helvetia, 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 Helvetia 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 Helvetia 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 Helvetia 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 Helvetia Year 2030 Comprehensive Plan*" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The Town of Helvetia 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 24, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Helvetia does, by the enactment of this ordinance, formally adopt the two documents composing the "*Town of Helvetia 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 24 day of September, 2007.

Voting Aye: 10 Voting Nay: 0

Published/Posted on: August 22, 2007.

Leonard Oppen
Town Chair

Attest:

Doreen Hirsch
Town Clerk

Town of Helvetia

Year 2030 Comprehensive Plan

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Appendix A
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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 Helvetia 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 Helvetia Year 2030 Comprehensive Plan* will guide community decision making in the Town of Helvetia 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 Helvetia. 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 Helvetia 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 Helvetia 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 Helvetia 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 Helvetia is an unincorporated rural town in northwest Waupaca County situated about one quarter mile east of the Village of Iola. The town's landscape is primarily forested with a mix of farmlands. The rural, wooded landscape defines the character of the town. The majority of Helvetia's farmlands are in the eastern and southern portions of the town and are linked with a larger agricultural system to the east – vast agricultural lands characteristic of the neighboring Town of Union. Helvetia has several headwater streams that feed the Little Wolf River, as well as several small lakes including Goodhal, Blue Mountain, and Roland Lakes.

Residential development is dispersed throughout the town, but with three larger concentrations occurring around Blue Mountain Lake, Goodhal Lake, and in a rural subdivision in Section 10 near Carper Road. Commercial and industrial uses are limited, and most are centered around the intersection of State Highway 161 and County Highway E. Commercial uses are also found along State Highway 161 just east of the Village of Iola. Modest growth is expected over the next 25 years as reflected in projections for population and housing. Housing projections equate to approximately eight new housing units per year. Residential housing is the primary form of projected development, but some commercial and industrial development could take place as well.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues as identified by the planning committee include maintaining existing town services without damaging the rural character of the area, development pressure on agricultural lands, natural resources, and wildlife habitat, traffic handling issues of the town road system, and the town's limited tax base. Town of Helvetia residents responded to two planning surveys, and the strongest areas of consensus include:

- ♦ Protecting lakes, streams, wetlands, and groundwater.
- ♦ Protecting large connected tracts of forest land from being broken apart.
- ♦ Protecting farmland from development/

This plan provides policy guidance for making community decisions in the context of competing public objectives. Specifically, it addresses the question of how the town can balance protecting its valued forest and agricultural resources while also allowing development to occur. It is not the town's desire to create new regulatory systems at the town level, but rather to ensure that existing land use regulations are being followed. In this regard, the town's implementation plan will focus on working with Waupaca County to improve the land use regulations that manage

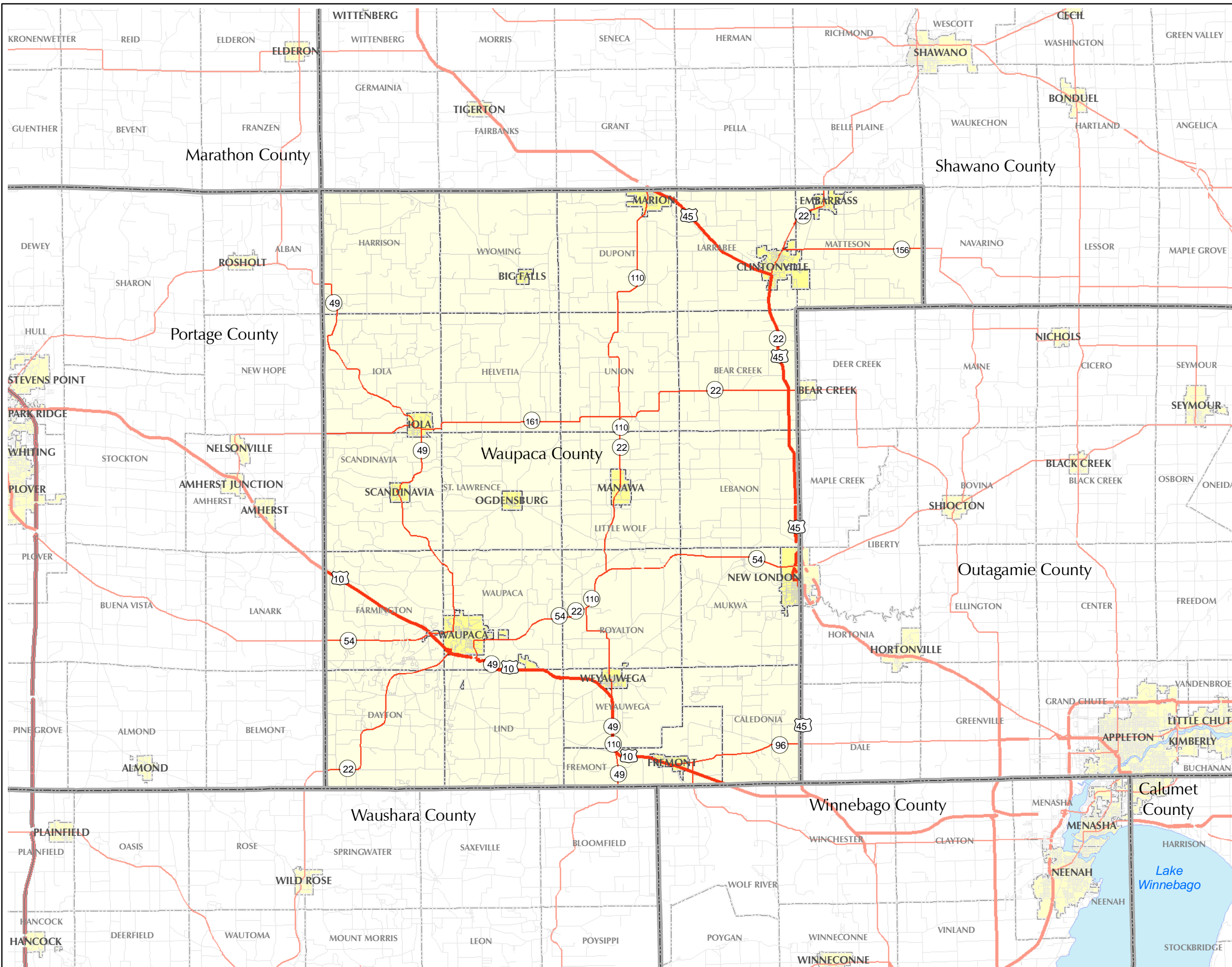
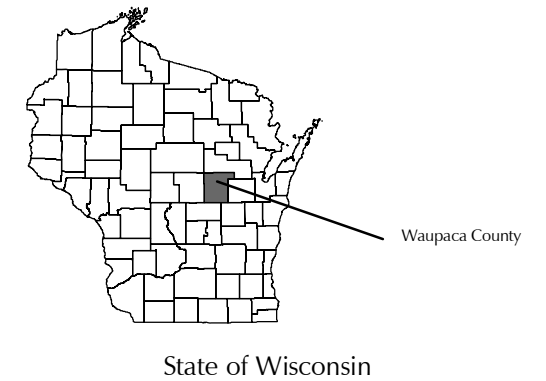
growth and development. The primary implementation tools recommended by this plan are zoning and land division ordinances. Other tools such as limits of disturbance regulations and site planning and design will also be important methods of encouraging the best placement of new development on a given site. The town will also explore with the county possibilities of a transfer or purchase of development rights program that can permanently protect valuable landscapes and compensate property owners for voluntarily protecting their land.

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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 Helvetia 2030 Vision

The Town of Helvetia'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 and age groups.
- 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.

Utilities and Community Facilities Goals

- Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.
- Goal: Consider a variety of recreational opportunities within the community.
- Goal: Ensure proper disposal of wastewater to protect groundwater and surface water resources.
- Goal: Ensure that roads, structures, and other improvements are reasonably protected from flooding.

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 open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.
- Goal: Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.
- Goal: Balance future needs for extraction of mineral resources with potential adverse impacts on the community.
- Goal: Create opportunities to link residents to natural and cultural resources.
- 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 Helvetia 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 Helvetia Year 2030 Comprehensive Plan* included several public participation activities. These include a public informational meeting, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meeting

On January 9, 2006, a public informational meeting was held on the draft *Town of Helvetia Year 2030 Comprehensive Plan* at the town hall. A formal presentation of the town's draft plan was provided before the floor was opened to public feedback. In total, 55 members of the public were present, including plan commissioners. Generally, public feedback was positive. Of the surveys filled out, the majority of participants favorably regarded the plan as presented. Some survey respondents specifically addressed and were concerned with the 250 foot maximum driveway length suggested at the meeting. Although this issue came up at the meeting, this policy is not in the comprehensive plan as presented on January 9, 2007. The 150 foot surface water setback was also a concern for a few attendees. Some noted that this rule might render some parcels completely undevelopable. Other attendees were concerned that the rule would be confusing because it differs from that of the county.

Plan Commission and Town Board Action

On May 22, 2007, the Town of Helvetia Plan Commission discussed the draft comprehensive plan and passed a resolution recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Helvetia Town Board discussed and adopted the comprehensive plan by passing ordinance number 09-24-07 on September 24, 2007.

Public Hearing

On September 24, 2007, a public hearing was held on the recommended *Town of Helvetia Year 2030 Comprehensive Plan* 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 Helvetia 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 Helvetia citizens identified issues and opportunities. Participant 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

- ♦ Want the area to stay rural, but don't want to stop maintenance (services) (5 votes)
- ♦ Pressure on natural resources/habitats from development (5 votes)
- ♦ Will roads be able to handle extra use (3 votes)
- ♦ Traffic is moving too fast on rural roads (3 votes)
- ♦ Land coming out of agricultural use for residential and commercial uses (3 votes).
- ♦ One-third of the town does not pay tax so there is little tax base. Limits what the town can do (2 votes)
- ♦ Impact growth has on the tax rate (1 vote)
- ♦ No guidelines for laying/locating utilities (1 vote)
- ♦ Data and growth projections are unrealistic (1 vote)
- ♦ Lots of littering off of roads (1 vote)

- ♦ Problems growth with bring
- ♦ Lack of employment/need more “cottage” industry
- ♦ Too much fertilizing is increasing nitrates.
- ♦ Lots of public hunting land, but no parking
- ♦ No regulation of private septic disposal companies disposing wastes on fields
- ♦ Growth impacts on utility costs.

Opportunities

- ♦ Restrict development based on soil types to protect water quality on porous soils (4 votes)
- ♦ Limit size of parcels for development (minimum lot sizes) (3 votes)
- ♦ Opportunity for light commercial growth on 161 and E (2 votes)
- ♦ Work with public to respect private ownership (1 vote).
- ♦ Opportunity to plan where future growth occurs.
- ♦ Improve snow trails, hiking trails, and access to streams.

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 Helvetia plan ahead for future growth and change. Because they are key indicators of potential future conditions, 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 Helvetia and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Helvetia should expect modest population and housing growth over the next 25 years. Optimistic estimates show just over eight new people and eight new housing units coming to Helvetia each year out to 2030. Trends toward decreasing household size and replacement of existing seasonal or dilapidated housing can account for the similarity of housing and population growth.

Currently, over 79% of the town's housing stock is composed of single family, detached, residential units. This trend is likely to continue, since the town does not have sewer and water service or other urban amenities typically necessary to accommodate more diverse housing options. Mobile and manufactured housing accounts for a high percentage of housing in Helvetia and helps to provide affordable housing options, although the aesthetic issues often related with this type of housing are a concern. Seasonal homes are abundant in the town, and in 2000 accounted for about 21% of all housing.

The town will come to experience, like the remainder of Waupaca County, an aging population. Current housing stock is unlikely able to accommodate the changing needs of this demographic group, but the town will work within the larger region to ensure that these and other unique housing needs are met.

The town specifically will assess the availability of land to accommodate future housing, yet meet the other objectives in the town's plan. The majority of housing will be accommodated in the Rural Residential preferred future land use classification. Three significant areas of the town have been identified to accommodate residential growth in preferred areas. In these areas, conservation and cluster developments (refer to Appendix A) are the preferred strategy.

2.2 Population Characteristics Summary

2000 Census

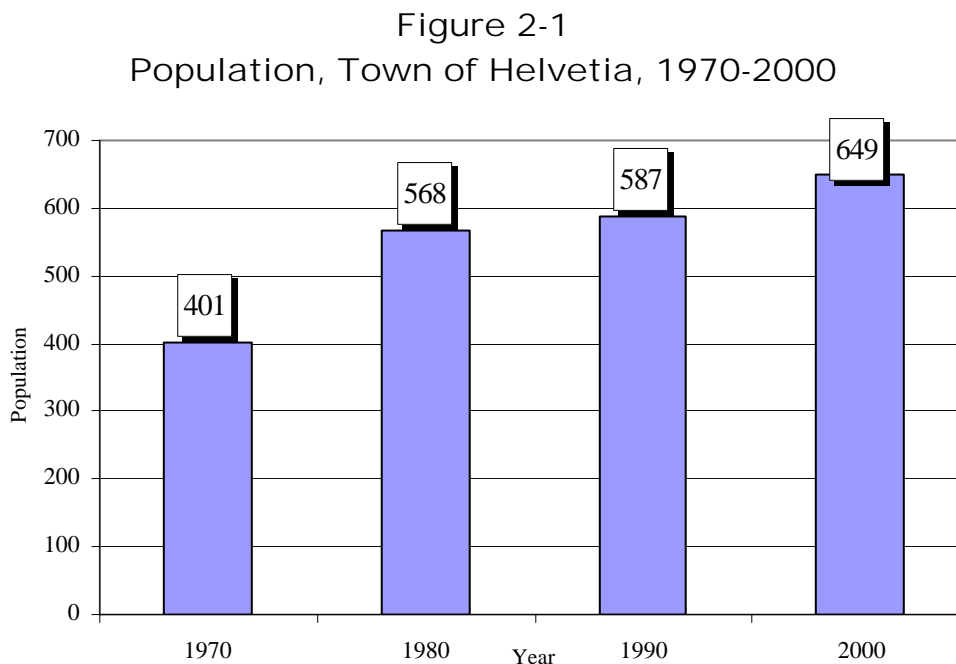
A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected 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 Helvetia for 1970 through 2000 according to the U.S. Census.



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

As displayed by Figure 2-1, the Town of Helvetia experienced a growing population over the 30 year period. A total of 248 people were added to the population representing an increase of 61.8% from 1970 to 2000.

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.

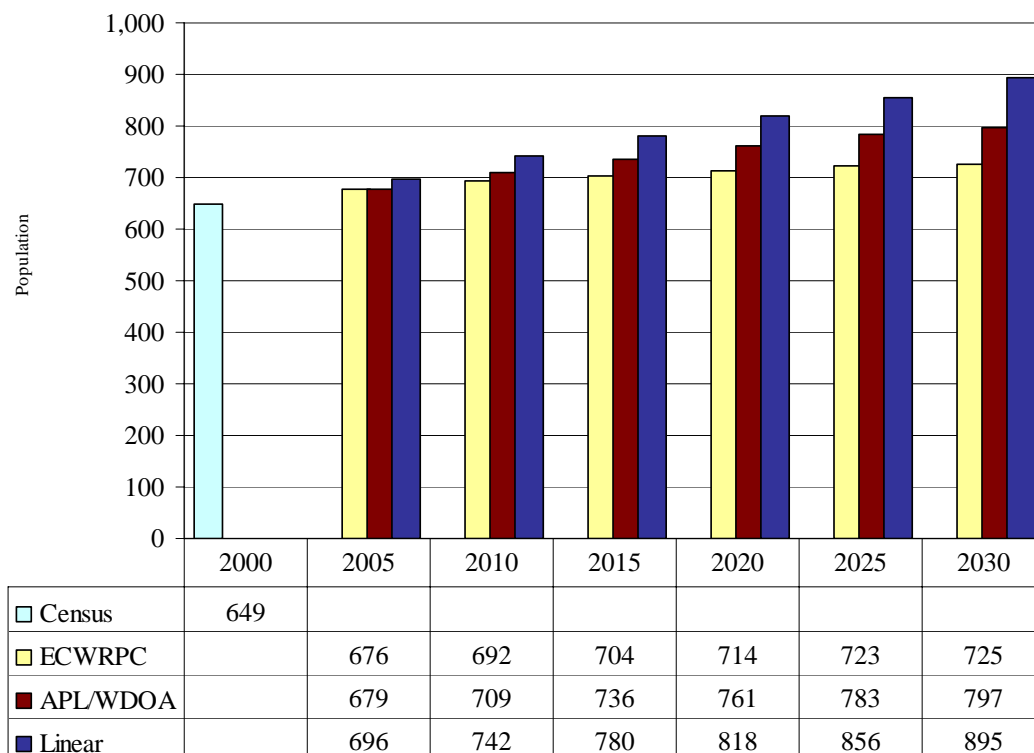
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

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 Helvetia.

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 Helvetia.

Figure 2-2
Comparative Population Forecast, 2005-2030
Town of Helvetia 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.

Population projections range from an increase of 76 persons to an increase of 246 persons representing 12% growth to 38% growth, respectively. Out of the three population projections, the plan commission most closely identified with the linear trend and expected this level of growth to be the most realistic. The linear trend projection is based on population counts going back to 1970, and local opinion is that this rate of growth is likely to continue. The linear pattern projects that an average of eight persons will be added to the town population each year from 2000 to 2030.

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 Helvetia in 1990 and 2000.

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

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	379	100.0%	362	100.0%	-17	-4.5%
Occupied housing units	223	58.8%	271	74.9%	48	21.5%
Owner-occupied	195	51.5%	243	67.1%	48	24.6%
Renter-occupied	28	7.4%	28	7.7%	0	0.0%
Vacant housing units	156	41.2%	91	25.1%	-65	-41.7%
Seasonal units	140	36.9%	78	21.5%	-62	-44.3%

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.

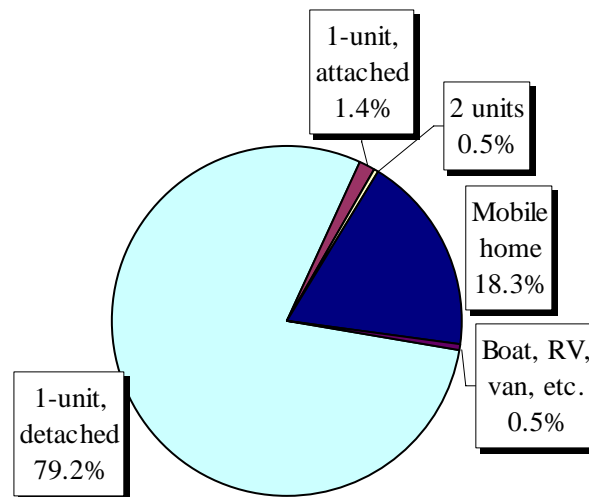
The housing supply in the Town of Helvetia consists mainly of owner-occupied, year round homes, but a significant share is also composed of seasonal homes. In 2000, there was a total of 362 housing units in the town. Compared to Waupaca County as a whole, there was a smaller proportion of rental units in the town, but a substantially larger proportion of vacant and seasonal units. These data reflect that the Town of Helvetia has one of the county's larger concentrations of seasonal housing units, most likely represented by seasonal cabins and cottages dispersed among the town's many waterways and outdoor recreational areas. These data also suggest that the housing supply is relatively more difficult to access in terms of rental housing, but similar to the county as a whole with respect to availability and sales of vacant housing units.

Between 1990 and 2000, the town experienced trends notably different than Waupaca County. Compared to the county as a whole, the Town of Helvetia experienced higher rates of growth in occupied housing units, but these were offset by a sharp drop in seasonal housing units. This resulted in a net decline in total housing units in the town. Recent trends to convert seasonal homes to year round residences likely had a strong impact in the Town of Helvetia over the 10 year period.

Housing Units in Structure

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

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



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

These data show that the housing supply in the Town of Helvetia is very homogeneous. The housing supply is composed almost entirely of one-unit, detached structures and mobile homes. The share of the town's housing stock represented by mobile homes is one of the highest in Waupaca County. A lack of multiple unit homes is common in remote rural areas that lack

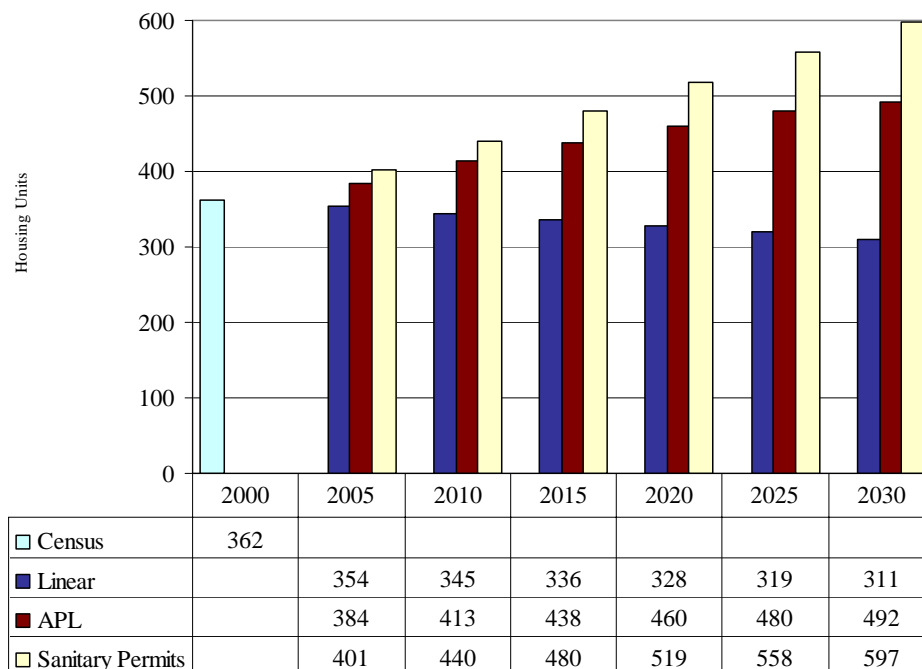
municipal sewer and water and other urban services. The occurrence of boats and recreational vehicles as housing units is likely related to the predominance of outdoor recreational lands in the town.

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 three housing forecasts for the Town of Helvetia. 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 was based on information as provided by the Waupaca County Zoning Department.

Figure 2-4
Comparative Housing Forecast, 2000-2030



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.

Housing unit projections vary widely from a decrease of 51 units to an increase of 235 units. As with population projections, local opinion is that the highest projection is most likely the accurate forecast. The plan commission most closely identified with the sanitary permit projection which represents a 65% increase over the 30 year period. This represents about eight new homes per year from 2000 to 2030. The sanitary permit projection was based on new construction over a recent 12 year period, and local opinion is that these recent trends are likely to continue into the future.

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 Helvetia 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.
- ♦ Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- ♦ Expect continued interest in seasonal structures, especially hunting cabins.
- ♦ Expect the continued conversion of seasonal to permanent structures, especially on the Chain O' Lakes.
- ♦ 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.
- ♦ 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 Helvetia appears to be affordable on the average. The median household income in the town in 1999 was \$40,104 per year, or \$3,342 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$890, and the median monthly gross rent in the town was \$500. 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 Helvetia spends about 27% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Helvetia spends about 15% of household income on housing costs, and therefore does not have 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, 23.6% of homeowners and 25% of renters in the Town of Helvetia paid 30% or more of their household income on housing costs.

The Town of Helvetia has addressed the issue of housing for all income levels. Refer to the following goals and objectives for the town's approach to this issue.

- ♦ Goal H1 and related objectives
- ♦ Objective H2b

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.

The Town of Helvetia has addressed the issue of housing for all age groups and persons with special needs. Refer to the following goals and objectives for the town's approach to this issue.

- ♦ Goal H1 and related objectives

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 plan commission has identified several areas in the town to accommodate rural residential uses. Conservation development is also the preferred pattern for new development using smaller lots, which with other design considerations can work to provide more affordable yet desirable housing. Higher densities can be allowed in the Rural Residential classification using density bonuses.

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 and related objectives
- ♦ Objective H2b
- ♦ Policies H1 and H2
- ♦ Housing element recommendations

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

- ♦ Goal H3 and related objectives
- ♦ 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 and age groups.

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 and two-family housing.

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. Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the town's comprehensive plan.
- 2.c. Direct the use of creative development designs that preserve rural character, 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. Increase citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination, failing septic systems, and broken or missing smoke detectors.
- 3.c. 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 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

- H1 The community should plan for a sufficient supply of developable land that allows for a variety of housing types and densities (Source: Strategy H1).
- H2 Zoning and land division ordinances shall be reviewed for their impacts on opportunities to create a variety of housing types in the community (Source: Strategy H1).
- H3 Conservation design shall be utilized in proposed major land divisions to minimize the negative impacts to outdoor recreational opportunities while accommodating residential development (Source: Strategy UCF6).

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).

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).

- ♦ Annually assess the availability of developable land for residential development (Source: Strategy H1).

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 Helvetia, 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 Helvetia'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 Helvetia and Waupaca County, please refer to Chapter 3 of the *Inventory and Trends Report*.

While the Town of Helvetia does not anticipate a great deal of change to its existing transportation system over the next 20 years, its plan is to maintain the existing system and to be prepared for potential development proposals. The town's primary responsibilities with respect to transportation are to manage the cost of town roads, and to promote safe emergency vehicle access to developed properties. Among the key transportation issues are travel safety and traffic handling capacity of existing roads. The town's transportation policies and recommendations reflect these priorities. Key components of the town's transportation plan include maintaining a set of up to date road construction specifications, maintaining an effective driveway ordinance, and requiring developers to evaluate the impacts of proposed developments on the road system.

The town currently has a three-year road improvement plan. The town wants to ensure that both road maintenance and any future extensions of the transportation system are done efficiently and do not create a financial burden on taxpayers. The largest challenge to this objective will most likely be future housing development. Most new housing development will likely be accommodated by existing roads, but as new roads are built to serve residential subdivisions, the town will work to ensure that this is done properly. Making sure that new roads are built to town standards and that developers bear the costs of construction are top priorities.

3.2 Planned Transportation Improvements

Highways are the only mode of transportation addressed by the town's current plans for transportation improvements. The town maintains a three-year road improvement plan. Planned road improvements include routine maintenance items such as crack sealing, seal coating, correcting drainage problems, installing culverts, and adding gravel. More significant planned improvement projects include improving the intersection of Campbell Lake Road and State Highway 161 in 2007, and repaving Netzler Road in 2008/2009.

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 Helvetia. One county highway improvement project applies to the town. No planned state or regional transportation improvement projects directly impact the town.

As identified in the Waupaca County Five-Year Financial Management Plan, the county is planning to reclaim, shape, and pave County Highway G from County Highway J to Flaata Road along the town's western border in 2007. The town has planned for the Rural Residential preferred land use classification along this corridor. These improvements to County Highway G should help make the adjacent lands more attractive as building sites, and are therefore compatible with the town's plan for preferred land use.

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, rail crossings, 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 the costs for the improvement or construction of roads needed to serve new development.
- 1.e. Guide new growth to existing road systems so that new development does not financially burden the community 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 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.

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 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 When new access points or intersections are created, intersecting access points shall generally align directly opposite each other (rather than offset from each other) to form a single intersection, and have an intersection angle of 90 degrees (Source: Strategy T4).
- T4 Dead-end roads and cul-de-sacs should be avoided to the extent practicable and allowed only where physical site features prevent connection with existing or planned future roadways (Source: Strategy T6).

Policies: Development Review Criteria

- T5 Mining, industrial, commercial, and large residential developments 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).

