

## Plan Recommendations Report

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# Town of Lebanon—Year 2030 Comprehensive Plan

## Town of Lebanon Waupaca County, Wisconsin

October 2007



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Resolution No. 07-1

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

ADOPTED this 17<sup>th</sup> day of August, 2007.

Motion for adoption moved by:

Motion for adoption seconded by:

Voting Aye: 4 Voting Nay: 0

Al Tank  
Charles Coenen

Jessie H. Prochman  
Plan Commission Chair

ATTEST:

Clifford La  
Plan Commission Secretary

**TOWN OF LEBANON ORDINANCE # 22**  
**AN ORDINANCE TO ADOPT THE TOWN OF LEBANON**  
**YEAR 2030 COMPREHENSIVE PLAN**

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

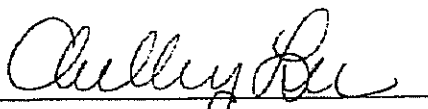
SECTION 4. The Town of Lebanon has provided numerous opportunities for public involvement in accordance with the Public Participation and Education Plan adopted by the Town Board and Waupaca County Board including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process web site. A public hearing was held on October 1, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Lebanon does, by the enactment of this ordinance, formally adopt the two documents composing the "*Town of Lebanon 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 15 day of October, 2007.

Ayes: 3      Nays: 0

  
Chelley Lee, Clerk

  
Leslie Prochnow, Chairman

  
Everette Heimbruch, Supervisor

  
Donald Laughlin, Supervisor

Published/Posted on: \_\_\_\_\_, 2007.

# Town of Lebanon

## Year 2030 Comprehensive Plan

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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 Lebanon 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 Lebanon Year 2030 Comprehensive Plan* will guide community decision making in the Town of Lebanon 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 Lebanon. 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 Lebanon 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 Lebanon 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 Lebanon 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 Lebanon is an unincorporated rural town in east central Waupaca County. It is situated midway along the Outagamie County line just north of the City of New London. The town's landscape is a balanced mix of farmland and woodland. Lebanon is home to one of the highest concentrations of dairy farms and prime agricultural soils in Waupaca County. Vast wetlands, including the Lebanon Swamp, cover the town. Development is dispersed throughout the town with clusters occurring in the eastern tier along US Highway 45 and in the southern tier in areas of mixed farmlands and woodlands. Commercial land use is sparse and located mainly along the US Highway 45 corridor. US Highway 45 runs along the eastern edge of the town, and County Highways T and N transect the town. Substantial levels of growth are projected that equate to increases of about 22 persons per year and about 12 new homes per year. Although these trends are expected to slow in the future, the Town of Lebanon had the highest rate of housing growth of any Waupaca County community from 1990 to 2000. Residential housing is the primary form of projected future 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 potential conflicts between the agriculture industry and residential development, the protection of development rights, the need for reasonable limits on development, and the need to maintain community facilities, services, and infrastructure. Top opportunities identified include the possibility of a boundary agreement with New London, planning for a variety of housing growth, protecting agricultural areas, and programs that compensate property owners for preserving lands. Town of Lebanon residents responded to two planning process surveys, and the strongest areas of consensus include the following:

- ♦ Protecting natural resources including water quality and wildlife habitat
- ♦ Protecting farmland from development
- ♦ Supporting the agriculture industry
- ♦ Protecting rural character
- ♦ Protecting property rights
- ♦ Attracting and retaining businesses to create jobs
- ♦ Working cooperatively with other communities to get services

It is important to the Town of Lebanon that its comprehensive plan is flexible and responsive to change. It is important to the town that its plan is simple and straightforward.