- T6 The development of new or improved access points to local roads shall meet town standards for:
- ♦ Minimum driveway surface width and construction materials
 - ♦ Minimum clearance width and height
 - ♦ Maximum driveway length
 - ♦ Minimum turnaround areas for longer driveways
 - ♦ Minimum intersection spacing
 - ♦ Minimum site distance (Source: Strategy T3, T4)
- T7 Residential subdivisions and non-residential development proposals shall be designed to include:
- ♦ 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
 - ♦ 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 T6, LU9)
- T8 New development shall be placed on the landscape in a fashion that does not block potential road extensions (Source: Strategy T6).
- T9 As part of the review of major subdivisions, developers will submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy T6).

Recommendations

- ♦ Amend the driveway ordinance to implement emergency vehicle access policies.
- ♦ Actively pursue all available funding, especially federal and state resources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (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 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).

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*.

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 Helvetia. 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 Helvetia.

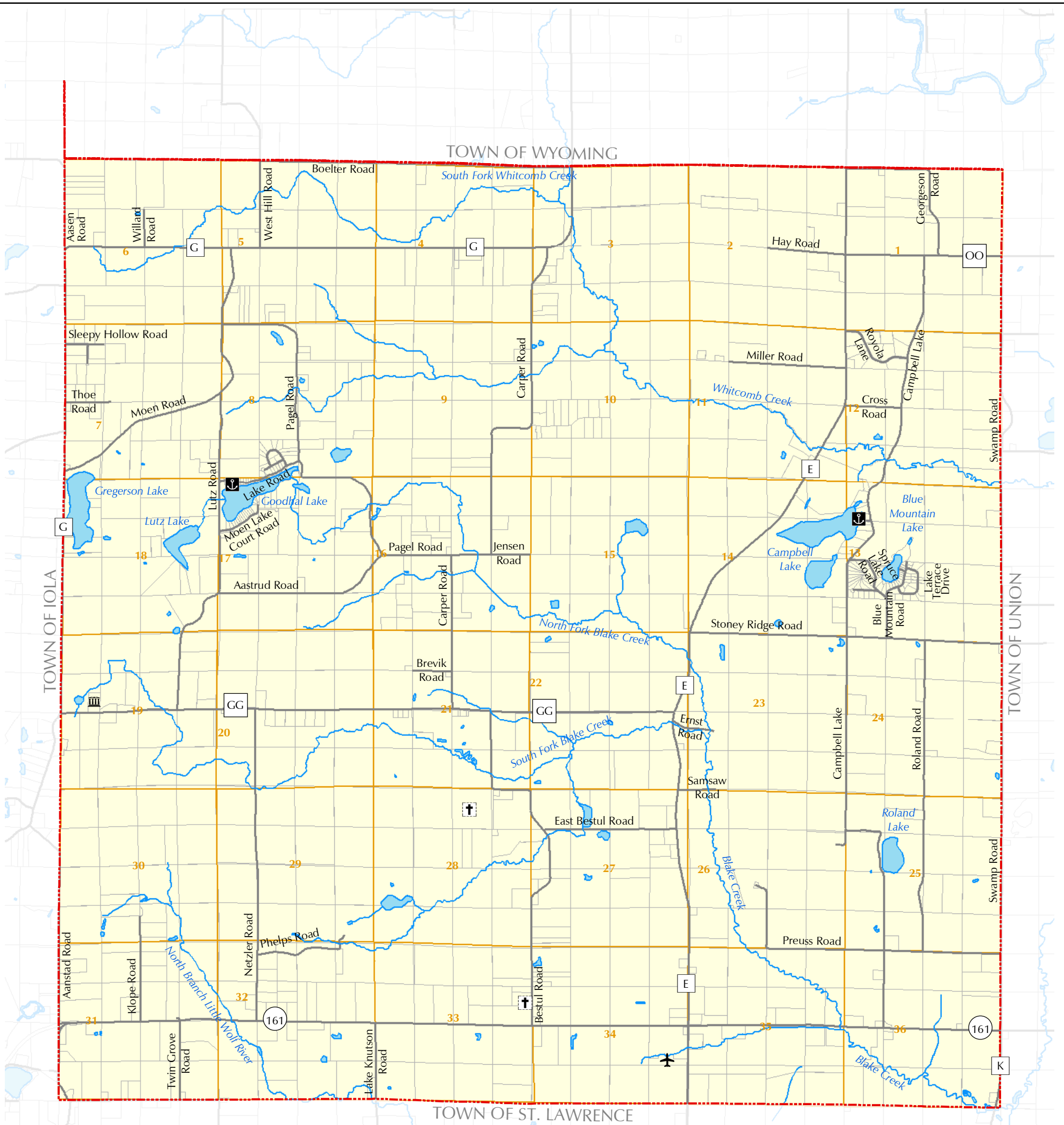
For further detail on existing utilities and community facilities in the Town of Helvetia and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-14 displays the locations of existing community facilities and services found in the town.

The Town of Helvetia's plan for utilities and community facilities is to maintain the limited local services and facilities that it provides, and to continue to rely on the surrounding region for other essential services (such as police, fire, and ambulance protection, parks, libraries, etc.). 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. It is important to the town that new or expanded utilities and community facilities are constructed in a way that minimizes the negative impacts on natural resources including groundwater, wildlife, wetlands, and woodlands and in a way that protects public access, hunting, and recreation opportunities.

A few major upgrades are required for utilities and community facilities over the planning period. Upgrades to the town hall require interior painting and a new roof. The town plans to continue to rely on the Iola Fire Department for service, but has identified a need to ensure access to a water supply for fighting fires in the town. If future growth warrants 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.

It is the town's desire that the need for sewer is avoided in the near term. Planned development in the rural residential and rural commercial areas is designed to also avoid a need for future sewer services. Development planned in close proximity to the Village of Iola (southwest corner of the town) might be the only area of the town where provision of municipal sewer service is a long term possibility.

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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

Utilities

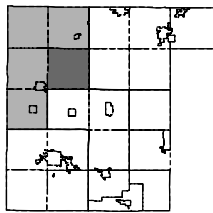
- Dam
- Lift Station
- Stormwater Facility
- Substation
- Telephone Utility
- Tower - Communication
- Water Tower
- Utility Shop/Office
- Wastewater Treatment Plant
- Well

Roads

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

Base Features

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



Northwest Planning Cluster of Waupaca County



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 Village of Embarrass.

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

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 Helvetia 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 4-37.

Administrative Facilities and Services

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

Short Term

- ♦ Interior painting and roofing of the town hall.
- ♦ Provide access to the town hall for public use.
- ♦ Appoint a plan commission.

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 Helvetia. With the exception of the following recommendation, existing police services are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

- ♦ Continue using services from the county Sheriff's department.

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 using services provided by Iola's fire and ambulance service.

Long Term

- ♦ Provide better water availability for fire services.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Helvetia. No short term or long term needs have been identified. Existing school

facilities and services 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 Helvetia. No short term or long term needs have been identified. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

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 Helvetia.

Short Term

- ♦ Provide better parking for public hunting and fishing areas.
- ♦ Provide better access to boat ramps to public surface waters.

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 Helvetia.

Short Term

- ♦ The town will help develop waste management contracts with independent waste collection companies.

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 Helvetia. No short term or long term needs have been identified. Existing facilities and services 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. The Town of Helvetia does not provide sanitary sewer service. It is anticipated that private onsite waste treatment systems will continue to be adequate over the planning period.

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. With the exception of the following recommendation, it is anticipated that private onsite waste treatment systems will continue to be adequate over the planning period.

Short Term

- ♦ Continue to use the county controls on site inspections and pumping at three year intervals.

Public Water

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County. The Town of Helvetia does not provide municipal water service. It is anticipated that private wells will continue to be adequate over the planning period. No short term or long term needs have been identified.

Stormwater Management

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

Short Term

- ♦ Review stormwater management strategies with each road improvement project.

Health Care and Child Care Facilities

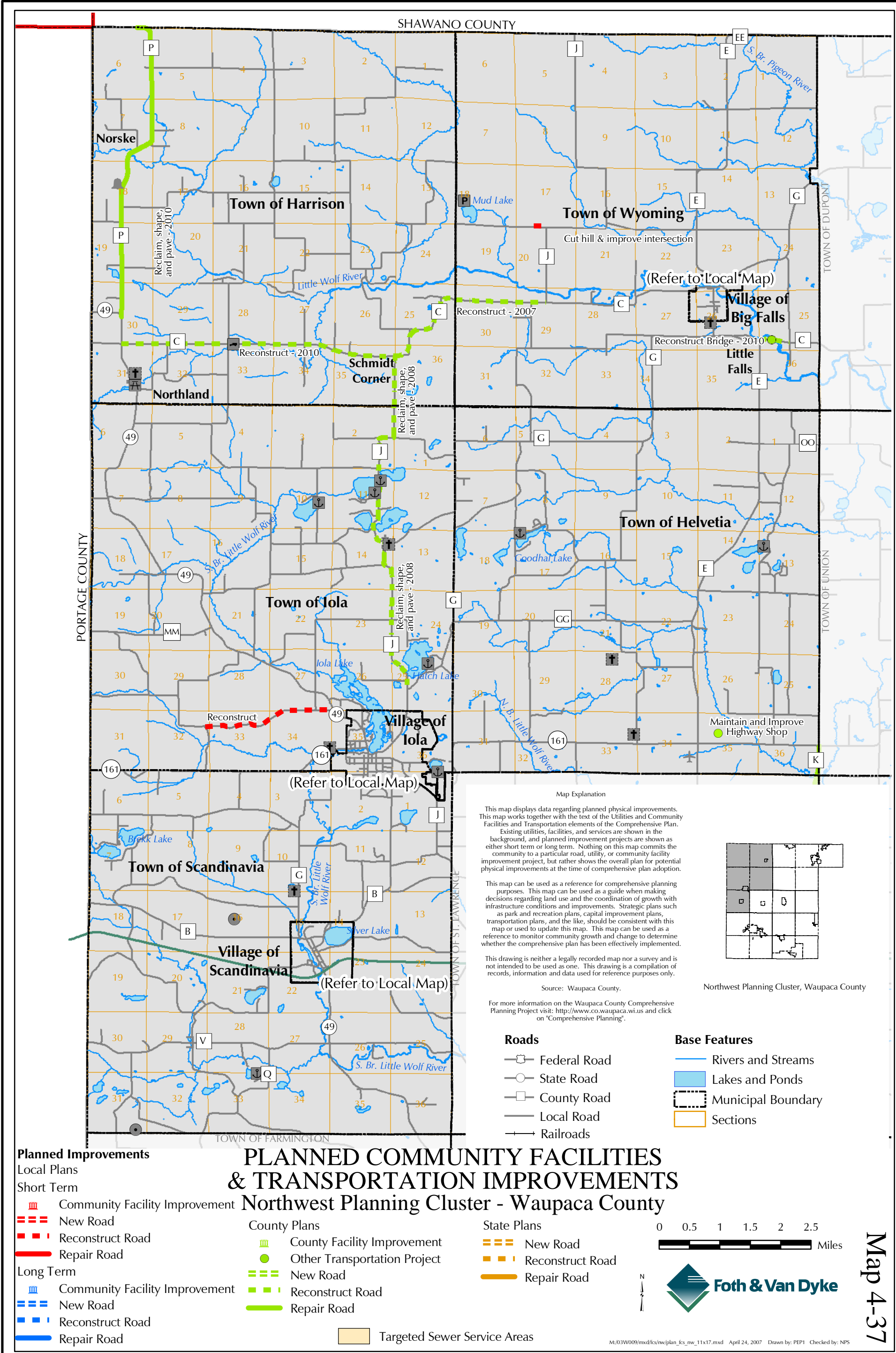
Refer to Sections 4.14 and 4.15 of the *Inventory and Trends Report* for information on health care and child care facilities in Waupaca County. No short term or long term needs have been identified. Existing health care and child care facilities in the surrounding region are anticipated to be adequate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

- ♦ Review local road plan, snow plow contract annually
- ♦ Review driveway ordinance and provide onsite inspections of driveways.



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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 growth and desired economic development.
- 1.b. Work together with public utilities to utilize existing public rights of way whenever feasible.
- 1.c. Consider the potential impacts of development proposals and balance the need for community growth with the cost of providing services.
- 1.d. Improve the efficiency of the delivery of community services and the operation of community facilities.
- 1.e. 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.f. Continue to provide for police and other law enforcement in the town.
- 1.g. Explore opportunities with neighboring communities to provide or improve town facilities, equipment, and services cooperatively.

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

Objectives

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated growth.
- 2.b. Explore opportunities to work with service clubs and organizations for the maintenance and development of recreational facilities and activities.
- 2.c. Maintain and improve existing public access to waterways.
- 2.d. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.

Goal 3 Ensure proper disposal of wastewater to protect groundwater and surface water resources.

Objectives

- 3.a. Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development,
- 3.b. Explore alternative wastewater treatment options (e.g., new technologies, group sanitary systems, public sewer, etc.) where appropriate.

- 3.c. Seek the improved enforcement of landspreading regulations for septic tank waste and other bio solids.

Goal 4 Ensure that roads, structures, and other improvements are reasonably protected from flooding.

Objectives

- 4.a. Support the preservation of natural open spaces, such as wetlands and floodplains, that minimize flooding.
- 4.b. Consider the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.
- 4.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.
- 4.d. Encourage the use of stormwater management practices to abate non-point source pollution and to address water quality.

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 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).

UCF2 New utility systems shall be required to locate outside existing rights-of-way whenever possible (Source: Local Recommendation).

Policies: Town Directive

UCF3 Impact fees will 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).

UCF4 The town shall maintain existing administrative facility and public building space (Source: Strategy UCF5).

UCF5 The town shall maintain existing emergency service staffing, training, space, and equipment in order to maintain response times and the quality of service (Source: Strategy UCF5).

UCF6 The town shall support efforts of the local school districts to maintain educational services and facilities appropriate to changes in local demographics (Source: Strategy UCF5).

Policies: Development Review Criteria

UCF7 Development proposals shall provide the community with an analysis of the potential outdoor recreation impacts including, but not necessarily limited to, potential impacts to wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, hunting opportunities, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities (Source: Strategy UCF6).

UCF8 Commercial and industrial development proposals shall provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1, ED3).

UCF9 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to outdoor recreational opportunities such as wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, hunting opportunities, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities (Source: Strategy UCF6).

UCF10 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, and steep topography (Source: Strategy ANC4).

UCF11 Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to rural character as defined by locally significant landmarks, scenic

views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy LU2).

UCF12 Planned utilities, service facilities, and roads shall be designed to limit the potential negative impacts to recreational resources such as wildlife habitat, surface water, interconnected green space corridors, wetlands, woodlands and other existing vegetation, public access, hunting opportunities, existing and proposed trails, and motorized recreational vehicle (ATV, snowmobile, etc.) use opportunities (Source: Strategy UCF6).

Recommendations

- ♦ Utilize intergovernmental efficiencies to provide needed service and facility improvements (Source: Strategy UCF5).
- ♦ Assess town staffing, equipment, and training levels annually (Source: Strategy UCF5).
- ♦ Assess capacity and needs with regard to administrative facilities and services and public buildings every five years (Source: Strategy UCF5).
- ♦ Evaluate fire protection staffing, training, and equipment needs annually (Source: Strategy UCF5).

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*.

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 Helvetia. For further detail on agricultural, natural, and cultural resources in the Town of Helvetia and Waupaca County, please refer to Chapter 5 of the *Inventory and Trends Report*.

Agricultural Resources

Though the Town of Helvetia has significant amounts of agricultural land with 4,485 acres, the town is more readily defined by its woodlands and natural resources. The town's farmland is scattered among significant woodlots and wetlands. Prime agricultural soils are limited and scattered throughout the town with larger contiguous areas occurring in the southeast corner and along the western edge of the town. The town's prime soils link to larger areas of farmland in neighboring towns, especially the Town of Union. The town has eight remaining dairy farms, two agricultural machinery and equipment sales businesses and one milk equipment operator. The location of Agriculture Retention (AR) areas on the preferred land use map (refer to the *Land Use* element) identify the areas where agriculture is anticipated to continue over the long term. The Town of Helvetia's plan for agricultural resources is to offer some protection to existing agricultural operations by providing guidance and structure for incoming development, especially residential development. Waupaca County zoning and subdivision regulations, site design and limits of disturbance guidelines, and conservation land division design (refer to Appendix A) are among the major tools that will be used protect agriculture.

Natural and Cultural Resources

Forests and large woodlots make up the largest proportion of the town's existing land uses and defines the rural character of the town. 64% (or 14,861 acres) of the town's landscape is wooded, including wooded wetlands. Town of Helvetia residents feel strongly about protecting its rural character as defined by these woodland resources. Key policies and recommendations are centered around assessing and limiting development within the Private Recreation and Forestry Enterprise (PRFV) and Resource Protection (RP) areas of the preferred land use map. Development is directed to other areas of the town that are more suitable and that have less effect on these resource areas.

The town is within the Lower Little Wolf River Watershed and therefore part of a significant and valued surface water system. Blake Creek and the North Branch of the Little Wolf River run

through Helvetia. Goodhal, Blue Mountain, and Roland Lakes are located in the town. These and other water resources make up 631 acres. Policies are designed to limit impacts on these valued water resources, many of which begin flow in the town and run into other towns and larger water bodies. Other important natural and cultural resources in the town include:

- ♦ The Keller Whitcomb Creek Woods State Natural Area
- ♦ Cemeteries and other burial sites
- ♦ A historic house listed in the Wisconsin Architecture and History inventory
- ♦ Numerous locally identified cultural resources including historic schools, sawmills, and other sites of local significance

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. Direct 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, steep slopes, and areas of exposed bedrock.

- 2.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), the Conservation Reserve Program (CRP), and conservation easements.

Goal 3 Protect groundwater quality and quantity.

Objectives

- 3.a. Decrease sources of 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 sources of 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. Explore options for regulating the landspreading of septic waste in the town.

Goal 5 Preserve open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

Objectives

- 5.a. Manage growth to protect large, interconnected open space corridors.
- 5.b. Manage growth to protect small, isolated open spaces with aesthetic qualities that contribute to community character.

Goal 6 Preserve and protect woodlands and forest resources for their economic, aesthetic, and environmental values.

Objectives

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

Goal 7 Balance future needs for the extraction of mineral resources with potential adverse impacts on the community.

Objectives

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

Goal 8 Create opportunities to link residents to natural and cultural resources.

Objectives

- 8.a. Improve snow and hiking trail systems.
- 8.b. Identify suitable areas for improved public access to streams.

Goal 9 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

- 9.a. Consider the potential impacts of development proposals on those features that the town values as part of its character and identity.
- 9.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.

Goal 10 Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Objectives

- 10.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.
- 10.b. Consider the potential impacts of development proposals on historical and archeological resources.
- 10.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 design will be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, and cultural resources while accommodating residential development (Source: Strategy ANC4, LU6).

Policies: Development Review Criteria

ANC2 New residential development should be directed to planned growth areas as identified by the following preferred land use classification: RR (Source: Strategy UCF6, ANC4).

ANC3 New residential development should not be allowed in areas planned for forestry enterprise as identified by the PVRF preferred land use classification (Source: Strategy LU1, ANC7).

ANC4 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, steep slopes, woodlands, and other existing vegetation (Source: Strategy ANC4).

Conservation design

ANC5 Conservation land divisions in RR areas should be designed primarily to protect shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, and steep topography, and these features should take precedence over other features that could be protected in these locations (Source: Strategy ANC4).

ANC6 Conservation land divisions that incorporate Resource Protection (RP) areas shall be designed to protect the related natural resources and outdoor recreational opportunities (Source: Strategy UCF6, ANC4).

ANC7 Conservation land divisions in PVRF and AR areas should be designed primarily to protect outdoor recreational opportunities, and these features should take precedence over other features that could be protected in these locations (Source: Strategy UCF6).

Site planning

ANC8 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 ANC1, ANC3).

ANC9 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, and steep topography (Source: Strategy LU2, ANC4).

- ANC10 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy LU2).
- ANC11 Development occurring within or near natural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4, LU2).
- ANC12 Development occurring within or near recreational resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy UCF6).
- ANC13 New residential, commercial, industrial, etc. development shall not be located on prime agricultural and prime where drained soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1).
- ANC14 New development, with regard to navigable waters, shall be located according to Waupaca County's shoreland zoning ordinance (Source: Strategy ANC4).
- ANC15 New development, with regard to wetlands and floodplains, shall be located according to Waupaca County's shoreland zoning ordinance (Source: Strategy ANC4).

Recommendations

- ♦ Utilize site planning and limits of disturbance regulations to preserve agricultural lands, natural resources, and green space. (Source: Strategy ANC1)
- ♦ Create multiple agricultural zoning districts that preserve the best agricultural lands for agricultural use (Source: Strategy ANC1).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to achieve the protection of natural resources and green space.
- ♦ Work with Waupaca County to modify the county zoning ordinances to create target areas for forestry enterprise (Source: Strategy ANC7).
- ♦ Utilize a sliding scale residential density requirement to achieve the protection of natural resources and green space.
 - *Clarify any specific requirements (i.e., maximum residential density of one unit per 5 acres in AWT areas) in the Preferred Land Use Classification descriptions and policies.*

- ♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts and multiple site development alternatives as part of the development review process.
- ♦ Utilize performance based zoning to establish natural resource and green space protection standards.
- ♦ Modify local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements.
- ♦ Utilize overlay zoning to protect the natural resources included in RP areas.
 - *This is especially useful if natural features in addition to wetlands and floodplains (already heavily regulated) have been included in RP areas, such as steep slopes, surface water buffers, exposed bedrock, etc.*
- ♦ Offer a density bonus to major land divisions that utilize conservation design for the protection of natural resources and green space.
- ♦ Work with Waupaca County to create a county wide purchase or transfer of development rights program.

5.4 Agriculture, 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 Helvetia 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 Helvetia 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 Helvetia's plan for economic development reflects the town's desire to retain its rural quality of life. Employment, business development, and other economic opportunities are primarily supplied by the surrounding urban areas, so the town is not anticipating the need to actively pursue business retention or recruitment activities. Over the next 20 to 25 years, minimal business development is anticipated in the town as shown in the land use demand projections (Section 8.3). A primary concern in this area is that any new business development that takes place utilizes high quality building and site design that preserves the aesthetics and rural character of the town. The town's planning issues (refer to the *Issues and Opportunities* element) note cottage industries or home based businesses as a potential positive for future development. The town also sees recreational businesses as well suited for this area of the county and as a key component of existing and future economic development.

Though most Helvetia residents leave the town for employment, the town also provides economic value back to the surrounding region. The forest and woodland resources in the town help supply the timber industry with harvestable resources and a land base for tourism and recreational activities. Both the town's land base and surface waters are used extensively by outdoor recreationists for activities such as hunting, fishing, hiking, biking, and the like. The town plans to support the further enhancement of these resources by seeking improved parking for public hunting areas and improved public access to water resources.

6.2 Economic Characteristics Summary

This section provides detail on educational attainment and employment in the Town of Helvetia. For further information on economic development in the Town of Helvetia 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 Helvetia 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 Helvetia, 2000

Attainment Level	T. Helvetia		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	40	8.6%	2,175	6.3%
9th grade to 12th grade, no diploma	46	9.9%	3,847	11.1%
High school graduate (includes equivalency)	218	46.8%	15,148	43.6%
Some college, no degree	74	15.9%	6,333	18.2%
Associate degree	25	5.4%	2,067	6.0%
Bachelor's degree	47	10.1%	3,716	10.7%
Graduate or professional degree	16	3.4%	1,440	4.1%
Total Persons 25 and over	466	100.0%	34,726	100.0%

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

Educational attainment for the Town of Helvetia as measured in 2000 was similar to that of the county. Compared to Waupaca County as a whole, a larger proportion of people in the town have high school diplomas, but a slightly smaller proportion have college degrees. These data suggest that Town of Helvetia residents are equipped to participate in all levels of the local and regional workforce.

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 Helvetia, Waupaca County, and the State of Wisconsin for 2000.

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

Industry	T. Helvetia		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	23	6.8%	1,216	4.8%
Construction	15	4.4%	1,686	6.6%
Manufacturing	112	33.0%	7,393	29.1%
Wholesale trade	10	2.9%	721	2.8%
Retail trade	25	7.4%	2,624	10.3%
Transportation and warehousing, and utilities	7	2.1%	942	3.7%
Information	44	13.0%	900	3.5%
Finance, insurance, real estate, and rental and leasing	6	1.8%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	9	2.7%	950	3.7%
Educational, health and social services	52	15.3%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	17	5.0%	1,652	6.5%
Other services (except public administration)	15	4.4%	883	3.5%
Public administration	4	1.2%	759	3.0%
Total	339	100.0%	25,370	100.0%

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

Of the 339 Town of Helvetia residents employed in 2000, most worked in the manufacturing, educational, health, and social services, and information sectors. The breakdown of employment by industry sector in the town is similar to that of Waupaca County as a whole, but has some key distinctions. A substantially larger share of town employment occurs in the information sector, and a larger share is also in the manufacturing sector. These are a reflection of the unique employers found in the northwest region of Waupaca County. These data likely undersell the importance of Helvetia to support the forestry and tourism industries. Though these industries

are not well represented in Helvetia through direct employment, the town provides resources to these industries and supports employment in nearby communities.

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 Helvetia, Waupaca County, and Wisconsin, 2000

Occupation	T. Helvetia		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	63	18.6%	6,438	25.4%
Service occupations	59	17.4%	3,710	14.6%
Sales and office occupations	68	20.1%	5,456	21.5%
Farming, fishing, and forestry occupations	3	0.9%	403	1.6%
Construction, extraction, and maintenance occupations	32	9.4%	2,592	10.2%
Production, transportation, and material moving occupations	114	33.6%	6,771	26.7%
Total	339	100.0%	25,370	100.0%

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

Overall, employment by occupation in the Town of Helvetia is similar to that of Waupaca County. Compared to the county as a whole, a notably smaller proportion of the town is employed in management, professional, and related occupations and a larger proportion is employed in production, transportation, and material moving occupations. These differences are logical given the local variations in employment by industry. These data likely undersell the importance of Helvetia's support of the forestry and tourism industries. Though these industries are not well represented in Helvetia through direct employment, the town provides resources to these industries and supports employment in nearby communities.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Helvetia 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. Because the economy of the Town of Helvetia is intrinsically connected to that of Waupaca County as a whole, its strengths and weaknesses

reflect a county-wide perspective. The economic strengths and weaknesses of Waupaca County and 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
- ♦ 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
- ♦ Collaborative Efforts Between Governments

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 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 Business and Industry

Similar to most communities in Waupaca County, the Town of Helvetia 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 and industries 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 and industry in the Town of Helvetia include, but are not necessarily limited to:

- ♦ Commercial businesses that retain the rural character of the community.
- ♦ Commercial businesses that utilize high quality and attractive building and landscape design.
- ♦ Commercial businesses that utilize well planned site design and traffic circulation.
- ♦ Commercial businesses that revitalize and redevelops blighted areas of the community.
- ♦ Commercial 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.
- ♦ Commercial businesses that provide quality employment for local citizens.
- ♦ Commercial businesses that support existing employers with value adding services or processes.
- ♦ Commercial businesses that bring new cash flow into the community.
- ♦ Commercial businesses that capitalize on community strengths.
- ♦ Commercial businesses that do not exacerbate community weaknesses.

6.5 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the preferred land use map (Map 8-52) for the Town of Helvetia. Rural Commercial/Industrial (RCI) areas are planned at two locations around the State Highway 161 corridor including approximately 200 acres. Currently, about 60 acres of land at the intersection of State Highway 161 and County Highway E are developed as commercial and institutional uses, leaving about 125 acres for future development. The RCI area on the western edge of the town on 161 includes approximately five developed acres and about 10 acres that could support future development. Both planned RCI areas are currently outside existing sewer or water service areas. The Village of Iola is a potential partner to help plan the RCI area on State Highway 161 at the town's western border.

Home based businesses potentially could be permitted in locations throughout the town. Home based businesses will be expected to maintain certain characteristics outlined in the *Land Use* element policies including:

- ♦ 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; and
- ♦ There are no more than two employees that are not immediate family members.

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 Helvetia, as of March 2007, there were no sites identified by BRRTS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary).

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.**

- 1.a. Maintain and support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.
- 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.
- 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 opportunities for local youth.
- 1.g. Urge the county or Waupaca County Economic Development Corporation to market local agricultural products and industries.

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 Directive

- ED1 The community shall support existing business expansion and retention efforts that are consistent with the comprehensive plan (Source: Strategy ED2).
- ED2 The community should work with the Waupaca County Economic Development Corporation as a resource to achieve its economic development goals and objectives (Source: Strategy ED2).
- ED3 The community will pursue economic development efforts which strengthen and diversify the existing economic base before pursuing time consuming, and often expensive, business recruitment efforts (Source: Strategy ED2).

Policies: Development Review Criteria

- ED4 Commercial and industrial development proposals should provide an assessment of potential impacts to economic health and markets including interactions with the existing local and regional economy, community service impacts, job creation, job retention, and worker income (Source: Strategy ED2).
- ED5 New commercial and industrial 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).
- ED6 Large, bulky, box-like commercial structures shall be avoided (Source: Strategy ED3, LU10).

Recommendations

- ♦ 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 Helvetia, 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 Helvetia and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Helvetia is dedicated to enhancing intergovernmental cooperation with the county, neighboring local municipalities, and other units of government. This is evidenced by the town's stated goals, objectives, policies, and recommendations. The town will work cooperatively with other local units of government to ensure that development and land use patterns emerge in an orderly and efficient pattern that protects shared community features. During this planning process, Helvetia is working cooperatively with other units of government to create a plan that promotes consistency and minimizes conflicts.

The town's relationship with the Village of Iola is a high priority. The Town of Helvetia should remain cognizant of development patterns in the town's southwest corner, as the Village of Iola's extraterritorial jurisdiction extends into this area of the town (refer to Map 9-1 of the *Inventory and Trends Report*). Development here should occur in a fashion that makes access to urban services efficient and affordable if they are ever required.

The town's relationship with the Town of Union is of high importance. The town's primary Agriculture Retention (AR) area (refer to the *Land Use* element) connects with a much larger area of intensive agricultural production in the Town of Union and extending throughout most of northeast Waupaca County. Protecting the long term viability of the limited agricultural land in the Town of Helvetia helps create a critical mass of contiguous farmland when viewed in connection with the larger region.

7.2 Inventory of Existing Intergovernmental Agreements

The Town of Helvetia is not currently party to any recorded intergovernmental agreements.

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

School Districts

The Town of Helvetia is located within the Iola-Scandinavia, Manawa, and Marion School Districts. Waupaca County and its communities maintain cooperative relationships with its 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.

Adjacent Local Governments

The Town of Helvetia is planning to develop intergovernmental agreements with various local governments related to road maintenance. These agreements may apply to the following roads or portions of roads:

- ♦ Boelter Road: West one-half mile – 1 mile
- ♦ Aasen Road: South one-quarter mile
- ♦ Georgeson Road: East one-quarter mile
- ♦ Swamp Road: South one-half - 2.37 miles
- ♦ Aanstad Road: South one-half - 0.58 mile
- ♦ Wasrud Road: West one-half - 0.81 mile
- ♦ LK. Knutson Road: North one-half mile
- ♦ Town Line Road

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 Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning	Waupaca County
♦ Utilize a coordinated process to update and amend the comprehensive plan	Waupaca County Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Work with the school district to anticipate future growth, facility, and busing needs	Iola-Scandinavia School District Manawa School District Marion School District
♦ Share the use of school district recreational and athletic facilities	Iola-Scandinavia School District Manawa School District Marion School District Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Share excess space at the town hall	Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia

Opportunity	Potential Cooperating Units of Government
♦ Share excess space at the town garage	Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Share community staff	Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Share office equipment	Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Share construction and maintenance equipment	Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Wyoming Town of Helvetia Town of Iola Town of Scandinavia Village of Big Falls Village of Iola Village of Scandinavia
♦ Obtain sewer and/or water service in areas where higher density growth is planned	Village of Iola
♦ Obtain sewer and/or water service in areas where failing septic systems or well contamination is an issue	Village of Iola
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	Village of Iola

Opportunity	Potential Cooperating Units of Government
♦ Improve the attractiveness of community entrance points	Waupaca County Village of Iola

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Annexation conflicts between the town and the Village of Iola	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 Committee with representation from every Waupaca

Potential Conflict	Process to Resolve
	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 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 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 shall work toward recording all intergovernmental agreements in writing including joint road maintenance agreements (Source: Basic Policies).
- IC2 Transportation issues that affect the town and neighboring communities shall be discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1, IC2).
- IC3 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).
- IC4 The community shall pursue a cooperative boundary plan with the Village of Iola within the planning period (Source: Strategy IC2).
- IC5 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, LU9).
- IC6 Development proposals in the extraterritorial area shall be reviewed cooperatively with the Village of Iola (Source: Strategy IC2, LU9).

Policies: Development Review Criteria

- IC7 New development at rural densities shall not be allowed in areas planned for urban expansion or extension of urban utilities as identified by the UT preferred land use classification (Source: Strategy LU1).
- IC8 Proposed residential lots greater than one acre in the Urban Transition area will be designed and dimensioned in a fashion that allows the lot to be further divided into smaller parcels that meet the intent of the village zoning ordinance (Source: Strategy LU9, 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*.

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 or industrial 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 Helvetia. 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

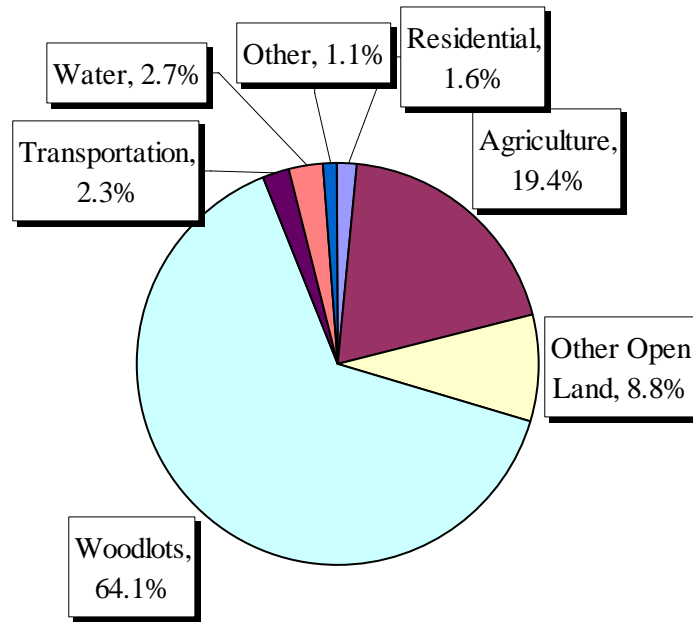
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land 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 8-14, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Helvetia.

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

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>	490	2.1%
Residential	375	1.6%
Multi-Family Housing	0	0.0%
Mobile Home Parks	0	0.0%
Farmsteads	47	0.2%
Group Quarters and Elder Care	0	0.0%
Commercial	40	0.2%
Utilities	0	0.0%
Institutional	24	0.1%
Industrial	2	0.0%
Mines/Quarries	1	0.0%
<u>Passive Land Use</u>	21,526	92.9%
Agriculture	4,485	19.4%
Other Open Land	2,037	8.8%
Woodlots	14,861	64.1%
Parks and Recreation	143	0.6%
<u>Base Features</u>	1,160	5.0%
Transportation	529	2.3%
Water	631	2.7%
Total	23,175	100.0%

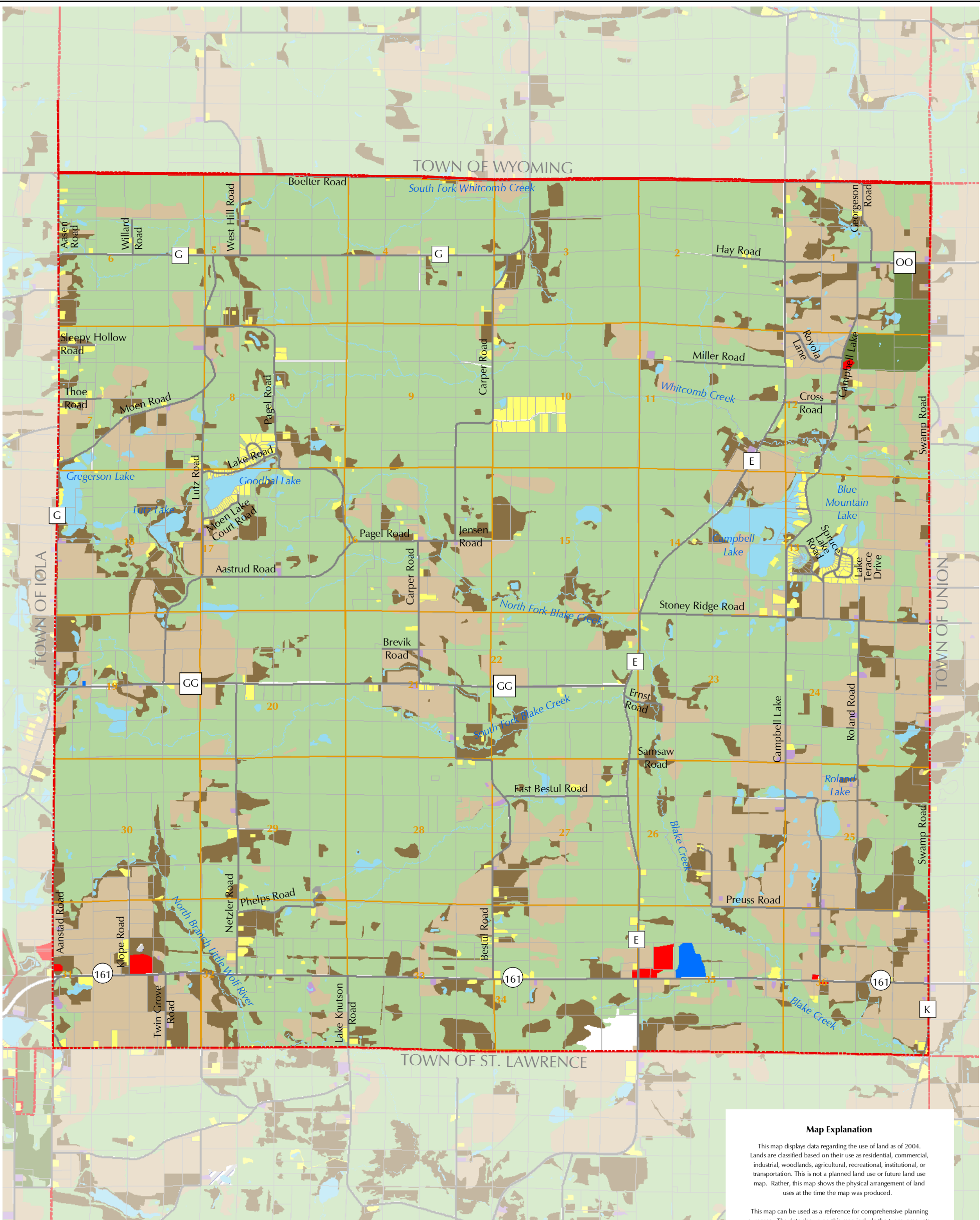
Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

Figure 8-1
Existing Land Use, Town of Helvetia, 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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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 Helvetia.

Existing Land Use Classifications

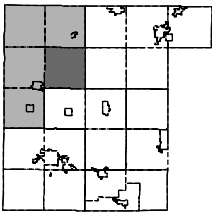
- | | |
|-------------------------------|----------------------|
| Residential | Woodlots |
| Multi-Family Housing | Parks and Recreation |
| Mobile Home Parks | Utilities |
| Farmsteads | Institutional |
| Group Quarters and Elder Care | Industrial |
| Commercial | Mines/Quarries |
| Agriculture | Transportation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

Roads

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

Base Features

- | |
|--------------------|
| Parcels |
| Sections |
| Municipal Boundary |



Northwest Planning Cluster of Waupaca County

0 0.5 1 1.5 Miles



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The Town of Helvetia is a typical six mile square town including just over 23,000 acres. The town is primarily undeveloped with woodlands comprising the largest share of the landscape at 64%.

Many of these woodland acres are also wetlands – another significant feature of the landscape. Agricultural areas, less than 20% of the town, are more dispersed with the largest portions in the southwest corners and along the eastern edge of the town. The eastern edge of the town holds the largest contiguous areas of agricultural land which link to larger agricultural areas, especially in the Town of Union.

There are no areas in the town that can be considered a community center, but the Village of Iola lies about one-quarter mile away to the west on State Highway 161. Developed land uses mostly consist of single family residential dwellings and are largely scattered about the town and in small subdivisions. Concentrated areas of residential development are centered around water bodies, such as Goodhal, Campbell, and Blue Mountain Lakes. A large lot rural subdivision is found in Section 10 and occupies approximately 80 acres. The Highway 161 corridor holds the majority of commercial, industrial, and institutional uses.

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 sanitary permit housing unit projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that the existing housing unit density will remain constant. The existing residential density is 1.17 acres per housing unit based on 422.7 acres of residential land use and 362 housing units. Each projected housing unit will then occupy an additional 1.17 acres.

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 linear 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 11.8 acres per year

is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Helvetia, so resource lands are reduced by 11.8 acres per year.

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

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	422.7	39.6	3.1	166.7	21,383.0
2005	468.3	42.5	3.3	178.7	21,324.0
2010	513.8	45.3	3.6	190.6	21,265.0
2015	560.5	47.6	3.7	200.3	21,206.1
2020	606.1	49.9	3.9	210.1	21,147.1
2025	651.6	52.2	4.1	219.8	21,088.1
2030	697.2	54.6	4.3	229.8	21,029.2
# Change	274.4	15.0	1.2	63.2	-353.8
% Change	64.9%	37.9%	37.9%	37.9%	-1.7%

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 Helvetia. 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.

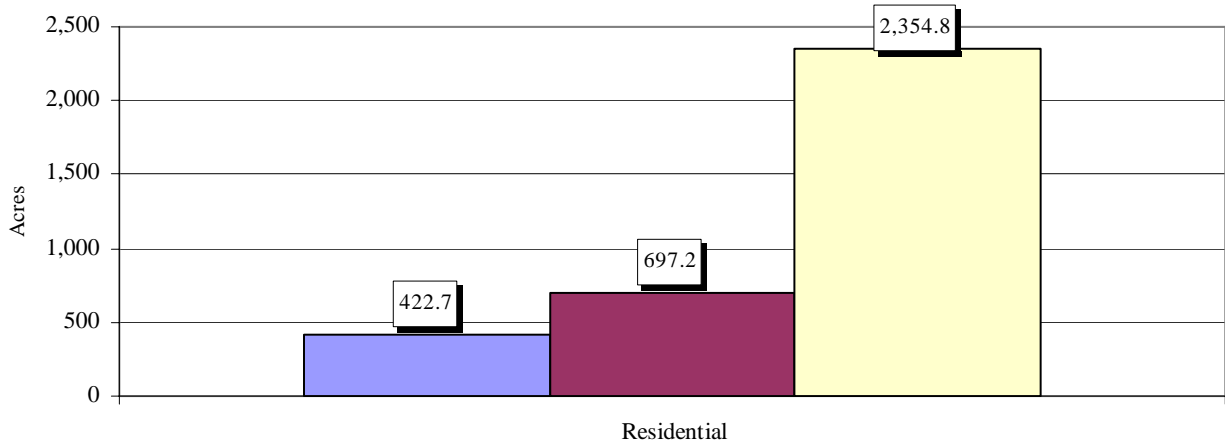
Table 8-3
Land Supply and Demand Comparison
Town of Helvetia

	Residential	Commercial	Industrial
Existing Land Use	422.7	39.6	3.1
Year 2030 Land Use Projection ¹ (Demand)	697.2	54.6	4.3
Preferred Land Use ² (Supply)	2,354.8	165.7	165.7

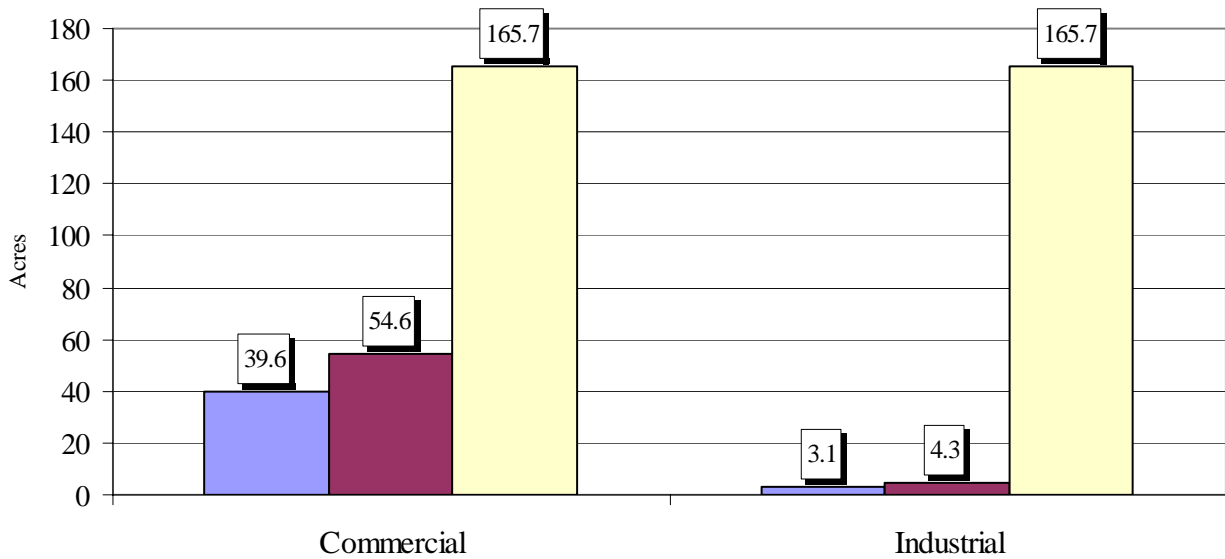
¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

² Residential includes Rural Residential and 10% of Agriculture Retention. Commercial includes 50% of Rural Commercial/Industrial. Industrial includes 50% of Rural Commercial/Industrial.

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



Existing Land Use Year 2030 Land Use Projection (Demand) Preferred Land Use (Supply)



Existing Land Use Year 2030 Land Use Projection (Demand) Preferred Land Use (Supply)

The Town of Helvetia has planned for a sufficient supply of land based on the projected demand. Just over three times the projected residential demand are provided for, primarily by the Rural Residential (RR) classification. Sufficient lands for commercial and industrial uses are provided for in areas planned as Rural Commercial/Industrial. The projections for land demand were based on the highest available projections for population and housing, so there is very little risk that demand will outweigh supply over the next 20 to 25 years. On the other hand, there is such a vast supply of land to meet the projected demand that the plan does little to actively shape the

future landscape. The town's plan provides a great deal of flexibility in determining where the projected 275 acres of future residential and 16 acres of commercial/industrial growth will be located.

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 8-52) 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 preferred land use plan was shaped both by objective data and local opinion. Public participation was used throughout the planning process to influence planning and the final plan outcome as well. The town considered the locations of natural features, agricultural features, existing roads, land ownership patterns, and existing land use patterns to measure suitability of lands for various future land uses. The maps and data provided in the *Inventory and Trends Report* document the objective data sources that were used for suitability analyses. Members of the town's planning committee combined this data with their knowledge of the community to produce a draft preferred land use map that the public was able to review.

The Town of Helvetia's plan for preferred land use is intended to protect woodland resources, both as a critical component of rural character and as an economic resource, and to be flexible enough to meet the needs of future agriculture and residential, commercial, and industrial development. It is the town's intent to direct future land uses to areas of the town that are best suited to accommodate them, while also preserving landowners' rights to develop land by using good planning and design. In order to accomplish this, portions of the town have been identified as places to cluster most future development, and other parts of the town may also accommodate development at lower densities.

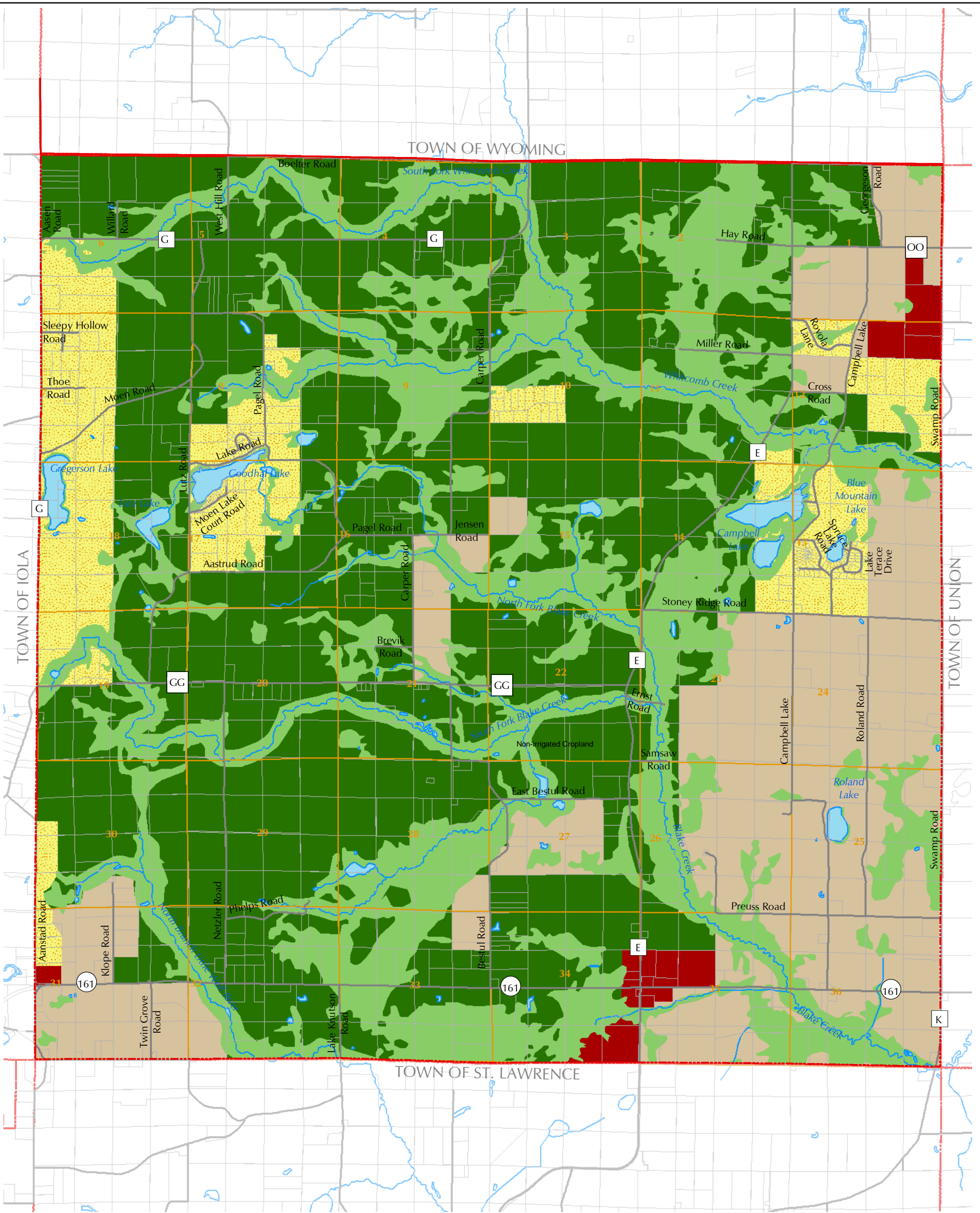
The town's desire to protect public and private interests in the aesthetic and economic value of woodlands is reflected in areas mapped Private Recreation and Forestry Enterprise (PVRF). PVRF makes up the largest planned portion of the town and includes much of the town's existing forest lands. Densities of developed land uses are limited within this area with no more than one unit allowed per 40 acres and minimum lot sizes of 20 acres. Site planning is a requirement to ensure that development that occurs is sensitive to the desires of the community at large. This area is meant to ensure that hunting, forestry, and recreation can remain vibrant and unencumbered by intensive or higher density development.

The town's primary agriculture areas are mapped as Agriculture Retention (AR). The AR lands along the eastern edge of the town are of regional importance as they are connected to a larger agricultural region to the east of the town, beginning in the Town of Union. AR is planned for the portions of the town where the majority of remaining dairy farms and prime agricultural soils are located. Development in AR will be limited to no more than one unit per 40 acres with minimum lot sizes of five acres. Site planning and conservation design (refer to Appendix A) are requirements to develop in these areas.

The town will encourage and direct growth to areas that are desirable and suitable for more intensive development as noted by the Rural Residential (RR) and Rural Commercial Industrial (RCI) classifications. RR is meant to accommodate residential developments at higher densities that remain safe for unsewered subdivisions. Conservation subdivisions are the preference of the town and will be strongly encouraged. Incentives will be explored to make this development option more attractive to developers. RCI will remain centered along the State Highway 161 corridor where development of this nature has already occurred.

The Resource Protection (RP) areas include the general locations of wetlands (five acres and larger), floodplains, and steep topography. Development in these areas is severely restricted to help protect water quality, wildlife, and the rural character of the town. These areas add aesthetic, environmental, and economic value to the entire town and are valued resources that the community desires to protect. Regulations are already in place which restrict development on wetlands and surface waters, and the town's plan recognizes those restrictions. The town will need to consider reasonable regulations to protect development on steep topography as such regulations do not already exist.

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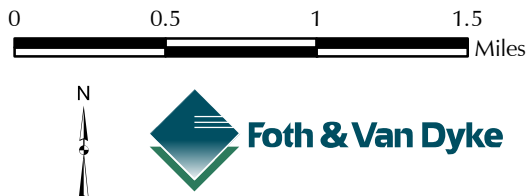
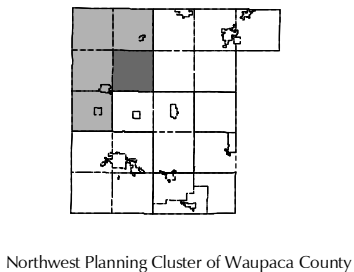


PREFERRED LAND USE

Town of Helvetia, Waupaca County

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

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



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 Helvetia. 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.

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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 Retention (AR)

- ♦ Purpose: To preserve and promote a full range of agricultural uses and retain land for that use.
- ♦ Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production. Also, to encourage livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ♦ Density Policies:
 - New, non-farm residential development shall be accommodated at a density rate of no more than one unit per 40 acres.
 - The minimum residential lot size for conventional residential units shall be five acres. Smaller lot sizes can be accommodated through variances or cluster or conservation land division design (refer to Appendix A).
 - Existing homes should not count toward the maximum density allowed for a given area.
 - Conservation land division design will be required for major subdivisions.
 - Site planning considerations shall be required for all types of development regardless of size.
- ♦ Preferred Use Policies:
 - Preferred land uses shall include land for livestock production, cash cropping, specialty farming, and all agricultural uses regardless of size.
 - Moderate to densely populated residential uses shall be discouraged from areas preferred for Agriculture Retention.

Private Recreation and Forestry Enterprise (PVRF)

- ♦ Purpose: To preserve forest and woodland and allow for recreational opportunities.
- ♦ Primary Goal: To encourage the continuation of large tracts of forest and woodland areas which are managed to produce sustainable forest products and to provide quality outdoor recreation experiences such as hunting, trail riding, and general wildlife viewing.
- ♦ Density Policies:
 - New, non-farm residential development shall be accommodated at a density rate of no more than one unit per 40 acres.
 - The minimum residential lot size for conventional residential units shall be 10 acres.
 - Existing homes will count toward the maximum density allowed for a given area.
 - Site planning considerations shall be required for all types of development regardless of size.

- ♦ Preferred Use Policies:
 - Preferred land uses will include land for single family residential development and seasonal dwellings (hunting cabins), limited commercial activity associated with primary residences (home based business), and voluntary landowner resource protection programs such as the Managed Forest Land, Conservation Reserve Program, and Wetland Reserve Program are encouraged.
 - Uses that are not compatible with or detract from forestry or outdoor recreation shall be discouraged.

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 cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.
- ♦ Density Policies:
 - New, non-farm residential development should be accommodated at a density rate of no more than one unit per acre.
 - The minimum residential lot size should be one acre.
 - High intensity commercial, industrial, farming, and forestry practices shall be discouraged.
 - Conservation land division design (refer to Appendix A) shall be encouraged.
- ♦ Preferred Use: Clustered residential development. Developments can include major subdivisions located in rural settings. Home based business could be allowed.
- ♦ Discouraged Uses: Instances that may contribute to residential and farming operation conflict or farmland/woodland fragmentation.

Rural Commercial/Industrial (RCI)

- ♦ Purpose: To accommodate isolated occurrences of rural commercial and industrial development in isolated locations or along highway corridors.
- ♦ Primary Goal: To accommodate certain commercial and industrial activities in areas that can support such activities and recognize their unique needs.
- ♦ Preferred Density: Densities and lot sizes should be allowed to vary.
- ♦ Preferred Use: Industrial/commercial development with proper buffers to residential or other land uses.
- ♦ Discouraged Uses: Non-agricultural, high water users should be discouraged and directed toward incorporated areas (cities, villages) where public sanitary sewer and water service exist.

Resource Protection (RP)

- ♦ Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the Town of Helvetia 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.

- ♦ Preferred Housing Density: No housing development.
- ♦ Preferred Use: Public or private greenspace, 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.

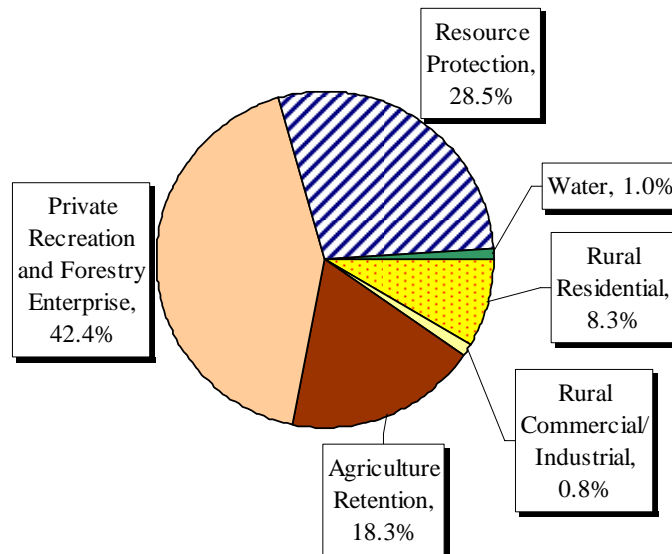
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

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

Preferred Land Use Classification	Percent of	
	Acres	Total
Rural Residential	1,930.9	8.3%
Rural Commercial/Industrial	331.3	1.4%
Agriculture Retention	4,239.7	18.3%
Private Recreation and Forestry Enterprise	9,811.8	42.4%
Resource Protection	6,601.2	28.5%
Water	226.7	1.0%
Total	23,141.6	100.0%

Source: Town of Helvetia, 2007.

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



Source: Town of Helvetia, 2007.

8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Helvetia. 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
- ♦ Dilapidated mobile homes
- ♦ Lack of basic land use ordinances and related enforcement
- ♦ Power transmission lines
- ♦ Telecommunication towers
- ♦ Wind energy towers
- ♦ Solid or hazardous waste handling facilities
- ♦ Land spreading of biosolids (waste treatment products)
- ♦ Residential development next to industrial or high intensity commercial land use
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ♦ Residential development next to extraction land uses
- ♦ 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 over-consumption of rural lands by large lot subdivisions
- ♦ The loss of rural character in some locations

Potential Land Use Conflicts

- ♦ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm (such as RR areas directly adjacent to AR areas)

8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Helvetia Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Opportunities for redevelopment are addressed in several of the goals and objectives of this plan.

- ♦ Goal H3 and supporting objectives
- ♦ Goal ANC1 and objective 1b

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, active agricultural areas, and productive forestry 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. Explore alternatives for the management of potentially controversial land uses such as mineral extraction, land spreading 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 The existing road network and existing public facilities and services shall be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).
- LU2 At a minimum, the following characteristics shall be used to define a conservation design development:
 - a. Residential lots or building sites are concentrated and grouped.
 - b. There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
 - c. The lot size is reduced from what is normally required.
 - d. Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC4, LU6).
- LU3 Lots or building sites in a conservation design development shall be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities such as an on-site sewage treatment system (Source: Strategy UCF6, ANC4, LU2, LU6).

Policies: Town Directive

- LU4 Land use ordinances shall be developed, maintained, and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).

LU5 The town will carefully manage growth and development in order to avoid significant increases in the demand for community services or facilities (Source: Strategy UCF5).

Policies: Development Review Criteria

LU6 Scattered residential development should be prevented throughout the community (Source: Strategy LU6).

LU7 The town will work cooperatively with the Village of Iola to address land use, building and site design, and development density in areas along the village boundary, along highway corridors, and at community entrance points (Source: Strategy LU9).

LU8 Commercial and industrial development shall be directed to RCI areas as designated on the Preferred Land Use Map (Source: Strategy LU10).

LU9 Commercial and industrial development will be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development (Source: Strategy LU10).

LU10 Proposed conditional uses shall meet the following criteria in order to gain town approval:

- ♦ Comply with the requirements of the applicable zoning district
- ♦ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification
- ♦ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts
- ♦ Do not diminish property values in the surrounding neighborhood
- ♦ Provide assurance of continuing maintenance (Source: Strategy LU9).

LU11 Home based business will 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).

LU12 The Town of Helvetia permits properly conducted non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative to existing or planned extraction sites or known concentrations of extractable non-metallic minerals should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to exposure to: heavy truck traffic, noise, lights, fumes, dust, machinery operations, and blasting. The conditions

described may occur as a result of extraction operations that are in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as a normal and necessary aspect of living in a rural area (Source: Strategy LU9).

- LU13 Conditional use permits for mineral extraction operations shall include restrictions for hours of operation that limit extraction, maintenance, and repair activities to a maximum of 6:00 a.m. to 6:00 p.m. Monday through Friday and 6:00 a.m. to noon on Saturday (Source: Strategy LU9).
- LU14 Conditional use permits for mineral extraction operations shall not permit extraction operations or the operation of equipment within 1,000 feet of existing residences (Source: Strategy LU9).
- LU15 Conditional use permits for mineral extraction operations will include provisions for adequate screening of the site in order to help control noise and views (Source: Strategy LU9).
- LU16 Conditional use permits for mineral extraction operations shall allow for inspection of the site by county officials as well as the town chairperson and his or her agents in or order to ensure continuing compliance with the conditional use permit (Source: Strategy LU9).
- LU17 Conditional use permits for operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation (Source: Strategy LU9).

Recommendations:

- ♦ Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site planning requirements and to 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).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better manage potentially conflicting land uses (Source: Strategy LU9).
- ♦ 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 LU10).
- ♦ Work with Waupaca County to modify the applicable zoning map and district regulations to prevent non-residential uses from locating outside of areas planned for RCI (Source: Strategy LU10).

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*.

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 Helvetia'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 four 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 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: Spring 2007
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element)
Responsible Party: Town Board
Timing: Spring 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: Conduct a comprehensive plan update (*Implementation* element)
Responsible Party: Plan Commission, Town Board
Timing: Every five years

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Record intergovernmental agreements in writing (*Intergovernmental Cooperation* element)
Responsible Party: Town Board
Timing: As needed
2. Task: Meet with other local governmental units to ensure consistency among plans and land uses along boundaries (*Intergovernmental Cooperation* element)
Responsible Party: Town Board
Timing: Every two years, after April elections
3. Task: Work with the Village of Iola to pursue a cooperative boundary plan (*Intergovernmental Cooperation* element)
Responsible Party: Plan Commission
Timing: Every five years

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Amend the driveway ordinance to ensure consistency in implementing this comprehensive plan (*Transportation* element)
Responsible Party: Plan Commission
Timing: By 2009
2. Task: Develop site planning and limits of disturbance ordinance to guide the location of development to suitable locations (*Agricultural, Natural, and Cultural Resources; Land Use* elements)
Responsible Party: Plan Commission
Timing: By 2009
3. Task: Work with Waupaca County to modify the existing zoning ordinance to implement the provisions of this comprehensive plan including overlay and performance zoning (*Agricultural, Natural, and Cultural Resources; Land Use* elements)
Responsible Party: Plan Commission
Timing: By 2009
4. Task: Work with Waupaca County to modify land division regulations to help the town achieve its desired land use pattern and implement conservation subdivisions (*Transportation; Agricultural, Natural, and Cultural Resources; Land Use* elements)

Responsible Party: Plan Commission
Timing: By 2009

5. Task: Develop a site design ordinance that works to protect the visual quality of the town and establishes desired characteristics (*Agricultural, Natural, and Cultural Resources; Economic Development; Land Use* elements)
Responsible Party: Plan Commission
Timing: By 2009

Strategic Planning Actions

Priority (Short-Term) Actions

1. Task: Create town road construction specifications (*Transportation* element)
Responsible Party: Town Board
Timing: Immediately

Periodic Actions

2. Task: Assess the availability of developable land for residential development (*Housing* element)
Responsible Party: Plan Commission, Town Board
Timing: Annually
3. Task: Actively pursue funding for transportation improvements (*Transportation* element)
Responsible Party: Plan Commission, Town Board
Timing: Annually
4. Task: Work with Waupaca County to develop a purchase or transfer of development rights program (*Agricultural, Natural, and Cultural Resources* element)
Responsible Party: Plan Commission
Timing: Ongoing
5. Task: Assess the town's capacity and needs for administrative facilities and services (*Utilities and Community Facilities* element)
Responsible Party: Plan Commission, Town Board
Timing: Annually

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 Helvetia 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 Helvetia has not adopted its ordinances as a code of ordinances. In addition to the land use ordinances described before, the town also administers the following ordinances.

- ♦ Planning Commission Ordinance
- ♦ Driveway Ordinance
- ♦ Regulation and Licensing of Animals

Recommended Changes

The town should follow the statutory procedure for creating a code of ordinances. Existing and future ordinances should be adopted as part of a 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

The Waupaca County Zoning Ordinance will be one of the key tools for implementing the town's plan, so the town will need to work closely with the county on these issues after plan adoption. The town hopes to modify the county zoning ordinance to accomplish improved preservation of forests and agricultural areas. The zoning ordinance should include provisions for performance and overlay zoning and work to accommodate density bonuses where appropriate. The zoning ordinance should work to steer potential residential development away from AR and PRVF areas to RR and RCI.

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.

The town's Land Division Ordinance (2004) requires Plan Commission and Town Board approval of land divisions. A minimum lot size of 10 acres is established. The ordinance applies to all divisions of land regardless of the size of the resulting parcels. The ordinance does not distinguish between major and minor land divisions based on the number of lots. It establishes a procedure for CSM approval of lots smaller than 10 acres, but based on the minimum lot size, these should never occur. The CSM provisions are unnecessary as written. The ordinance allows for consideration of cluster development, but does not specify options for reducing the lot size below 10 acres. The cluster development option appears to

require condominium ownership. The ordinance includes consideration of land suitability, potential conflict with agricultural land uses, and potential groundwater contamination. It establishes review procedures, application requirements, and allows the town to charge an applicant for third party review costs.

Technical Recommendations

- ♦ Require compliance with the Town of Helvetia Comprehensive Plan, rather than the town land use plan.
- ♦ Distinguish between major and minor subdivisions based on the number of resulting lots. For example, three lots or more should follow the plat review process, and less than three lots should follow the CSM review process.
- ♦ Set an alternative minimum lot size for conservation development.

Recommended Changes

Land division regulations will be another key tool for implementing the town's preferred land use plan. This may be achieved through the Waupaca County Subdivision Ordinance, or through improvements to the town's ordinance. The town should consider how to best implement its plan, through its own ordinance or the county's ordinance.

Whichever route is taken, the applicable ordinance should be revised to better manage land divisions and related issues. Execution of a development agreement should be required when public roads or other infrastructure is included in a development. The standard agreement should include provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer. Submittal of area development plans should be required of major land divisions and commercial or industrial developments. Potential road connections to adjacent future development should be laid out in these plans. Limits of disturbance provisions should be added to the ordinance in order to implement the town's site planning policies for the protection of natural resources and green space. The required minimum lot size should be revised to reflect the density policies of the preferred land use classifications.

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

Revisions to the Waupaca County zoning ordinance should include requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments. Site planning and architectural design review provisions should be established that protect and enhance the visual quality of the town. The town should further define the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Initial direction on these issues is provided in the *Transportation, Agriculture,*

Natural, Cultural Resources, and Economic Development element policies. Public input on the establishment of these desired characteristics is desirable.

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 not considered the official map as a tool required to implement its comprehensive plan. In lieu of an official map, land division ordinance and zoning requirements for area development planning and limits of disturbance should be sufficient to preserve planned areas of development, rights-of-way, and public sites.

Sign Regulations

Current Status

Sign regulations 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

Sign regulations should be considered by the town when developing site plan and design review requirements described above.

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 Helvetia. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes

The town should modify local building codes and work with Waupaca County to modify applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements.

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

No recommendations regarding historic preservation ordinances have been made at this time.

Building, Housing, and Mechanical Codes

Current Status

Building, housing, and mechanical codes 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 should adopt and enforce a town building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes.

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 recommendations regarding sanitary codes have been made at this time.

Driveway and Access Controls

Current Status

The Driveway and Culvert Ordinance (Revised 2004) requires a permit for the construction or alteration of driveways and access roads associated with new building construction and significant improvements to existing buildings. It only applies to residential, commercial, and industrial construction. It establishes driveway design requirements including clearance width and height, surface width, surface materials, slope, turnaround, sight distance, intersection angle and spacing, and culverts.

Technical Recommendations

Require a permit regardless of building construction. Nonconforming or hazardous driveways can be constructed before building construction begins without having to comply with this ordinance. It should also apply to agricultural construction.

Recommended Changes

The driveway ordinance should be reviewed to determine whether it achieves the town's strategies for providing adequate emergency vehicle access and intersection safety. The ordinance should ensure that development of new or improved access points to local roads meet town standards for:

- ♦ Minimum driveway surface width and construction materials
- ♦ Minimum clearance width and height
- ♦ Maximum driveway length
- ♦ Minimum turnaround areas for longer driveways
- ♦ Minimum intersection spacing

- ♦ Minimum site distance

Road Construction Specifications

Current Status

The town's specifications for new roads establish minimum standards for right-of-way width, cul-de-sac radius, roadway width, base course, blacktopping, and drainage. These policies establish the conditions under which the town will accept a road constructed by a private party as a dedicated public roadway. Construction inspections are required, and an inspection fee is established.

Recommended Changes

The town should update as needed the road construction specifications in order to implement the policies and recommendations of the *Transportation* element. One modification that could improve the current construction specifications is to allow standards to 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 Helvetia 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).
- ♦ Actively pursue funding for transportation projects (Transportation element).
- ♦ Assess utilities and community facilities, emergency services, and town staffing needs and capacities (Utilities and Community Facilities element).
- ♦ Work with Waupaca County to develop a purchase or transfer of development rights program (Agriculture, Natural and Cultural Resources element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Helvetia 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 Helvetia 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 options2. Create opportunities for quality affordable housing3. 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 growth2. Change community conditions for retaining existing businesses and jobs3. Create additional tax base by requiring quality development and construction4. 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 roads3. Create safe emergency vehicle access to developed properties4. Create improved intersection safety5. Create more detailed plans for transportation improvements6. Create road connectivity7. Create a range of viable transportation choices	Intergovernmental Cooperation <ol style="list-style-type: none">1. Create intergovernmental efficiencies for providing services and facilities2. Create a cooperative approach for planning and regulating development along community boundaries3. 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)2. Create more detailed plans for facility and service improvements3. Create intergovernmental efficiencies for providing services and facilities4. Create improved community facilities and services5. Preserve the existing level and quality of community facilities and services6. Preserve the quality of outdoor recreational	Land Use <ol style="list-style-type: none">1. Preserve the existing landscape by limiting growth2. Preserve valued features of the landscape through site planning3. Preserve development rights4. Create development guidelines using selected criteria from <i>What If</i> suitability mapping5. Create an overall pattern of growth that is dispersed6. Create an overall pattern of growth that is clustered7. Create an overall pattern of growth that is concentrated

-
- pursuits
 7. Create additional public recreation facilities
 8. Create opportunities to maximize the use of existing infrastructure

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
-

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

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 Helvetia 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
 - ♦ T1: Create efficiencies in the cost of building and maintaining roads (control taxes)
 - ♦ T3: Create safe emergency vehicle access to developed properties
 - ♦ T4: Create improved intersection safety
 - ♦ T6: Create road connectivity
 - ♦ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes)
 - ♦ UCF5: Preserve the existing level and quality of community facilities and services
 - ♦ UCF6: Preserve the quality of outdoor recreation facilities.
 - ♦ UCF7: Create additional public recreation facilities
 - ♦ ANC1: Preserve agricultural lands
 - ♦ ANC3: Preserve active farms
 - ♦ ANC4: Preserve natural resources and or green space
-

- ♦ ANC5: Preserve rural character
- ♦ ANC7: Create Targeted areas for forestry expansion.
- ♦ 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.
- ♦ LU1: Preserve the existing landscape by limiting growth
- ♦ LU2: Preserve the valued features of the landscape through site planning
- ♦ LU3: Preserve development rights.
- ♦ LU6: Create an overall patter 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 Helvetia 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 Helvetia 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 Helvetia has established a Transportation element policy that states, "Dead-end roads and cul-de-sacs should 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 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).
- I2 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I3 Areas of the plan which are likely to be disputed or litigated in the future should be reviewed by the town attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (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)
- ♦ Review the comprehensive plan annually (in conjunction with the town budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes (Source: Basic Recommendations).
- ♦ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least 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
-

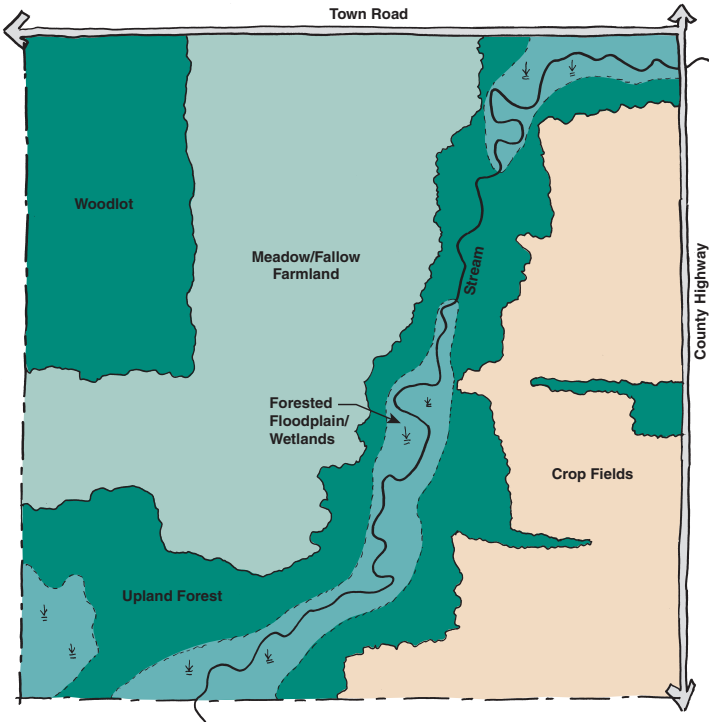
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family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

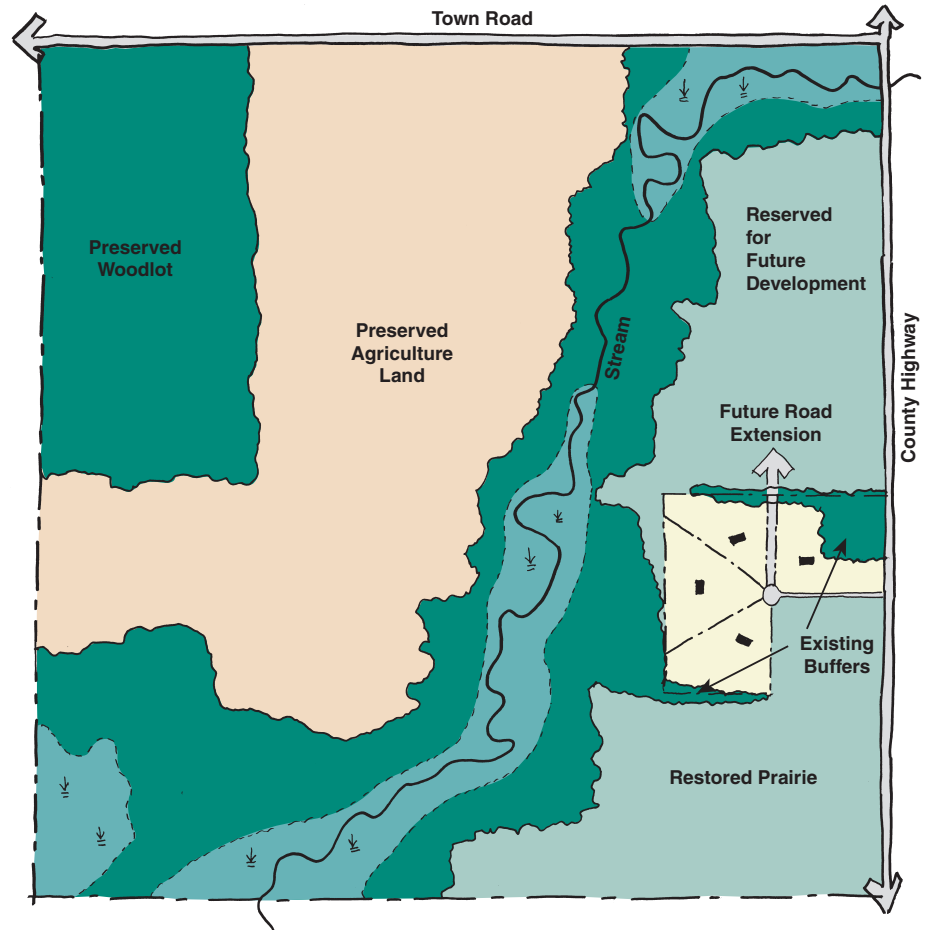
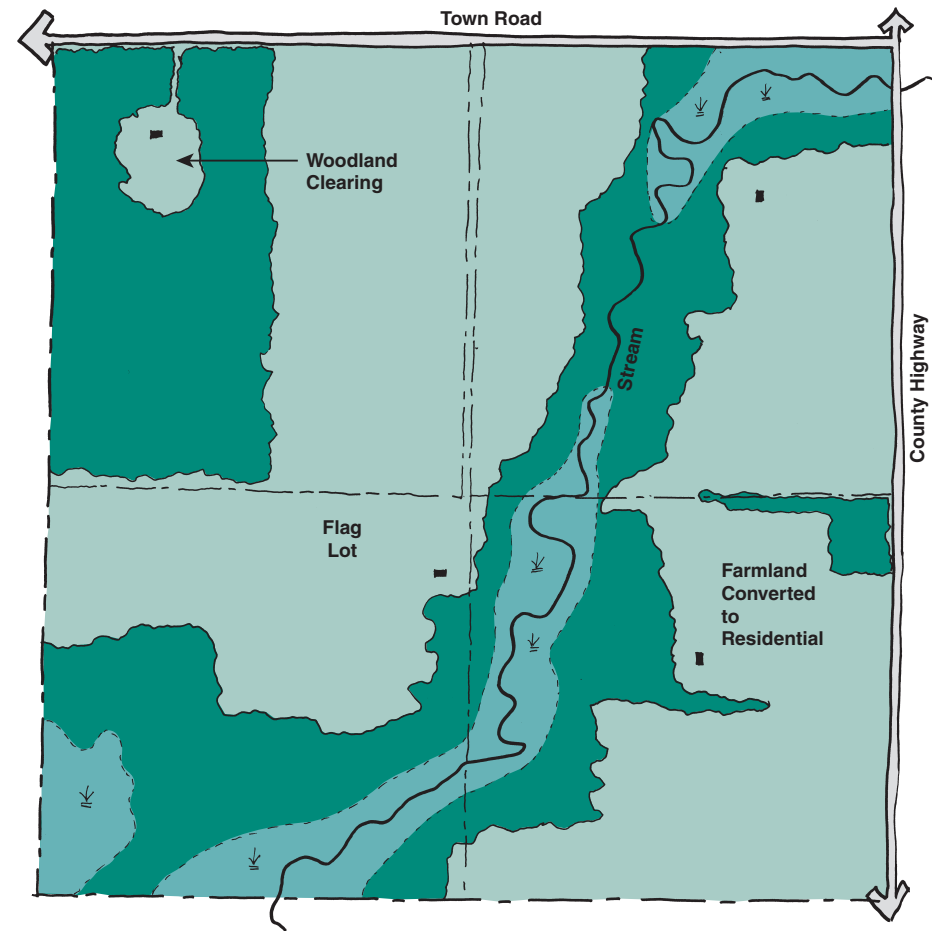


Conventional Development

- ◆ 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

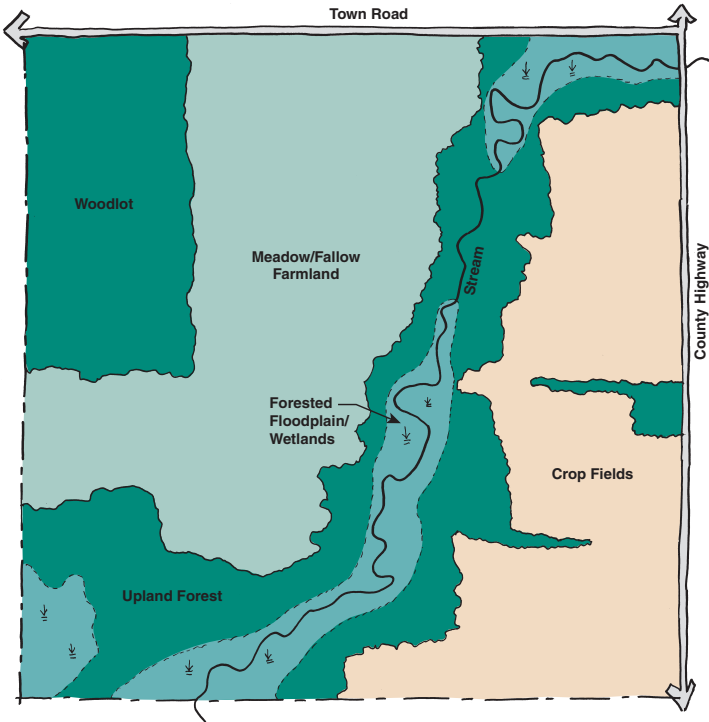


Waupaca County Comprehensive Planning

Rural Land Development Potential

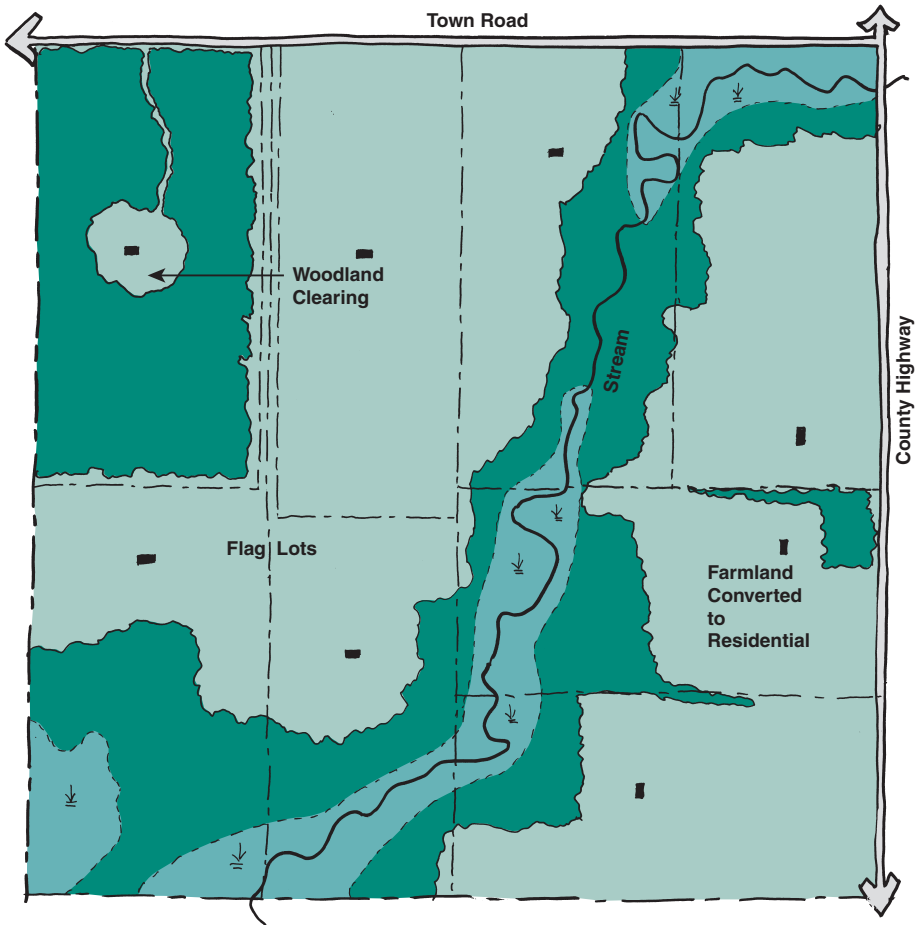
Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres



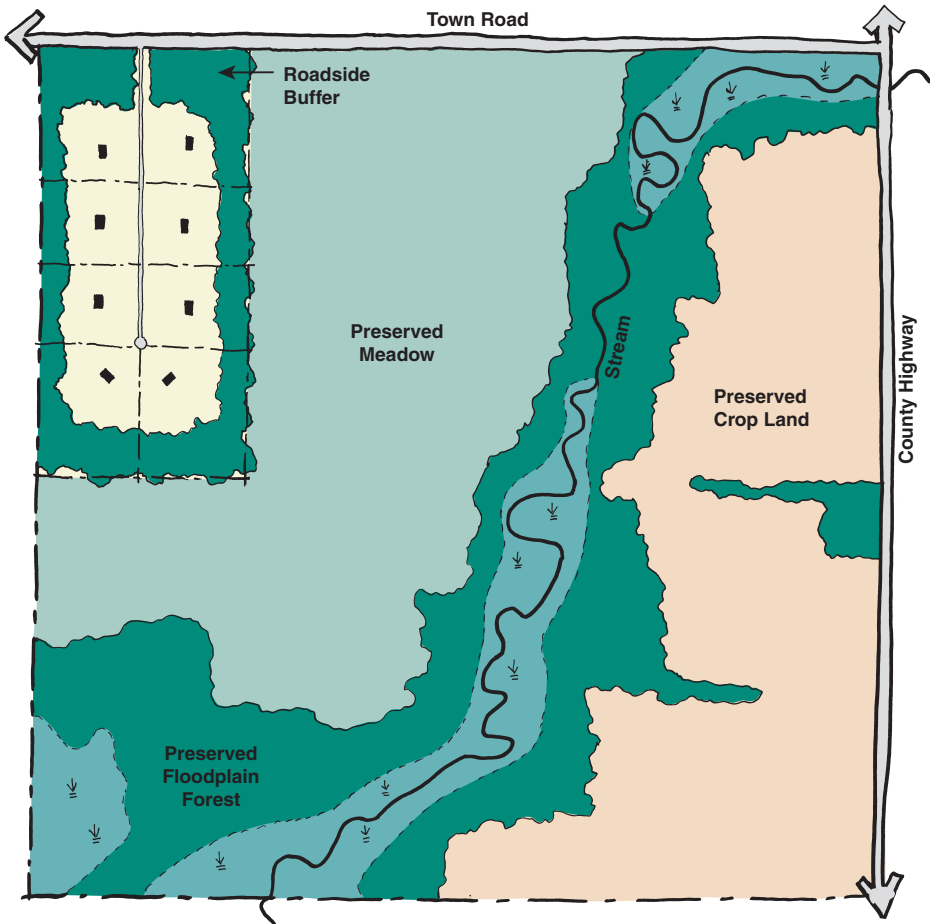
Conventional Development

- ◆ 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

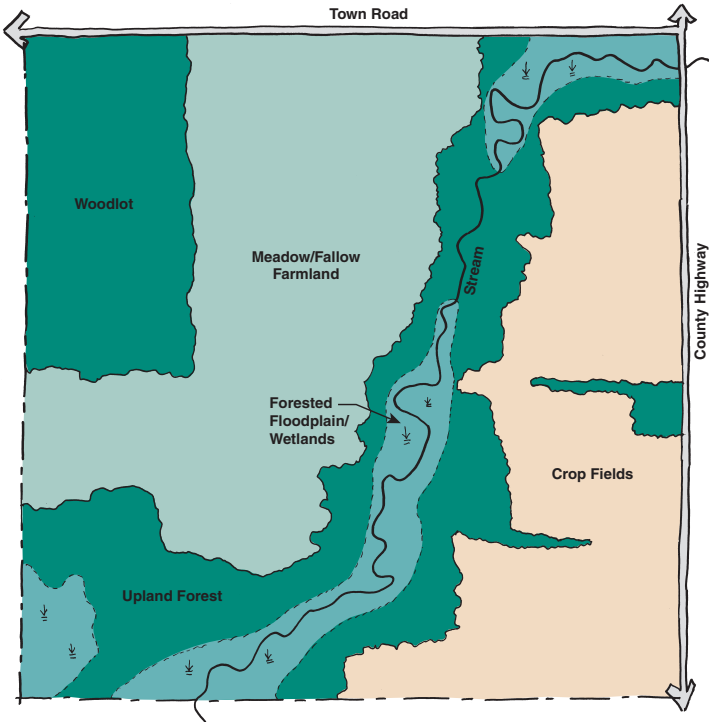


Waupaca County Comprehensive Planning

Rural Land Development Potential

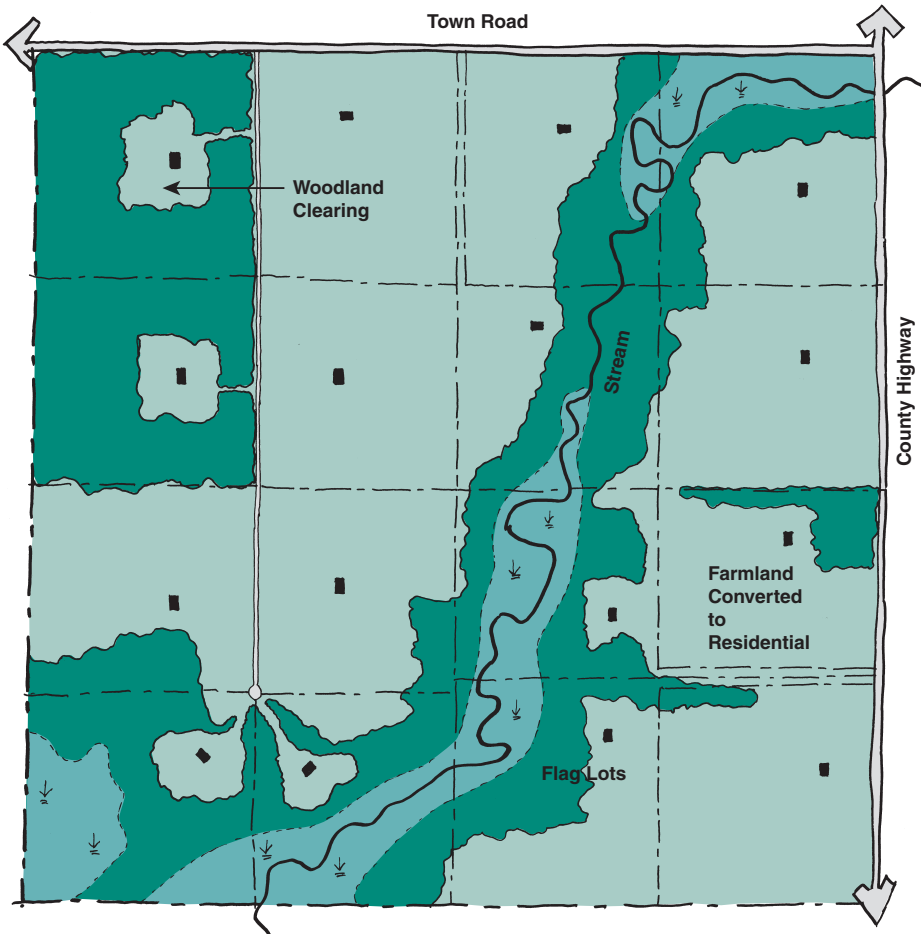
Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres



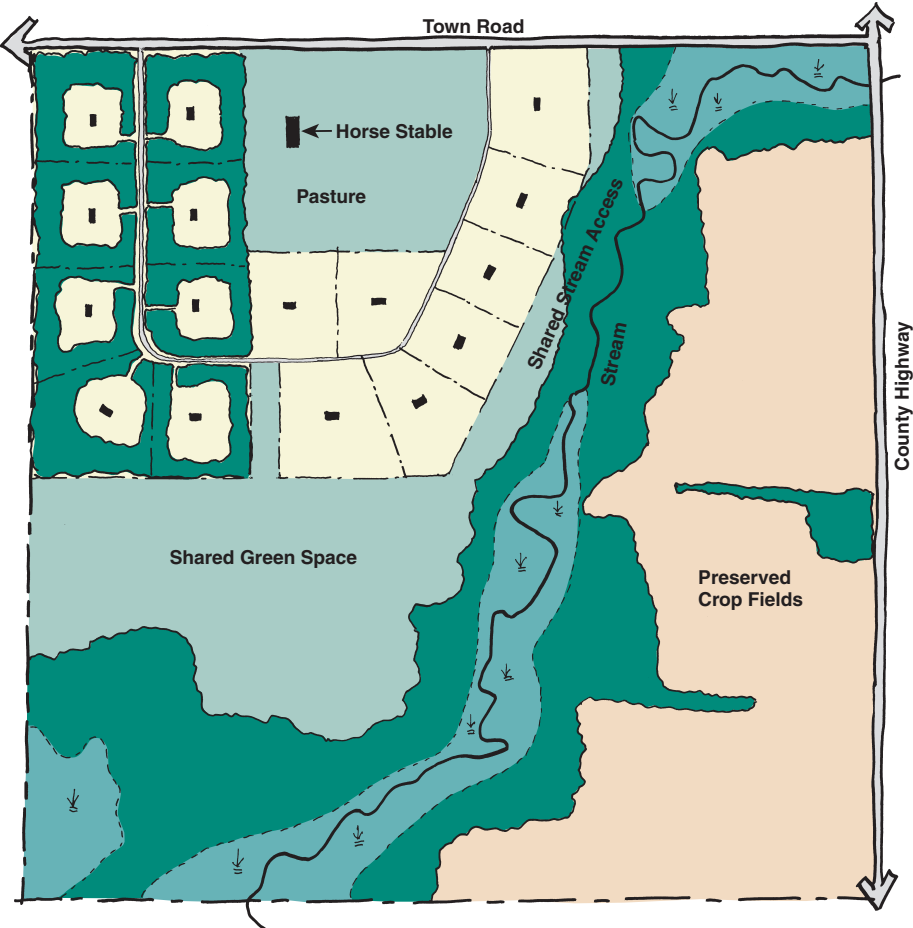
Conventional Development

- ◆ 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

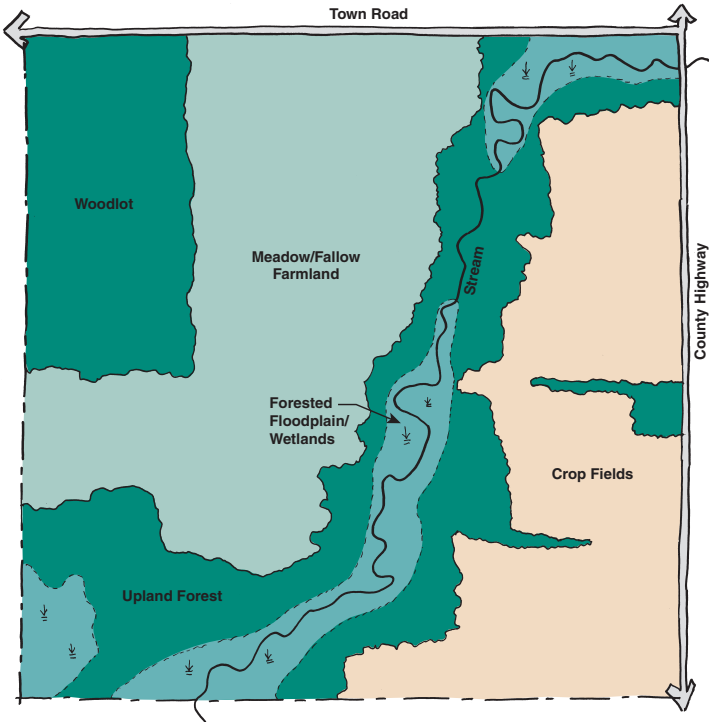


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres

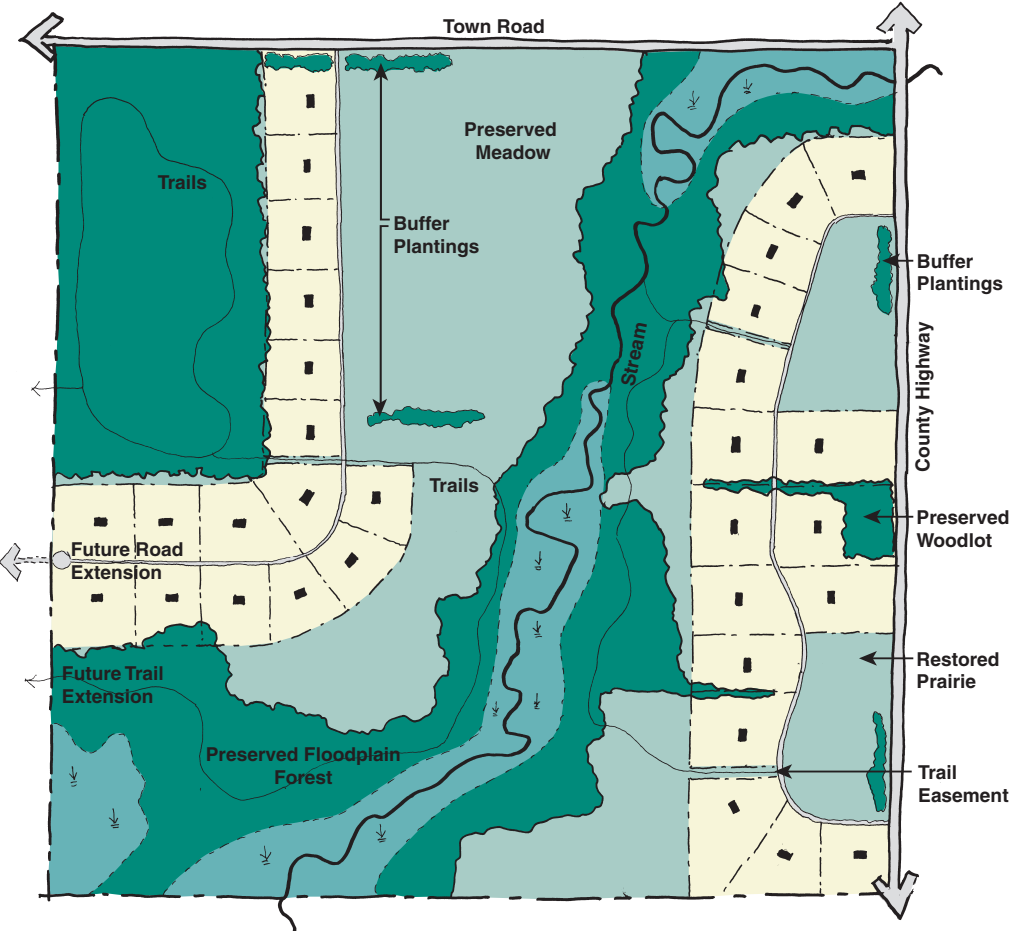
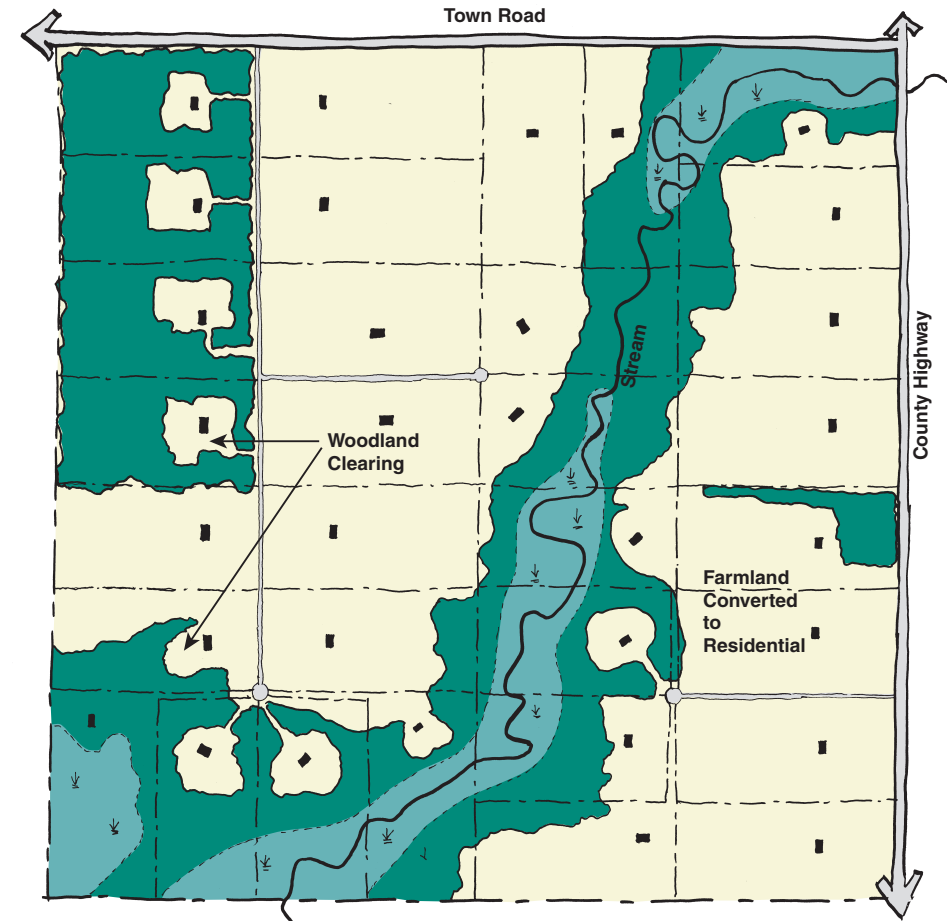


Conventional Development

- ◆ 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

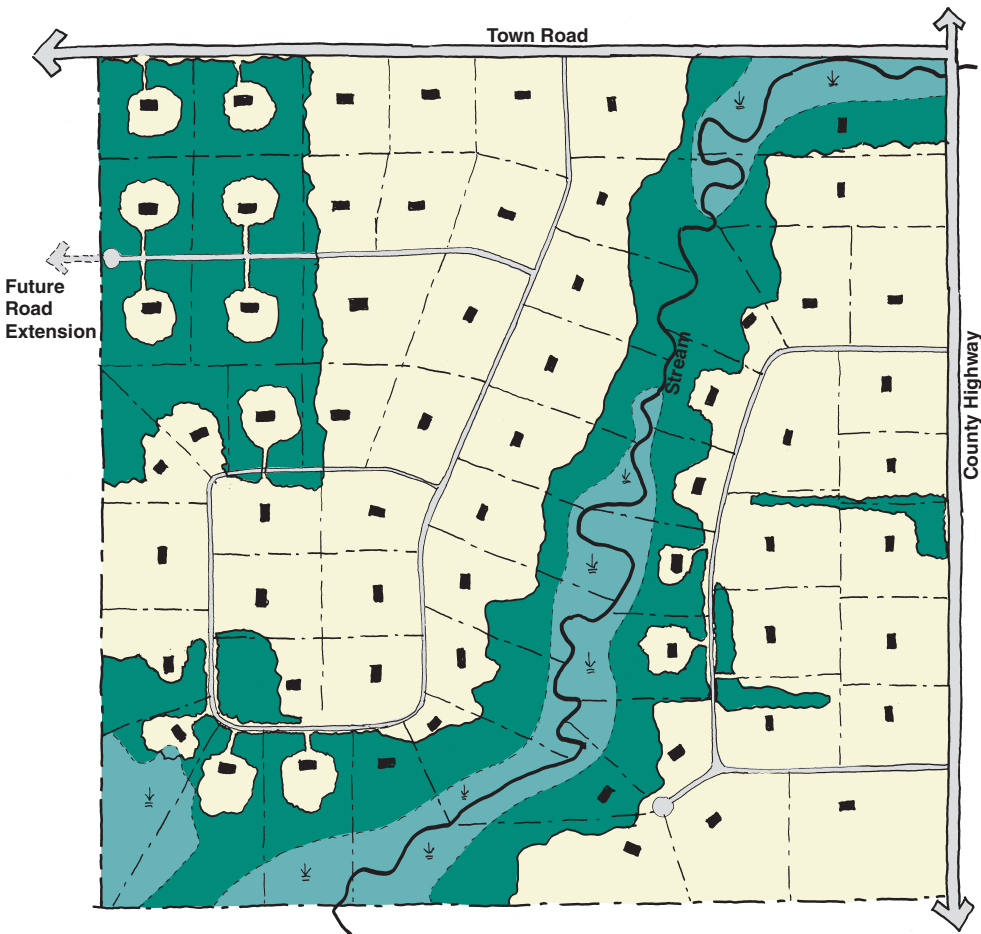
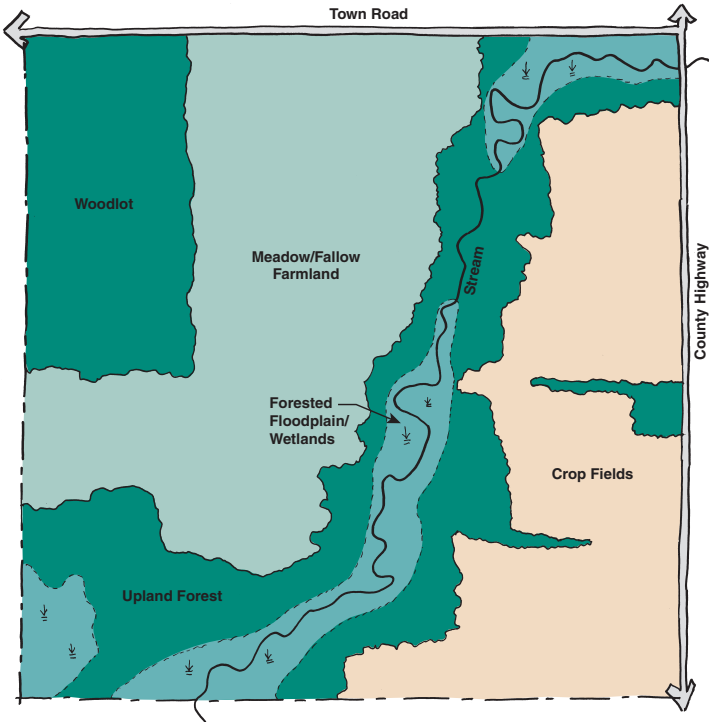


Waupaca County Comprehensive Planning

Rural Land Development Potential

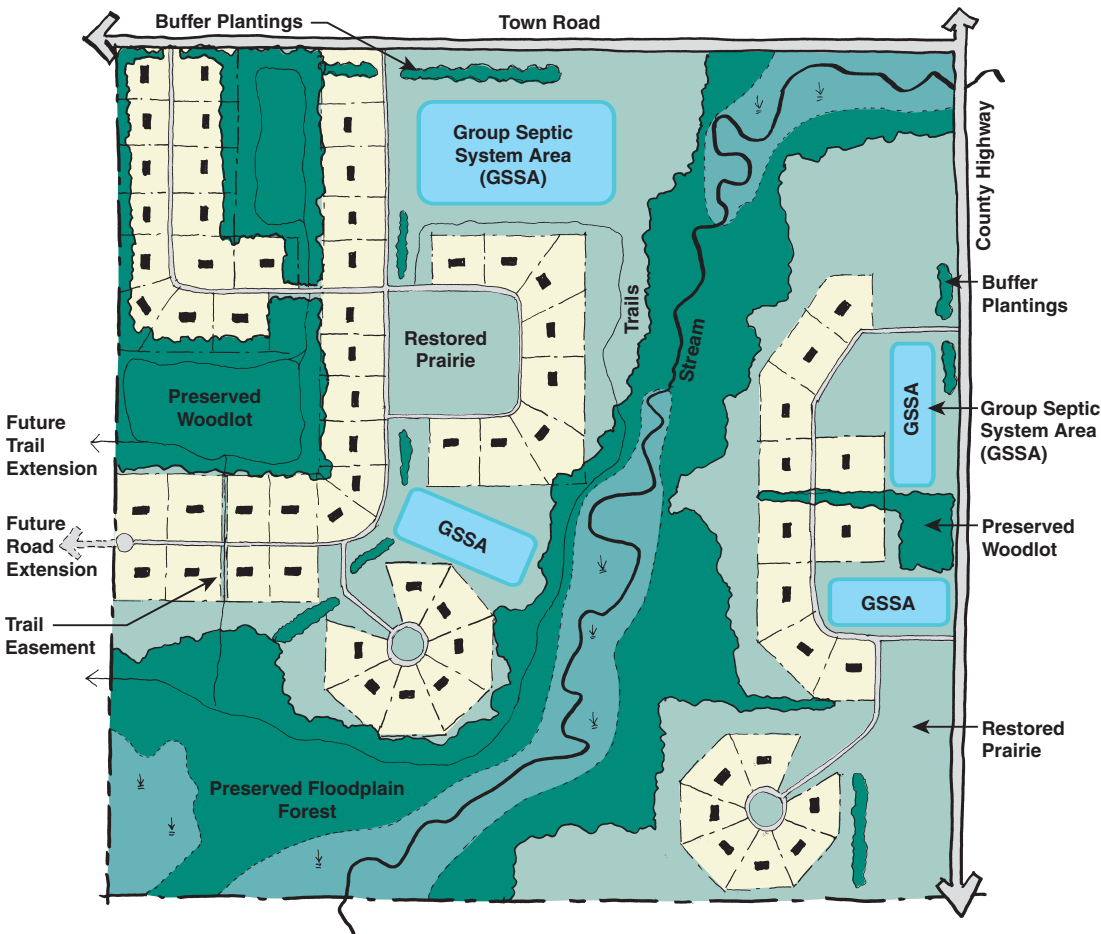
Density Scenario = 1 Unit Per 2.5 Acres

◆ 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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TOWN OF HELVETIA MINUTES

For December 4, 2006

The regular meeting of the Town Board was held at the Town Hall, and called to order by Chairman Leonard Oppor, at 7:00 PM. All town board members were present. 2 town residents were also in attendance. The minutes of the previous meeting were read by Doug Hines, Clerk, and approved with a motion by Gary Chich, 2nd by Calvin Preuss. All town bills were approved and paid with a motion by Gary Chich, 2nd by Calvin Preuss.

OLD BUSINESS:

Ditch line cleaning on Swamp Rd has been done. Gary Chich moved the School Bus sign on Swamp Rd to where the Manawa School District requested.

NEW BUSINESS:

Jerome Berkholtz, of the Plan Commission, presented a final draft of the Town Newsletter that will be mailed later this month. He also asked for approval of Resolution #12-04-06, which asks for Town Board approval of the Public Participation Plan. This was listed on the agenda as required. A motion was made by Calvin Preuss, 2nd by Gary Chich to approve resolution #12-04-06. Passed.

2 zoning permits were issued last month. Town Road right of ways were discussed by the board. The Chairman and Board will prepare a list of proposed changes and have them to act on at the 2007 Annual Meeting in April. Election workers were approved for a 1 year term with a motion by Gary Chich, 2nd by Calvin Preuss. Workers are as follows: Doug Hines, Linda Hines, Richard Briquet, Gloria Briquet, Clare Oppor, Rosalind Anderson & Nancy Morris. The Town wishes to thank Mary Kreuger for her many years of election work.

At the next board meeting approval of ordinance #01-02-07, Regulation of Public Entertainment, will be enacted on.

After reviewing the 2006 budget balance, a motion was made by Gary Chich, 2nd by Calvin Preuss to pay \$40,000.00 towards the Tractor loan.

The next meeting will be Tuesday January 2nd. 2007.

A motion to adjourn was made by Calvin Preuss, 2nd by Gary Chich.

Meeting Adjourned.
Doug Hines, Clerk

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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	Surveys Sent	Surveys Returned	Response Rate
Helvetia	271	284	104	36.6%
Iola	328	327	131	40.0%
Scandinavia	284	301	104	34.6%
Wyoming	111	161	41	25.4%
Harrison	206	239	76	31.7%
Iola (V)	567	228	92	40.4%
Scandinavia (V)	137	60	52	87.2%
Big Falls (V)	40	27	15	54.8%
Northwest Cluster	1944	1628	615	37.8%
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 Northwest Cluster communities are reported below.

	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	NW CLUSTER	WAUP. CO.
Margin of Error	+/- 9	+/- 8	+/- 9	+/- 14	+/- 10	+/- 9	+/- 10	+/- 22	+/- 4	+/- 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

SOUTHEAST CLUSTER

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

"Type of residence."

In the Northwest Cluster, most respondents (35%) identified their primary residence as rural/non-farm; 27% were non-resident landowners; 19% were urban/suburban; and 16% were rural farm.

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

Q34	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	1%	3%	5%	0%	2%	0%	7%	2%
Urban / Suburban	2%	16%	13%	0%	1%	68%	31%	20%	19%
Rural Farm	17%	20%	21%	27%	17%	5%	6%	20%	16%
Rural Non-Farm	44%	39%	45%	37%	34%	12%	37%	13%	35%
Not Waupaca Co	34%	24%	18%	32%	47%	12%	27%	40%	27%

"Use of rural residential property."

In the Northwest Cluster, over 1/3 (37%) of all rural residents were farms (28% part-time/hobby farms; 9% full-time farms); 31% stated "other" rural non-farm use; 26% 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	4%	9%	0%	5%	6%	5%	0%	5%
Full-time farm	3%	12%	9%	19%	10%	13%	9%	0%	9%
Part-time/hobby farm	25%	31%	25%	38%	33%	19%	18%	60%	28%
Recreational	31%	26%	22%	23%	21%	25%	45%	20%	26%
Other	38%	27%	36%	19%	31%	38%	23%	20%	31%

" Total acres owned in Waupaca County."

In the Northwest Cluster, almost 1/2 (44%) of respondents own 10 acres or less (29% 1 - 10 acres; 15% less than one acre); 22% own 11 to 40 acres; 16% own 41 to 80 acres; 13% own 81 to 200 acres; and 5% own over 200 acres.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2%	0%	0%	2%	1%	1%	0%	0%	1%
< 1 acre	9%	13%	12%	0%	1%	39%	21%	33%	15%
1- 10 acres	24%	25%	36%	2%	36%	35%	35%	33%	29%
11- 40 acres	22%	27%	18%	24%	28%	12%	21%	20%	22%
41- 80 acres	26%	15%	17%	27%	9%	9%	12%	7%	16%
81- 200 acres	14%	15%	12%	22%	20%	1%	10%	7%	13%
201- 500 acres	3%	3%	6%	10%	5%	3%	0%	0%	4%
> 500 acres	0%	2%	0%	12%	0%	0%	2%	0%	1%

" Age."

In the Northwest Cluster, most respondents (28%) are 65 years and older; 16%, 60 to 64; 15%, 55 to 59; 23%, 45 to 54; 14%, 35 to 44; 5%, 25 to 34; and under 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	0%	0%	0%	0%	0%	0%	0%	0%
20 - 24 yrs.	0%	0%	0%	0%	0%	0%	0%	0%	0%
25 - 34 yrs.	2%	7%	4%	5%	3%	8%	4%	7%	5%
35 - 44 yrs.	13%	15%	17%	12%	12%	11%	21%	7%	14%
45 - 54 yrs.	19%	23%	31%	7%	24%	22%	23%	53%	23%
55 - 59 yrs.	13%	21%	13%	24%	11%	16%	2%	7%	15%
60 - 64 yrs.	26%	12%	12%	27%	13%	12%	15%	13%	16%
65 & over	27%	22%	24%	24%	38%	32%	35%	13%	28%

" Years residing in/ visiting Waupaca County."

In the Northwest Cluster, almost 3/4 (69%) of respondents either resided in or visited Waupaca County for over 20 years; 9%, 15 to 20 years; 6%, 11 to 14 years; 9%, 5 to 10 years; 5%, 1 to 4 years; and under 1%, less than one year.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	5%	5%	0%	4%	0%	2%	0%	3%
< 1 years	1%	0%	1%	0%	0%	0%	0%	7%	0%
1-4 years	5%	5%	10%	0%	0%	5%	2%	0%	5%
5-10 years	8%	9%	6%	2%	12%	11%	13%	0%	9%
11-14 years	1%	8%	5%	0%	7%	10%	8%	0%	6%
15-20 years	6%	8%	12%	10%	9%	10%	10%	0%	9%
> 20 years	77%	63%	63%	88%	68%	64%	65%	93%	69%

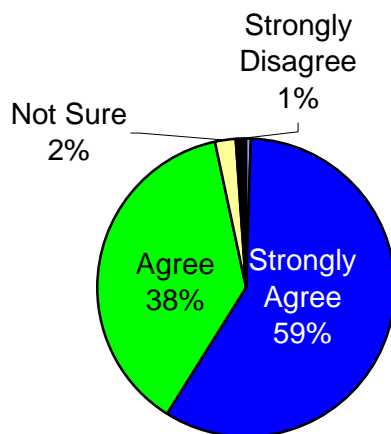
NATURAL RESOURCE VALUES AND DESIRES

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."

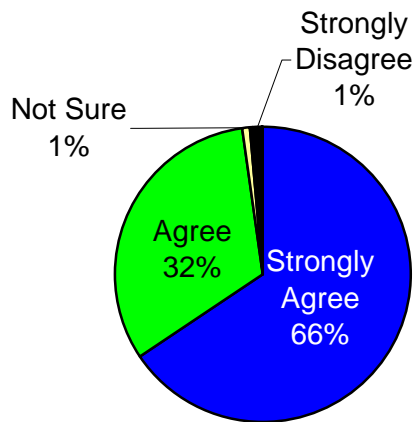


In the Northwest Cluster, protecting natural resources is important to almost all landowners. 97% of respondents agree with more than 1/2 (59%) that strongly agree, while only 1% disagree.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	1%	0%	0%	1%	0%	2%	0%	0%
Strongly Agree	61%	61%	62%	61%	54%	54%	52%	67%	59%
Agree	38%	34%	35%	37%	42%	40%	42%	33%	38%
Not Sure	0%	3%	4%	2%	3%	2%	0%	0%	2%
Disagree	1%	0%	0%	0%	0%	1%	0%	0%	0%
Strongly Disagree	0%	1%	0%	0%	0%	2%	4%	0%	1%

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

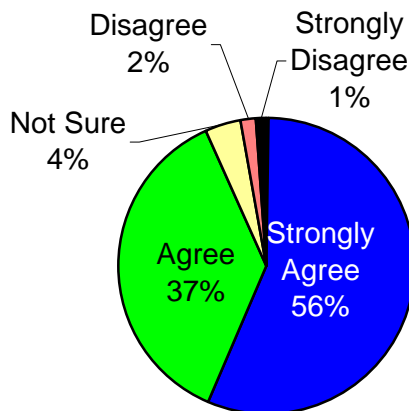


In the Northwest Cluster, protecting water resources is important to almost all landowners. 98% agree with 2/3 (66%) that strongly agree, while only 1% disagree.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	0%	0%	0%	0%	0%	0%	0%	0%
Strongly Agree	68%	65%	69%	71%	63%	60%	60%	87%	66%
Agree	29%	31%	30%	29%	36%	38%	38%	13%	32%
Not Sure	1%	2%	1%	0%	0%	0%	0%	0%	1%
Disagree	1%	1%	0%	0%	1%	0%	0%	0%	0%
Strongly Disagree	1%	2%	0%	0%	0%	2%	2%	0%	1%

" Protecting wildlife habitat is important to me."

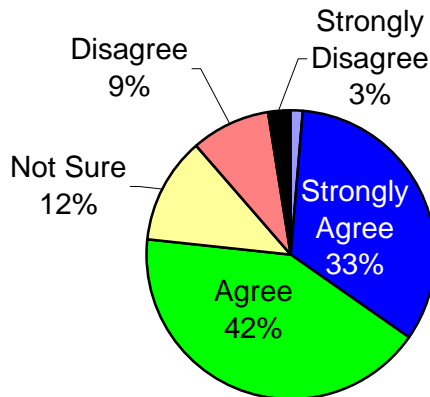


In the Northwest Cluster, 93% of landowners agree that protecting wildlife habitat is important (56% strongly agree), while 3% disagree.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	1%	0%	0%	0%	0%	0%	0%	0%
Strongly Agree	60%	56%	54%	63%	59%	49%	52%	73%	56%
Agree	38%	38%	38%	29%	34%	38%	38%	27%	37%
Not Sure	2%	2%	4%	7%	7%	7%	2%	0%	4%
Disagree	0%	2%	3%	0%	0%	3%	6%	0%	2%
Strongly Disagree	0%	1%	1%	0%	0%	3%	2%	0%	1%

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

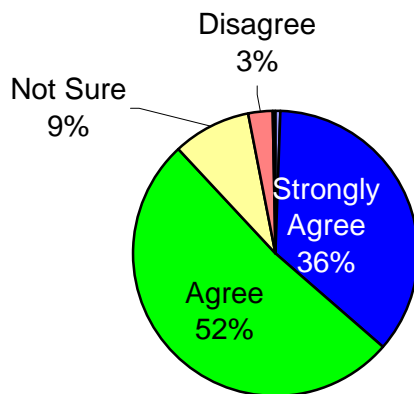


In the Northwest Cluster, 3/4 (75%) of landowners agree that strategies should be adopted to prevent forest fragmentation (33% strongly agree), while 12% disagree.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	4%	1%	1%	2%	1%	0%	0%	0%	1%
Strongly Agree	37%	31%	32%	34%	41%	30%	33%	27%	33%
Agree	42%	47%	44%	34%	30%	45%	42%	47%	42%
Not Sure	10%	11%	15%	17%	9%	11%	17%	7%	12%
Disagree	5%	8%	6%	10%	14%	13%	4%	20%	9%
Strongly Disagree	3%	3%	2%	2%	4%	1%	4%	0%	3%

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



In the Northwest Cluster, most landowners (88%) agree that the amount of water that runs off from development into our surface water should be decreased (36% strongly agree), while 3% disagree.

Countywide, 85% agree (34% strongly agree), while 4% disagree. There were no major differences in demographic variables.

Q18	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2%	1%	0%	0%	0%	1%	0%	0%	1%
Strongly Agree	32%	36%	37%	37%	39%	27%	50%	33%	36%
Agree	57%	52%	50%	54%	47%	52%	48%	53%	52%
Not Sure	7%	8%	13%	10%	8%	14%	0%	13%	9%
Disagree	3%	3%	1%	0%	5%	4%	2%	0%	3%
Strongly Disagree	0%	0%	0%	0%	0%	1%	0%	0%	0%

AGRICULTURE VALUES AND DESIRES

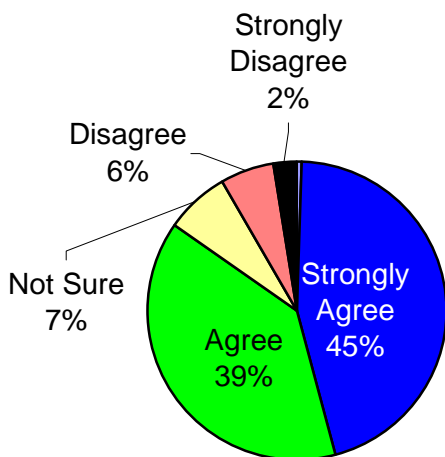
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified 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 communities address some of these opportunities and challenges.

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

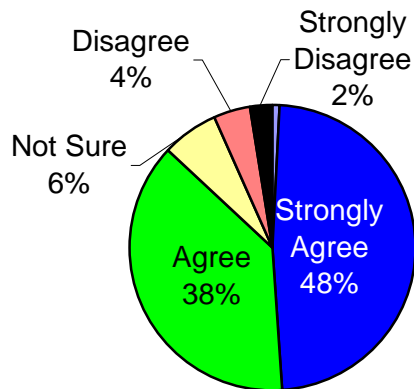


In the Northwest Cluster, over 3/4 (84%) of landowners agree that protecting their community's farmland is important (45% strongly agree), while 8% disagree.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	0%	1%	0%	1%	1%	0%	0%	0%
Strongly Agree	44%	50%	43%	32%	51%	41%	50%	47%	45%
Agree	40%	35%	42%	59%	33%	38%	35%	33%	39%
Not Sure	10%	7%	10%	2%	3%	8%	6%	7%	7%
Disagree	3%	6%	3%	5%	9%	9%	8%	7%	6%
Strongly Disagree	3%	2%	1%	2%	3%	3%	2%	7%	2%

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

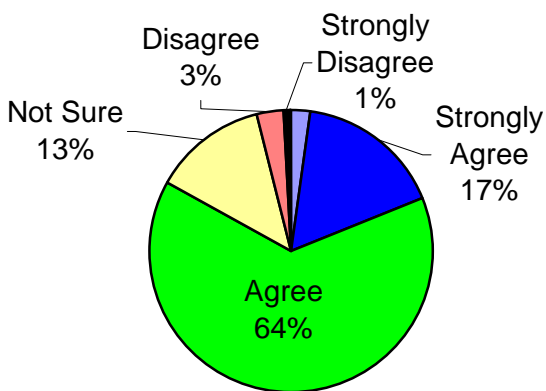


In the Northwest Cluster, even more landowners (86%) agree and almost 1/2 (48%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (6%) disagree.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	1%	1%	1%	0%	1%	1%	0%	0%	1%
Strongly Agree	49%	46%	48%	49%	51%	42%	54%	53%	48%
Agree	38%	41%	40%	37%	32%	40%	35%	40%	38%
Not Sure	8%	5%	6%	7%	8%	7%	6%	0%	6%
Disagree	4%	5%	3%	5%	4%	7%	4%	0%	4%
Strongly Disagree	1%	2%	2%	2%	4%	3%	2%	7%	2%

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

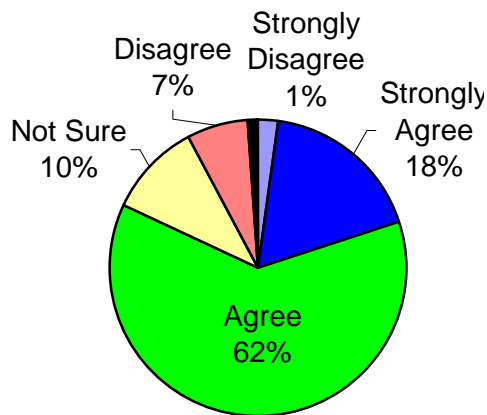


In the Northwest Cluster, over 3/4 (81%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (17% strongly agree), while only 4% disagree.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	6%	2%	1%	2%	0%	0%	4%	0%	2%
Strongly Agree	17%	11%	19%	15%	17%	18%	25%	13%	17%
Agree	62%	66%	61%	59%	67%	68%	62%	67%	64%
Not Sure	12%	16%	13%	24%	11%	11%	10%	7%	13%
Disagree	3%	3%	5%	0%	4%	2%	0%	13%	3%
Strongly Disagree	1%	2%	1%	0%	1%	0%	0%	0%	1%

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

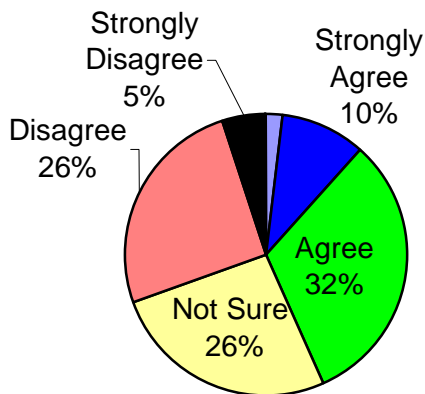


In the Northwest Cluster, over 3/4 (80%) agree that land use strategies should balance residential growth with farmland protection (18% strongly agree), while 8% disagree.

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

Q24	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	4%	2%	1%	0%	1%	2%	8%	0%	2%
Strongly Agree	15%	18%	24%	12%	12%	20%	21%	13%	18%
Agree	62%	63%	62%	63%	68%	64%	50%	47%	62%
Not Sure	10%	7%	8%	20%	9%	9%	15%	33%	10%
Disagree	8%	9%	5%	2%	9%	4%	6%	7%	7%
Strongly Disagree	2%	2%	1%	2%	0%	1%	0%	0%	1%

" Future farm expansion projects should not be allowed near existing homes."

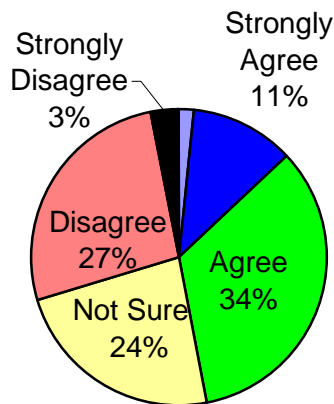


In the Northwest Cluster, landowners are divided regarding future farm expansion not being allowed near existing homes (42% agree, 31% disagree). Over 1/4 are not sure (26%).

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	2%	1%	0%	0%	2%	8%	0%	2%
Strongly Agree	12%	5%	16%	5%	8%	8%	15%	7%	10%
Agree	31%	37%	24%	44%	32%	34%	19%	40%	32%
Not Sure	25%	29%	28%	22%	28%	26%	19%	27%	26%
Disagree	22%	22%	26%	17%	32%	28%	33%	27%	26%
Strongly Disagree	8%	5%	5%	12%	1%	2%	6%	0%	5%

" Future homes should not be allowed near existing farming operations."

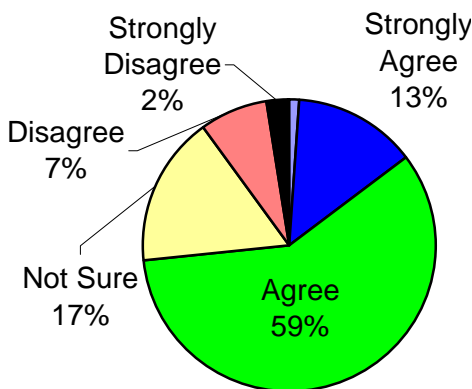


In the Northwest Cluster, almost 1/2 (45%) of landowners agree that future homes should not be allowed near existing farming operations (11% strongly agree). However, 30% disagree, with a large percentage that are not sure (24%). Compared to the previous question, there is a bit more agreement to limit 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	2%	0%	0%	0%	1%	8%	0%	2%
Strongly Agree	13%	8%	13%	12%	14%	5%	19%	7%	11%
Agree	35%	44%	32%	29%	30%	34%	21%	33%	34%
Not Sure	23%	18%	25%	27%	18%	33%	23%	27%	24%
Disagree	22%	23%	26%	29%	37%	26%	27%	33%	27%
Strongly Disagree	5%	5%	5%	2%	0%	1%	2%	0%	3%

" Dairy/ livestock farms should be allowed to expand in some areas of Waupaca County."

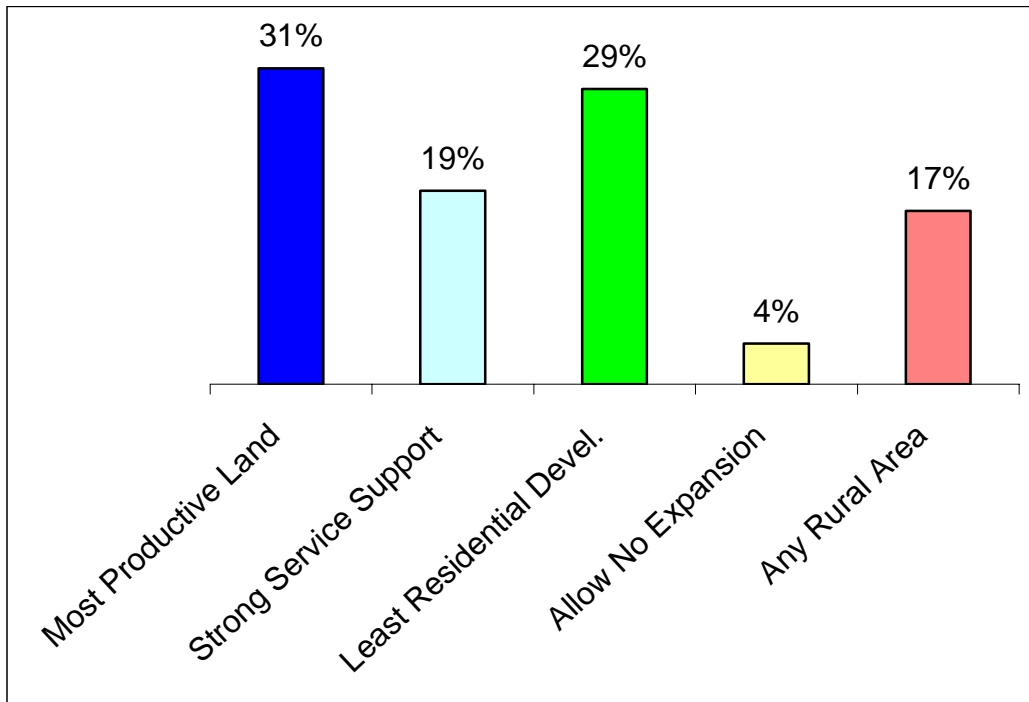


In the Northwest Cluster, almost 3/4 (72%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (13% strongly agree), while 9% disagree and 17% are not sure.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2%	2%	0%	0%	0%	2%	2%	0%	1%
Strongly Agree	20%	10%	16%	15%	11%	8%	19%	7%	13%
Agree	52%	58%	59%	59%	63%	65%	56%	60%	59%
Not Sure	15%	18%	17%	17%	14%	21%	10%	27%	17%
Disagree	8%	11%	6%	7%	8%	2%	12%	7%	7%
Strongly Disagree	3%	2%	2%	2%	4%	2%	2%	0%	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 Northwest Cluster**, most landowners (31%) identified that expansion should occur on the most productive land. The second choice most often identified (29%) 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 (17%). Only 4% said no expansion should take place. 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.

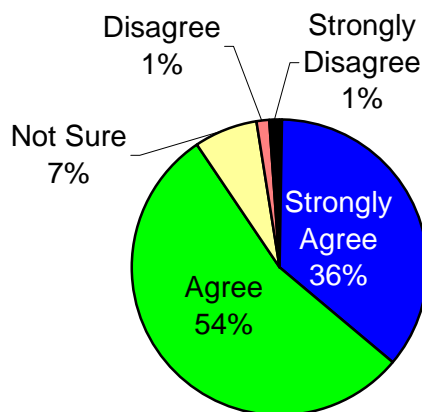
Q20	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Most Productive Land	33%	28%	29%	35%	30%	33%	35%	30%	31%
Strong Service Support	18%	21%	18%	19%	19%	17%	20%	13%	19%
Least Residential Development	27%	31%	37%	19%	24%	32%	26%	30%	29%
Allow No Expansion	5%	4%	2%	3%	7%	1%	2%	4%	4%
Any Rural Area	17%	16%	14%	24%	20%	17%	17%	22%	17%

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."

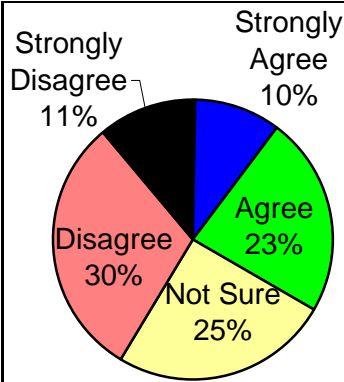


In the Northwest Cluster, most (90%) landowners agree that rural character should be protected in their community (36% strongly agree), while few disagree (2%).

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	0%	0%	0%	1%	0%	0%	0%	0%
Strongly Agree	38%	37%	35%	41%	38%	32%	31%	40%	36%
Agree	51%	55%	58%	51%	58%	53%	58%	40%	54%
Not Sure	9%	7%	7%	7%	1%	10%	8%	7%	7%
Disagree	1%	0%	1%	0%	1%	3%	2%	13%	1%
Strongly Disagree	1%	2%	0%	0%	0%	2%	2%	0%	1%

" Having more public land available in my community is important to me."



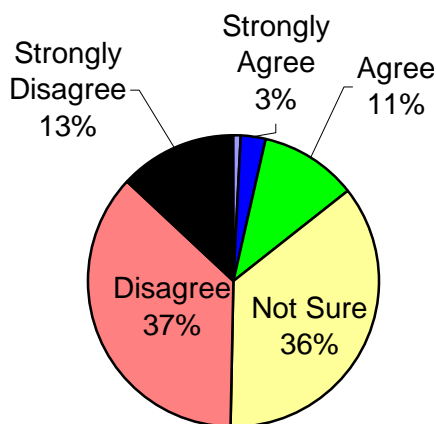
In the Northwest Cluster, landowners are divided regarding the need for more public land in their community. Over 1/3 (41%) disagree, 1/3 (33%) agree, and 1/4 (25%) are not sure. Level of agreement varies from 7% to 40% between communities. The Northwest Cluster disagreed the most relative to other Clusters (29% - 38%)

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	0%	0%	0%	1%	0%	0%	0%	0%
Strongly Agree	13%	12%	13%	2%	11%	7%	6%	13%	10%
Agree	27%	21%	25%	5%	16%	32%	25%	20%	23%
Not Sure	25%	28%	24%	22%	22%	28%	25%	20%	25%
Disagree	24%	28%	27%	41%	38%	30%	31%	40%	30%
Strongly Disagree	12%	10%	11%	29%	12%	3%	13%	7%	11%

" My community should become a 'bedroom' community."

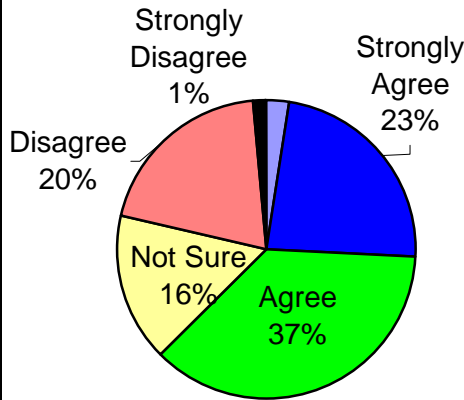


In the Northwest Cluster, 1/2 (50%) disagree their community should become a bedroom community (live here, work elsewhere) (13% strongly disagree), while only 14% agree. Furthermore, over 1/3 (36%) are not sure. Level of agreement varies from 9% to 40% between communities.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	1%	0%	0%	2%	3%	1%	0%	0%	1%
Strongly Agree	2%	3%	2%	5%	5%	2%	2%	7%	3%
Agree	12%	8%	7%	27%	7%	10%	10%	33%	11%
Not Sure	40%	38%	38%	27%	37%	27%	44%	13%	36%
Disagree	34%	40%	38%	27%	33%	45%	33%	40%	37%
Strongly Disagree	12%	11%	15%	12%	16%	15%	12%	7%	13%

" I should be allowed to use my property as I see fit."



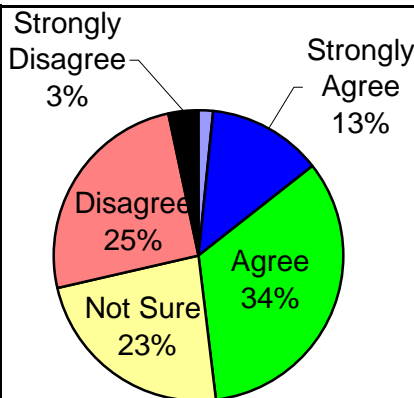
In the Northwest Cluster, over 1/2 (60%) agree that they should be allowed to use their property as they see fit (23% strongly agree), while 21% disagree and 16% are not sure. Level of agreement varies between 47% to 68% between communities.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2%	3%	2%	2%	0%	2%	6%	13%	3%
Strongly Agree	30%	27%	16%	22%	22%	17%	27%	20%	23%
Agree	32%	39%	31%	46%	41%	38%	35%	40%	37%
Not Sure	17%	15%	23%	12%	16%	17%	12%	0%	16%
Disagree	17%	15%	27%	17%	18%	23%	19%	27%	20%
Strongly Disagree	2%	1%	1%	0%	3%	2%	2%	0%	1%

" My neighbors should be allowed to use their property as they see fit."



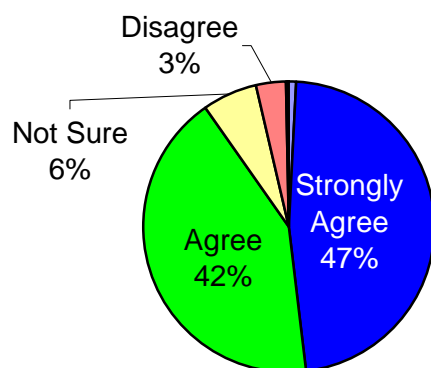
In the Northwest Cluster, almost 1/2 (47%) agree that their neighbors should be allowed to use their property as they see fit (13% strongly agree). Over 1/4 (28%) disagree (3% strongly disagree), while 23% are not sure. This is less than the 60% who agreed in the previous question that they should be able to use their own property as they see fit. Level of agreement varies between 36% to 62% between communities.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	1%	2%	0%	0%	2%	4%	0%	2%
Strongly Agree	13%	18%	8%	12%	16%	9%	12%	13%	13%
Agree	28%	34%	28%	51%	32%	37%	37%	47%	34%
Not Sure	28%	24%	21%	17%	24%	24%	17%	27%	23%
Disagree	23%	21%	38%	17%	25%	26%	25%	13%	25%
Strongly Disagree	5%	2%	3%	2%	4%	2%	6%	0%	3%

" Protecting my neighbor's private property rights is important to me."

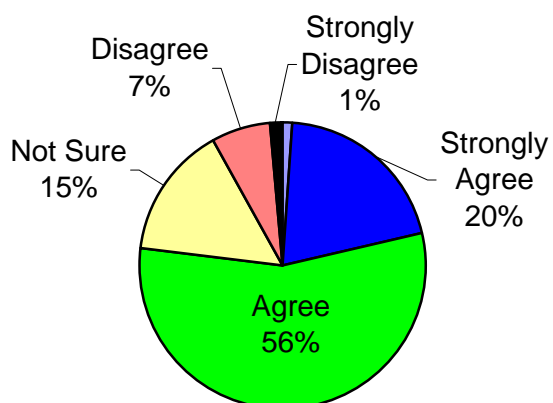


In the Northwest Cluster, nine in ten landowners (89%) agree that protecting their neighbor's private property rights is important (47% strongly agree), while only 3% disagree and 6% are not sure. This compares to 49% that agree their neighbor should be able to use their property as they see fit and 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	1%	1%	2%	0%	0%	1%	0%	0%	1%
Strongly Agree	52%	47%	39%	37%	54%	47%	48%	73%	47%
Agree	38%	46%	46%	54%	34%	41%	44%	20%	42%
Not Sure	3%	5%	10%	10%	8%	7%	2%	7%	6%
Disagree	6%	2%	3%	0%	4%	4%	4%	0%	3%
Strongly Disagree	1%	0%	0%	0%	0%	0%	2%	0%	0%

" Land use strategies are necessary to protect our community interests."

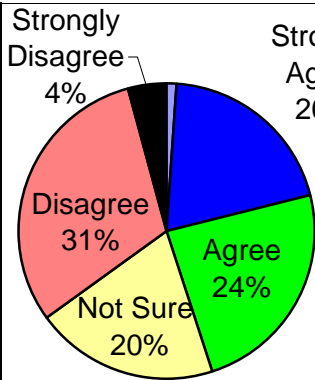


In the Northwest Cluster, over 3/4 (76%) of landowners agree that land use strategies are necessary to protect community interests (20% strongly agree), while 8% disagree (1% strongly disagree) and 15% are not sure.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	1%	0%	0%	1%	0%	2%	0%	1%
Strongly Agree	25%	22%	28%	22%	13%	11%	19%	13%	20%
Agree	52%	50%	53%	49%	58%	74%	54%	60%	56%
Not Sure	13%	19%	14%	22%	14%	11%	13%	13%	15%
Disagree	5%	7%	4%	5%	13%	2%	12%	13%	7%
Strongly Disagree	3%	2%	1%	2%	0%	2%	0%	0%	1%

" Residential development should not occur in rural areas of Waupaca County."



In the Northwest Cluster, landowners are divided about residential development not occurring in rural areas of Waupaca County (44% agree, 35% disagree, 20% not sure). Level of agreement varies between 27% to 54% between communities.

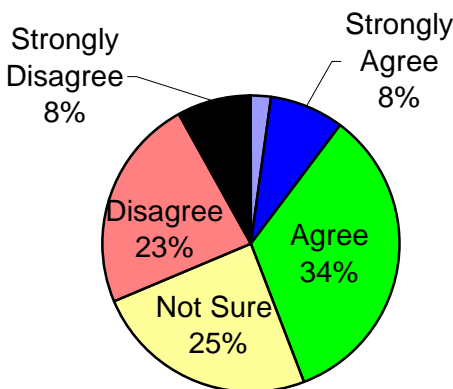
Countywide, landowners are also divided (40% agree, 37% disagree, 23% not sure). More landowners in Northwest, Northeast, and Central Clusters agree (41 - 44%); however, more in the Southwest disagree (40%).

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 to 40 acres (43%), 81 to 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	1%	0%	0%	0%	1%	2%	0%	1%
Strongly Agree	27%	22%	15%	17%	29%	10%	19%	13%	20%
Agree	19%	31%	24%	20%	25%	17%	25%	33%	24%
Not Sure	22%	15%	25%	34%	5%	26%	19%	13%	20%
Disagree	26%	24%	30%	24%	41%	42%	29%	33%	31%
Strongly Disagree	3%	6%	6%	5%	0%	3%	6%	7%	4%

" If rural residential development takes place, it should be scattered randomly throughout this area of Waupaca County."

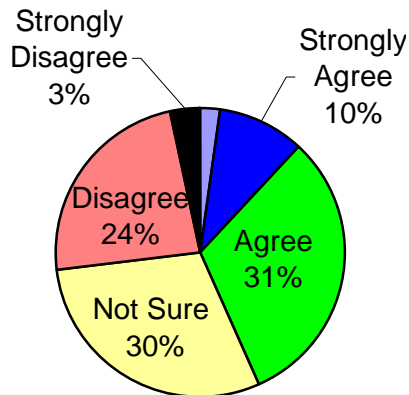


In the Northwest Cluster, landowners are divided about randomly scattering residential development throughout this area of Waupaca County if it occurs (42% agree; 31% disagree, 25% not sure). Level of agreement varies between 33% to 51% between communities.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	4%	1%	2%	2%	0%	2%	6%	0%	2%
Strongly Agree	12%	8%	3%	10%	11%	4%	13%	13%	8%
Agree	39%	37%	30%	29%	37%	29%	25%	47%	34%
Not Sure	21%	24%	28%	22%	16%	29%	35%	20%	25%
Disagree	17%	18%	25%	29%	29%	34%	13%	20%	23%
Strongly Disagree	7%	12%	13%	7%	8%	1%	8%	0%	8%

" If rural residential development takes place in this area of Waupaca County, it should be clustered in specific locations."

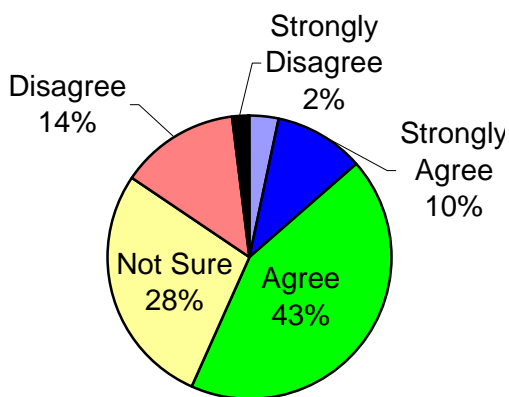


In the Northwest Cluster, over 1/3 (41%) of landowners agree if rural residential development takes place it should be clustered in specific locations (10% strongly agree). Over 1/4 (27%) disagree and 30% are not sure. This is similar to the previous question and might indicate a need for more information 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	2%	3%	2%	0%	2%	4%	0%	2%
Strongly Agree	13%	8%	13%	7%	11%	5%	8%	13%	10%
Agree	32%	27%	35%	37%	29%	37%	31%	13%	31%
Not Sure	20%	35%	32%	29%	29%	29%	33%	33%	30%
Disagree	24%	27%	17%	20%	29%	24%	21%	33%	24%
Strongly Disagree	8%	2%	1%	5%	3%	2%	4%	7%	3%

" Development should be guided so that it occurs in certain areas and is not allowed in others, in order to limit community costs."

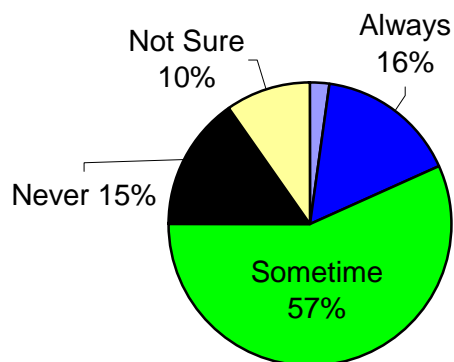


In the Northwest Cluster, a majority (53%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (10% strongly agree), while 16% disagree and 28% are not sure.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	8%	5%	1%	5%	0%	2%	4%	0%	3%
Strongly Agree	11%	6%	17%	5%	11%	10%	12%	7%	10%
Agree	41%	50%	42%	51%	38%	36%	40%	47%	43%
Not Sure	28%	29%	24%	27%	25%	35%	27%	20%	28%
Disagree	11%	8%	13%	12%	21%	16%	17%	27%	14%
Strongly Disagree	2%	2%	3%	0%	5%	1%	0%	0%	2%

" Should landowners in your area be compensated not to develop their land?"



In the Northwest Cluster, a majority (57%) of respondents indicated that landowners in their area should sometimes be compensated not to develop their land, while 16% stated always, 15% stated never, and 10% were not sure.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2%	2%	2%	0%	1%	0%	12%	0%	2%
Always	18%	14%	16%	29%	17%	9%	17%	20%	16%
Sometimes	61%	53%	64%	44%	50%	63%	50%	67%	57%
Never	11%	18%	13%	15%	21%	20%	10%	7%	15%
Not Sure	9%	14%	5%	12%	11%	9%	12%	7%	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.

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.



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
Helvetia	271	226	91	40.3%
Iola	328	289	182	63.0%
Scandinavia	284	258	76	29.5%
Wyoming	111	130	48	36.9%
Harrison	206	206	84	40.8%
Iola (V)	567	227	75	33.0%
Scandinavia (V)	137	52	35	67.3%
Big Falls (V)	40	18	13	72.2%
Northwest Cluster	1,944	1,406	604	43.0%
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.

	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Margin of Error	+/- 9	+/- 8	+/- 9	+/- 14	+/- 10	+/- 9	+/- 10	+/- 22	+/- 4

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Urban/Suburban	2%	9%	8%	2%	2%	9%	23%	17%	8%
Rural Non-farm	46%	28%	36%	29%	31%	28%	26%	33%	32%
Farm	13%	10%	21%	23%	6%	10%	11%	17%	13%
Hobby Farm	9%	10%	11%	6%	5%	10%	9%	0%	9%
Shoreland	9%	14%	13%	2%	5%	14%	6%	0%	11%
Absentee	21%	29%	11%	38%	51%	29%	26%	33%	29%

" 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
< 1 acre	5%	16%	9%	6%	1%	59%	29%	31%	17%
1- 10 acres	40%	39%	43%	10%	39%	23%	26%	23%	34%
11- 40 acres	23%	19%	21%	35%	35%	4%	20%	15%	22%
41- 80 acres	18%	14%	11%	18%	14%	12%	17%	23%	15%
81- 200 acres	9%	8%	11%	14%	8%	1%	9%	8%	8%
201- 500 acres	5%	3%	2%	2%	2%	0%	0%	0%	2%
> 500 acres	0%	1%	2%	14%	0%	0%	0%	0%	2%

" 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
18 - 24 yrs.	0%	0%	1%	2%	1%	0%	0%	0%	0%
25 - 34 yrs.	6%	6%	4%	2%	4%	6%	9%	8%	5%
35 - 44 yrs.	21%	17%	8%	19%	13%	13%	9%	8%	15%
45 - 54 yrs.	29%	27%	25%	23%	31%	19%	26%	31%	26%
55 - 64 yrs.	28%	20%	36%	32%	28%	24%	20%	15%	26%
65 - 74 yrs.	12%	21%	16%	15%	14%	21%	17%	15%	17%
75 - 84 yrs.	4%	7%	9%	4%	8%	17%	17%	23%	9%
85 & over	0%	2%	0%	2%	0%	1%	3%	0%	1%

" 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
< 1 years	0%	4%	1%	4%	1%	3%	0%	8%	2%
1-4 years	9%	8%	9%	0%	11%	5%	9%	0%	8%
5-10 years	18%	18%	14%	8%	17%	18%	11%	17%	16%
11-14 years	4%	11%	8%	19%	18%	9%	9%	17%	11%
15-20 years	15%	11%	14%	10%	15%	14%	14%	17%	13%
> 20 years	54%	48%	54%	58%	38%	51%	57%	42%	50%

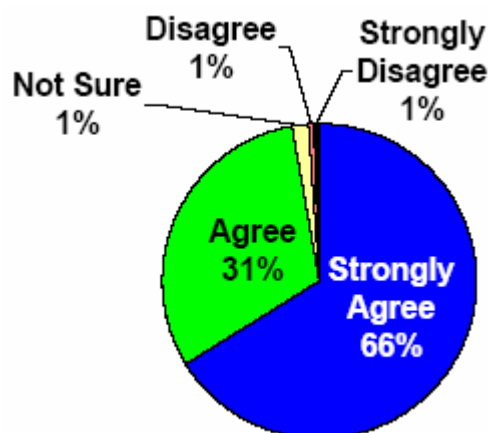
The “9 Elements” of Comprehensive Planning

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.

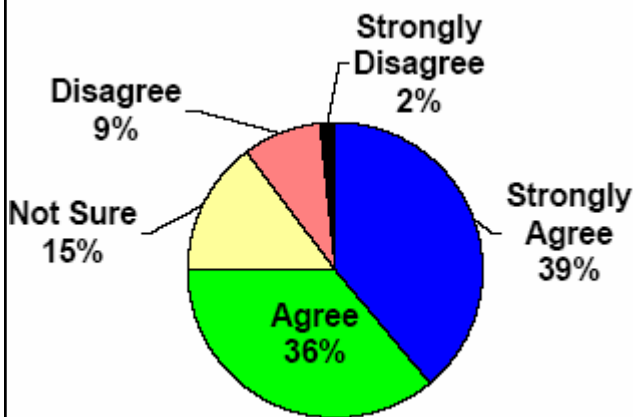
" Protecting lakes, streams, wetlands and groundwater is important to me."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	64%	72%	74%	73%	75%	64%	60%	69%	68%
Agree	33%	27%	25%	27%	21%	35%	40%	31%	30%
Not Sure	2%	1%	0%	0%	0%	1%	0%	0%	1%
Disagree	1%	0%	1%	0%	2%	0%	0%	0%	1%
Strongly Disagree	0%	0%	0%	0%	1%	0%	0%	0%	0%

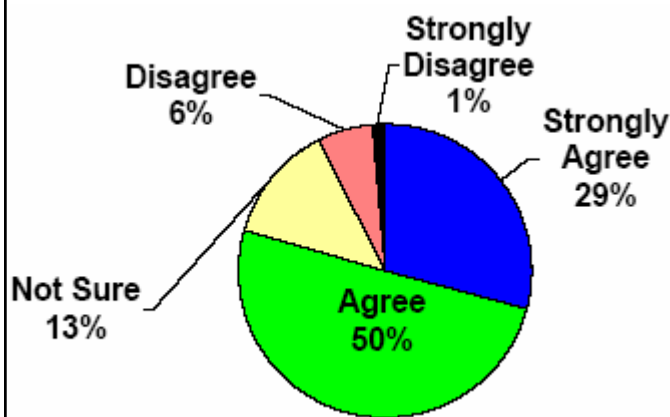
" Protecting large, connected tracts of forestland from being broken apart is important to me."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	39%	38%	48%	57%	39%	32%	34%	38%	41%
Agree	38%	34%	26%	24%	35%	47%	43%	54%	38%
Not Sure	19%	19%	13%	12%	17%	14%	11%	0%	13%
Disagree	4%	7%	13%	6%	7%	7%	11%	8%	8%
Strongly Disagree	0%	2%	0%	0%	2%	1%	0%	0%	0%

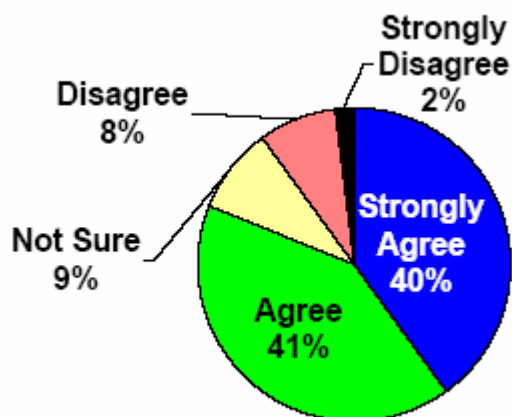
" Protecting historical sites and structures is important to me."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	22%	32%	36%	35%	36%	28%	29%	46%	33%
Agree	60%	47%	47%	43%	50%	59%	40%	46%	49%
Not Sure	10%	14%	9%	16%	10%	8%	26%	0%	12%
Disagree	8%	5%	7%	6%	1%	4%	6%	8%	6%
Strongly Disagree	0%	1%	1%	0%	4%	0%	0%	0%	0%

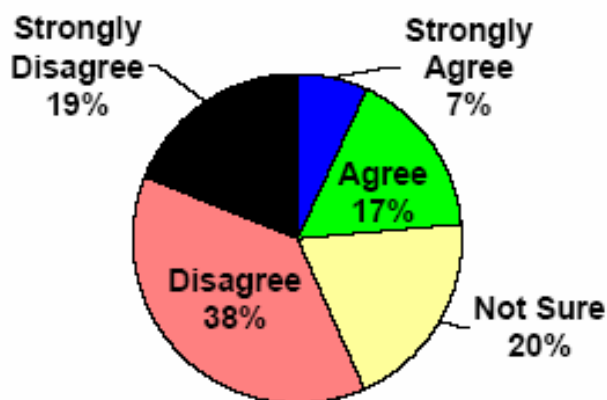
" Protecting farmland in my community from development is important to me."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	47%	52%	54%	35%	45%	40%	37%	46%	45%
Agree	40%	33%	33%	48%	39%	39%	43%	38%	39%
Not Sure	5%	7%	7%	6%	5%	8%	9%	8%	7%
Disagree	4%	6%	6%	8%	10%	13%	11%	8%	8%
Strongly Disagree	3%	3%	0%	2%	2%	0%	0%	0%	1%

"Converting farmland in my community into non-agricultural uses, like businesses and homes, is important to me."

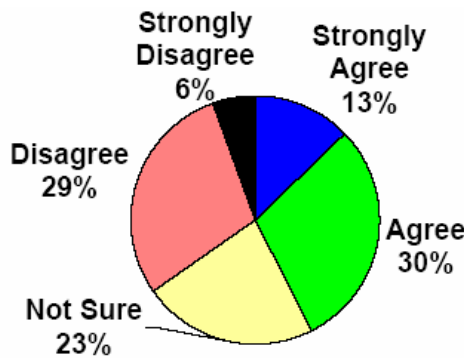


Countywide, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/suburban landowners disagree less (50%) and agree more (26%). Farms disagree 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	7%	4%	7%	6%	5%	7%	3%	8%	6%
Agree	13%	14%	19%	16%	11%	21%	17%	38%	16%
Not Sure	15%	15%	10%	16%	20%	25%	23%	8%	17%
Disagree	40%	40%	37%	35%	43%	38%	37%	23%	39%
Strongly Disagree	25%	27%	27%	27%	21%	10%	20%	23%	23%

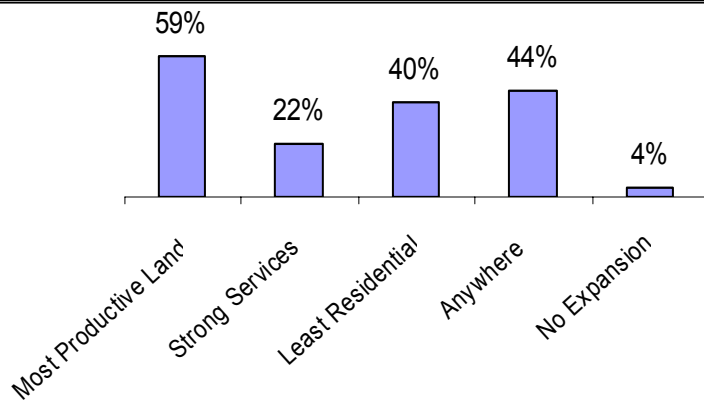
" Future homes, which are not part of a farm operation, should not be allowed near existing farming operations."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	16%	11%	15%	12%	10%	17%	9%	8%	13%
Agree	32%	35%	29%	20%	23%	28%	37%	25%	30%
Not Sure	18%	20%	18%	37%	33%	23%	20%	17%	23%
Disagree	30%	30%	34%	29%	30%	29%	34%	25%	30%
Strongly Disagree	4%	5%	3%	2%	5%	3%	0%	25%	4%

" Where should future dairy and livestock expansion occur?"

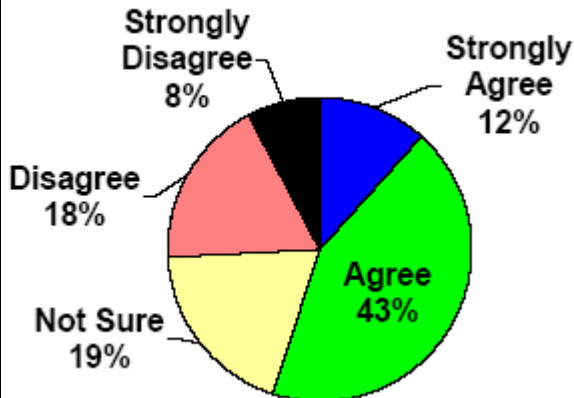


In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Most productive land	70%	60%	52%	67%	50%	55%	46%	46%	58%
Strong services	19%	23%	16%	20%	31%	24%	40%	38%	24%
Least residential	32%	39%	47%	45%	44%	45%	43%	31%	41%
Anywhere	55%	42%	40%	39%	43%	43%	34%	46%	43%
No expansion	7%	6%	8%	4%	4%	1%	9%	0%	5%

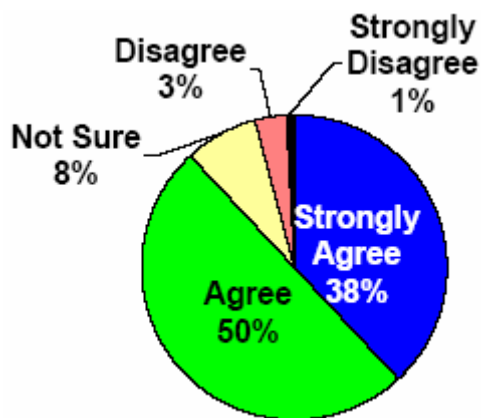
"A portion of new homes built in this area of Waupaca County should provide housing opportunities for low and moderate income residents."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	7%	12%	10%	8%	12%	11%	11%	17%	11%
Agree	52%	38%	38%	45%	36%	49%	54%	33%	43%
Not Sure	19%	17%	31%	29%	24%	13%	17%	42%	21%
Disagree	18%	21%	15%	16%	20%	19%	17%	8%	18%
Strongly Disagree	4%	12%	6%	2%	8%	8%	0%	0%	7%

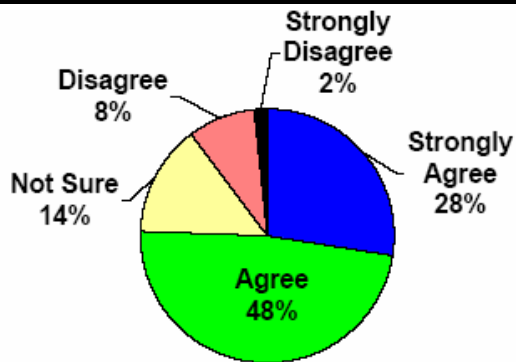
"Waupaca County communities should pool resources to attract and/or retain companies that will create jobs."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	36%	41%	27%	22%	35%	41%	14%	31%	34%
Agree	49%	48%	55%	49%	52%	47%	77%	46%	51%
Not Sure	12%	8%	13%	20%	6%	9%	3%	15%	10%
Disagree	1%	3%	6%	8%	2%	3%	6%	8%	4%
Strongly Disagree	1%	1%	0%	0%	5%	0%	0%	0%	1%

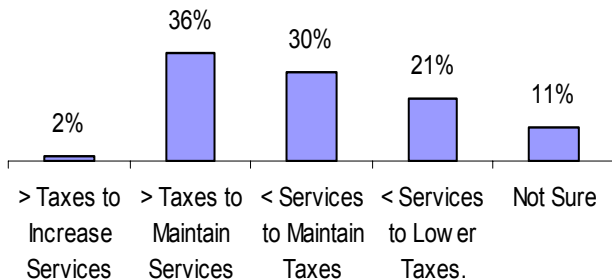
"Community services, like schools, roads, and police and fire protection, should be combined and provided jointly by communities if money will be saved."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	23%	30%	21%	39%	26%	28%	9%	46%	27%
Agree	48%	53%	49%	45%	56%	44%	63%	31%	51%
Not Sure	20%	9%	13%	8%	8%	16%	23%	8%	13%
Disagree	7%	7%	16%	8%	7%	12%	6%	15%	9%
Strongly Disagree	2%	1%	0%	0%	2%	0%	0%	0%	1%

"Tax and Service Policy Choices."

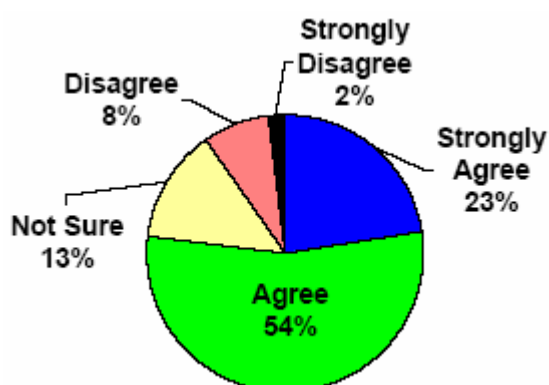


In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Taxes Increased, Services Increased	0%	1%	2%	0%	1%	1%	0%	0%	1%
Taxes Increased, Services Same	31%	34%	41%	45%	36%	36%	50%	42%	37%
Taxes Same, Services Decreased	34%	26%	29%	31%	34%	23%	21%	17%	28%
Taxes Decreased, Services Decreased	20%	27%	20%	18%	18%	29%	18%	25%	23%
Not Sure	14%	12%	8%	6%	11%	11%	12%	17%	11%

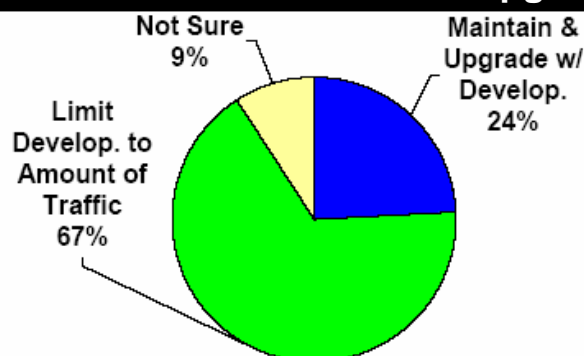
" The placement of new residential development should be managed in order to control community service costs, like schools, roads, and police and fire protection."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	21%	26%	24%	16%	33%	15%	14%	42%	23%
Agree	59%	54%	56%	43%	48%	54%	63%	50%	54%
Not Sure	13%	12%	10%	27%	7%	18%	17%	8%	13%
Disagree	7%	6%	8%	14%	10%	12%	6%	0%	8%
Strongly Disagree	0%	3%	1%	0%	2%	1%	0%	0%	1%

" 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.

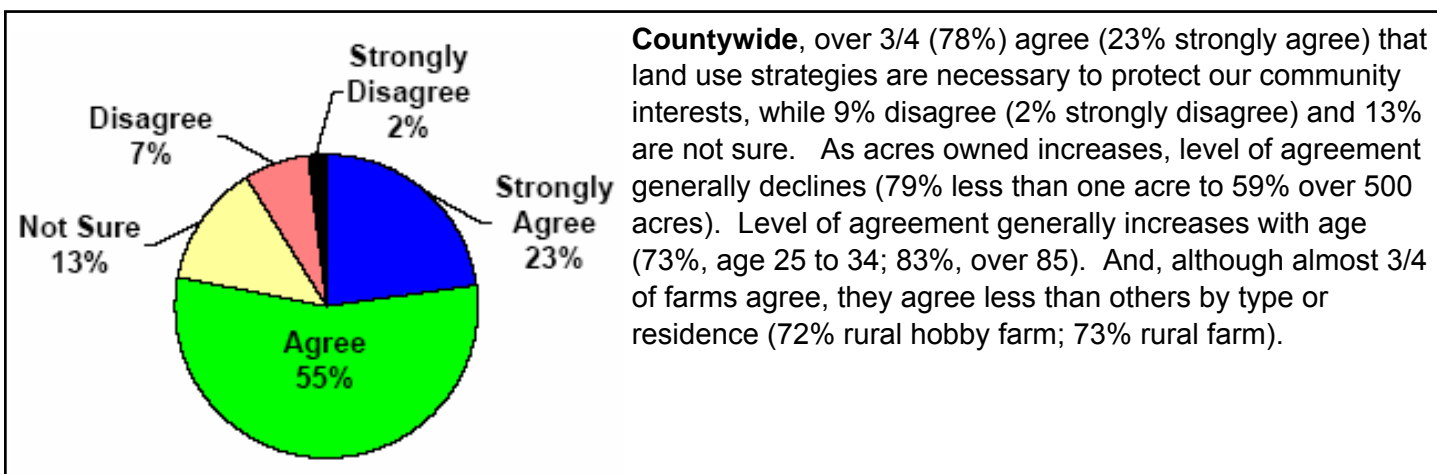
Q23	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Maintenance & Upgrades Increase	20%	19%	14%	12%	23%	30%	34%	23%	21%
Limit Residential Development w/	74%	71%	79%	61%	68%	58%	63%	69%	69%
Not Sure	7%	10%	7%	27%	9%	12%	3%	8%	10%

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.

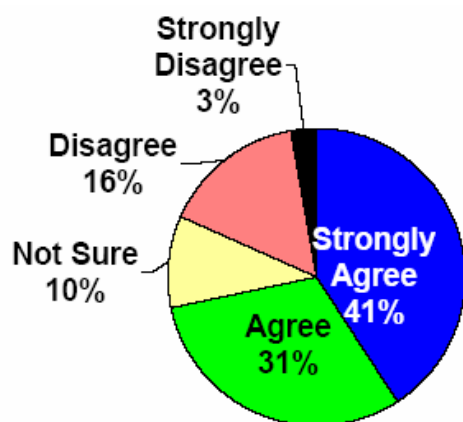
The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, 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."



Q16	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	19%	20%	24%	43%	25%	25%	23%	17%	24%
Agree	57%	59%	57%	39%	46%	48%	63%	75%	54%
Not Sure	13%	10%	14%	14%	17%	21%	6%	8%	13%
Disagree	10%	9%	3%	4%	10%	5%	9%	0%	8%
Strongly Disagree	0%	2%	1%	0%	2%	1%	0%	0%	1%

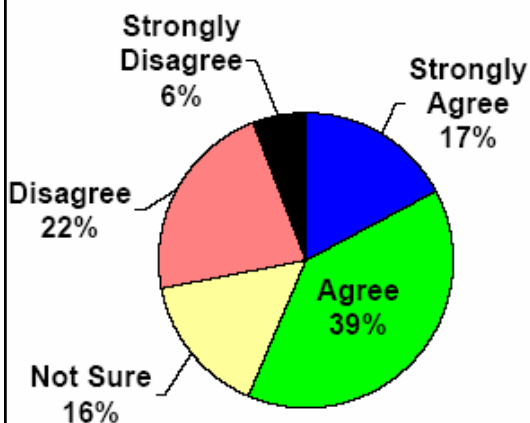
" I should be allowed to use my property as I see fit."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	49%	46%	36%	47%	43%	27%	46%	67%	43%
Agree	29%	26%	31%	37%	33%	34%	34%	17%	30%
Not Sure	7%	11%	8%	8%	11%	8%	11%	17%	9%
Disagree	12%	11%	22%	8%	11%	27%	6%	0%	14%
Strongly Disagree	3%	5%	3%	0%	2%	4%	3%	0%	4%

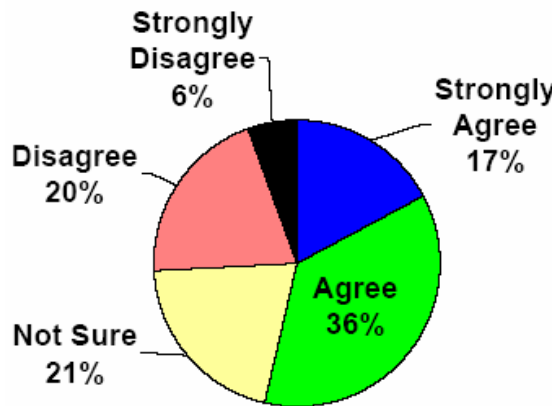
" My neighbors should be allowed to use their property as they see fit."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	26%	18%	16%	12%	21%	8%	11%	8%	17%
Agree	45%	38%	41%	61%	38%	41%	43%	50%	42%
Not Sure	9%	18%	10%	8%	17%	11%	20%	42%	14%
Disagree	13%	18%	27%	16%	18%	34%	17%	0%	20%
Strongly Disagree	7%	8%	6%	2%	6%	5%	9%	0%	6%

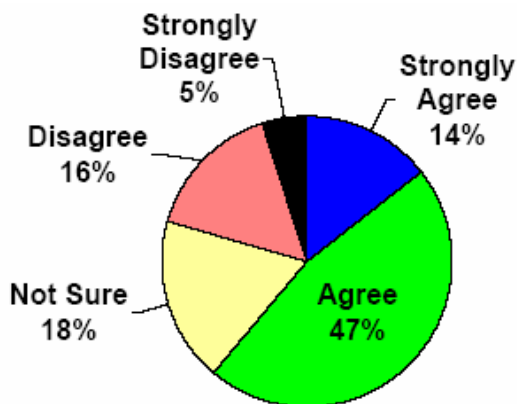
" Having more public land available for recreational activities in my community is important to me."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	13%	14%	16%	10%	17%	14%	16%	8%	14%
Agree	35%	38%	31%	29%	32%	38%	31%	31%	33%
Not Sure	23%	21%	23%	18%	21%	21%	23%	23%	22%
Disagree	24%	23%	22%	16%	23%	23%	22%	23%	22%
Strongly Disagree	4%	4%	7%	27%	7%	4%	7%	15%	10%

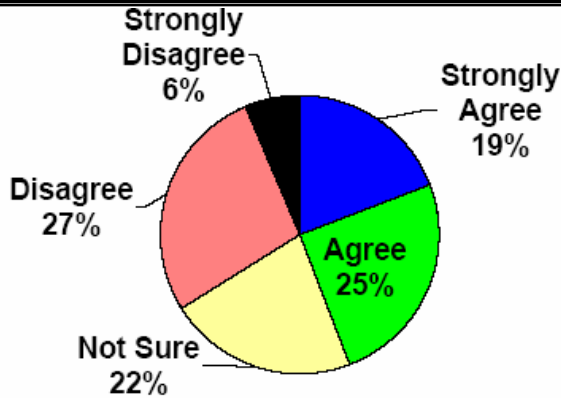
" Design standards, like landscaping, building characteristics, and signage, should be implemented for new development so community character can be preserved."



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	13%	15%	16%	20%	11%	7%	9%	15%	14%
Agree	36%	48%	44%	29%	43%	49%	57%	46%	44%
Not Sure	23%	15%	21%	24%	23%	28%	20%	31%	21%
Disagree	27%	18%	15%	24%	17%	15%	14%	8%	18%
Strongly Disagree	1%	5%	3%	2%	6%	1%	0%	0%	3%

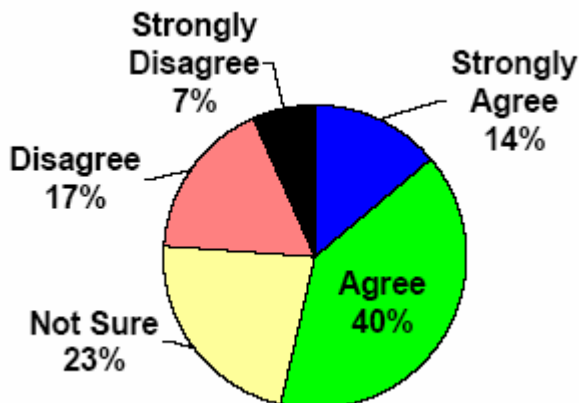
**" Residential development should not occur in rural areas
(defined as not in a city or village) of Waupaca County."**



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	27%	25%	20%	27%	17%	14%	9%	33%	21%
Agree	18%	29%	28%	20%	30%	23%	34%	33%	27%
Not Sure	25%	17%	19%	16%	26%	24%	23%	8%	20%
Disagree	28%	24%	28%	33%	21%	31%	31%	25%	28%
Strongly Disagree	2%	5%	6%	4%	6%	8%	3%	0%	4%

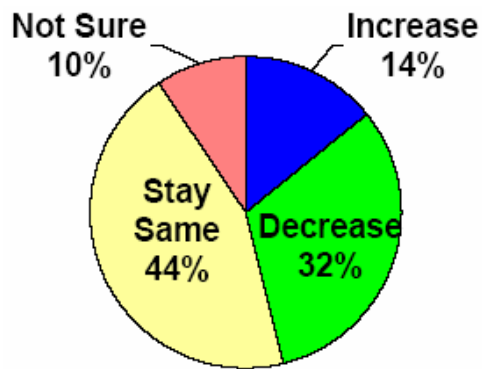
**" If rural residential development takes place, it should be widely
scattered throughout this area of Waupaca County."**



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	13%	21%	14%	18%	7%	11%	11%	8%	15%
Agree	32%	38%	36%	22%	49%	49%	43%	42%	39%
Not Sure	27%	16%	26%	33%	19%	19%	26%	25%	22%
Disagree	16%	18%	14%	18%	11%	16%	17%	25%	16%
Strongly Disagree	11%	7%	10%	8%	14%	5%	3%	0%	9%

“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?”



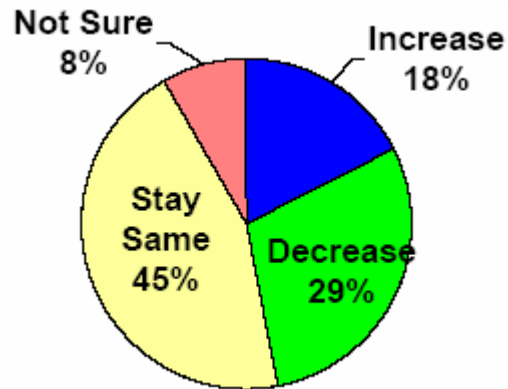
Countywide, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Increase	7%	11%	10%	4%	7%	19%	9%	15%	10%
Decrease	43%	44%	36%	50%	37%	20%	20%	31%	38%
Stay the Same	37%	38%	45%	42%	45%	50%	60%	46%	43%
Not Sure	13%	7%	9%	4%	11%	11%	11%	8%	9%

“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?”



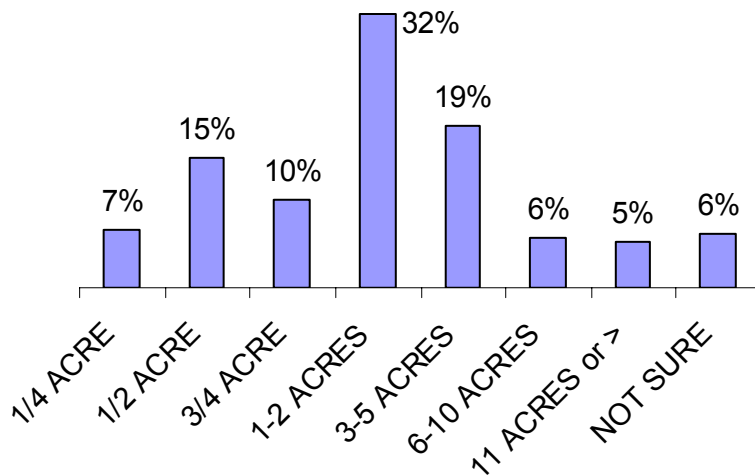
Countywide, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre also 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Increase	9%	16%	10%	2%	10%	32%	11%	15%	14%
Decrease	42%	42%	30%	55%	31%	19%	17%	23%	35%
Stay the Same	41%	36%	49%	39%	48%	41%	60%	54%	43%
Not Sure	9%	6%	10%	4%	12%	8%	11%	8%	8%

" 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

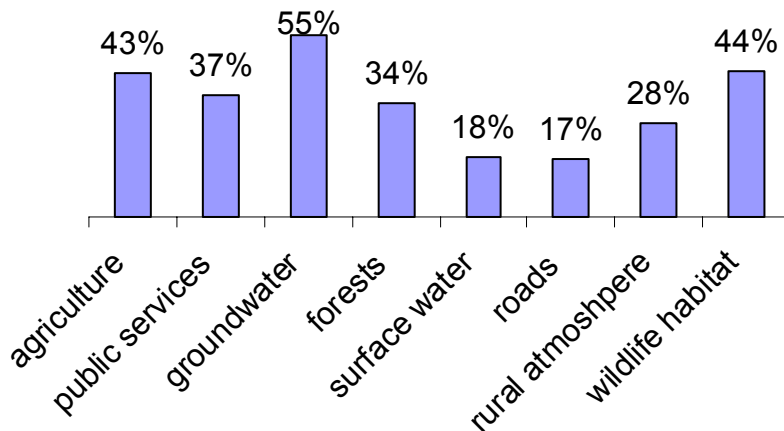
3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500+ acres preferred 3 - 5 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
1/4 acre	2%	3%	0%	2%	2%	15%	3%	8%	4%
1/2 acre	7%	8%	10%	4%	6%	25%	11%	25%	10%
3/4 acre	7%	6%	6%	4%	5%	11%	14%	8%	7%
1 - 2 acres	24%	21%	31%	20%	32%	25%	20%	33%	25%
3 - 5 acres	26%	25%	25%	39%	26%	9%	26%	8%	24%
6 - 10 acres	13%	16%	13%	8%	14%	4%	11%	8%	12%
11 or more acres	14%	14%	7%	18%	10%	1%	6%	0%	10%
Not Sure	7%	7%	8%	4%	5%	9%	9%	8%	7%

" 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%).

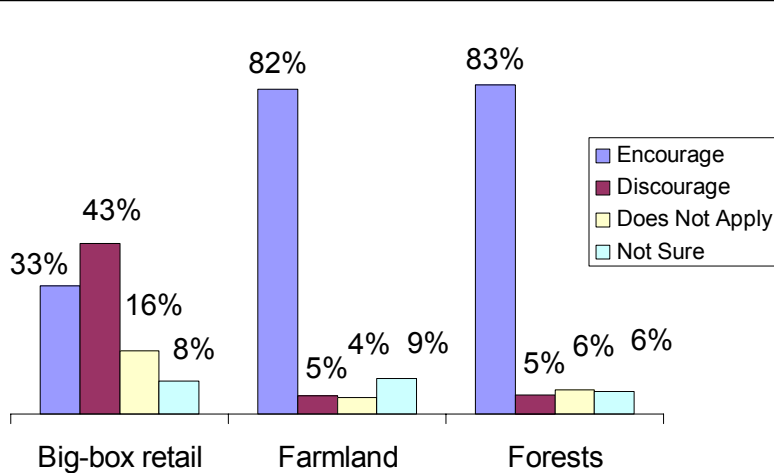
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Agriculture	48%	38%	44%	43%	39%	45%	43%	31%	42%
Cost/quality of public services	29%	36%	29%	29%	35%	48%	29%	38%	34%
Quality/quantity groundwater	53%	60%	71%	61%	60%	63%	51%	54%	60%
Forested areas	44%	36%	28%	41%	35%	32%	31%	46%	36%
Surface water	19%	21%	23%	27%	23%	15%	20%	8%	20%
Roads	16%	17%	16%	6%	19%	19%	17%	0%	16%
Rural/small town atmosphere	25%	31%	32%	27%	24%	32%	23%	31%	29%
Wildlife habitat	48%	42%	41%	61%	56%	29%	60%	46%	46%

" 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%).

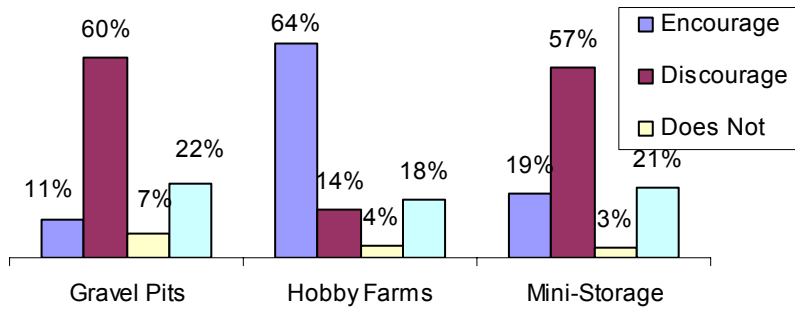
Forests - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	11%	20%	27%	10%	16%	27%	14%	8%	19%
Discourage	46%	50%	52%	61%	47%	34%	43%	62%	48%
Does not apply	39%	28%	17%	24%	33%	34%	37%	31%	30%
Not Sure	3%	3%	3%	4%	4%	5%	6%	0%	4%

Q25 FARMLAND	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	88%	85%	86%	85%	89%	73%	76%	92%	84%
Discourage	2%	3%	2%	6%	0%	3%	0%	0%	2%
Does not apply	2%	2%	0%	4%	0%	19%	12%	8%	4%
Not Sure	8%	9%	11%	4%	11%	5%	12%	0%	9%

Q25 FORESTS	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	95%	93%	92%	92%	95%	77%	71%	92%	90%
Discourage	2%	3%	4%	4%	0%	1%	13%	8%	3%
Does not apply	1%	2%	0%	0%	0%	16%	10%	0%	3%
Not Sure	1%	2%	5%	4%	5%	5%	6%	0%	4%

" 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%).

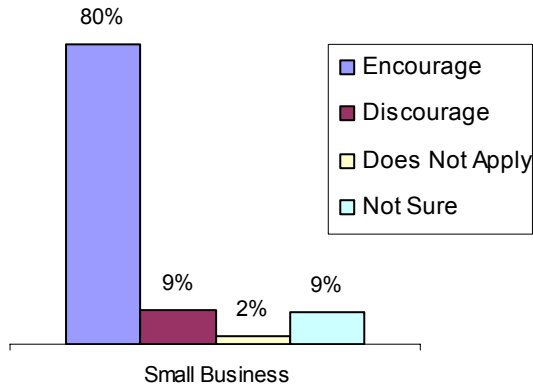
Mini-Storage - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	9%	12%	11%	22%	12%	14%	10%	8%	12%
Discourage	59%	64%	59%	45%	54%	51%	68%	75%	58%
Does not apply	8%	3%	1%	2%	5%	12%	0%	0%	5%
Not Sure	23%	21%	29%	31%	29%	23%	23%	17%	25%

Q25 HOBBY FARMS	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	66%	74%	77%	69%	73%	60%	66%	83%	71%
Discourage	17%	15%	11%	8%	13%	17%	9%	8%	14%
Does not apply	2%	1%	0%	4%	3%	12%	3%	0%	3%
Not Sure	15%	11%	12%	19%	11%	11%	22%	8%	13%

Q25 MINI-STORAGE	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	13%	16%	14%	11%	14%	27%	19%	25%	16%
Discourage	64%	62%	60%	51%	55%	51%	41%	58%	58%
Does not apply	5%	3%	1%	26%	6%	3%	6%	8%	5%
Not Sure	18%	19%	25%	13%	25%	20%	34%	8%	21%

" For each of the following types of land use, please indicate if your community should encourage or discourage that type of land use." - continued



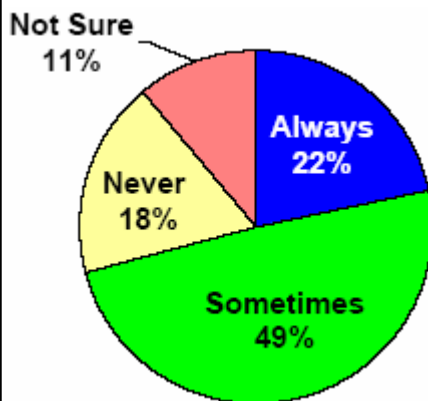
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	76%	85%	73%	71%	65%	89%	71%	83%	78%
Discourage	12%	8%	12%	19%	14%	3%	12%	8%	10%
Does not apply	2%	2%	2%	4%	9%	3%	3%	0%	3%
Not Sure	9%	6%	13%	6%	13%	5%	15%	8%	9%

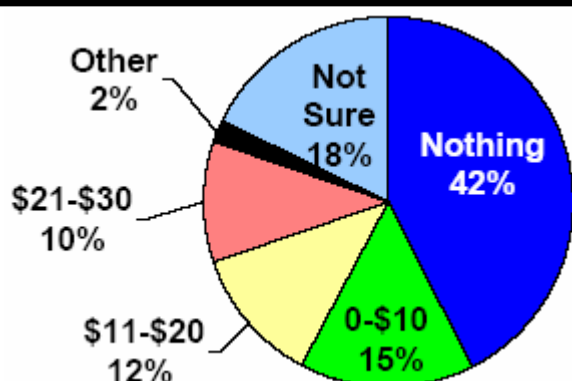
" Should landowners in your area be compensated not to develop their land?"



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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Always	31%	29%	24%	16%	19%	15%	26%	23%	24%
Sometimes	43%	45%	49%	41%	52%	42%	37%	62%	46%
Never	12%	17%	18%	18%	18%	26%	17%	15%	18%
Not Sure	13%	10%	9%	24%	11%	16%	20%	0%	13%

" 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	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Nothing	40%	42%	31%	47%	36%	55%	46%	54%	42%
\$0 - \$10	15%	17%	16%	10%	18%	9%	6%	8%	15%
\$11 - \$20	12%	11%	19%	12%	15%	8%	11%	15%	13%
\$21 - \$30	14%	14%	15%	12%	10%	8%	6%	8%	12%
Other	1%	3%	1%	2%	2%	3%	3%	0%	2%
Not Sure	18%	13%	18%	16%	19%	16%	29%	15%	17%

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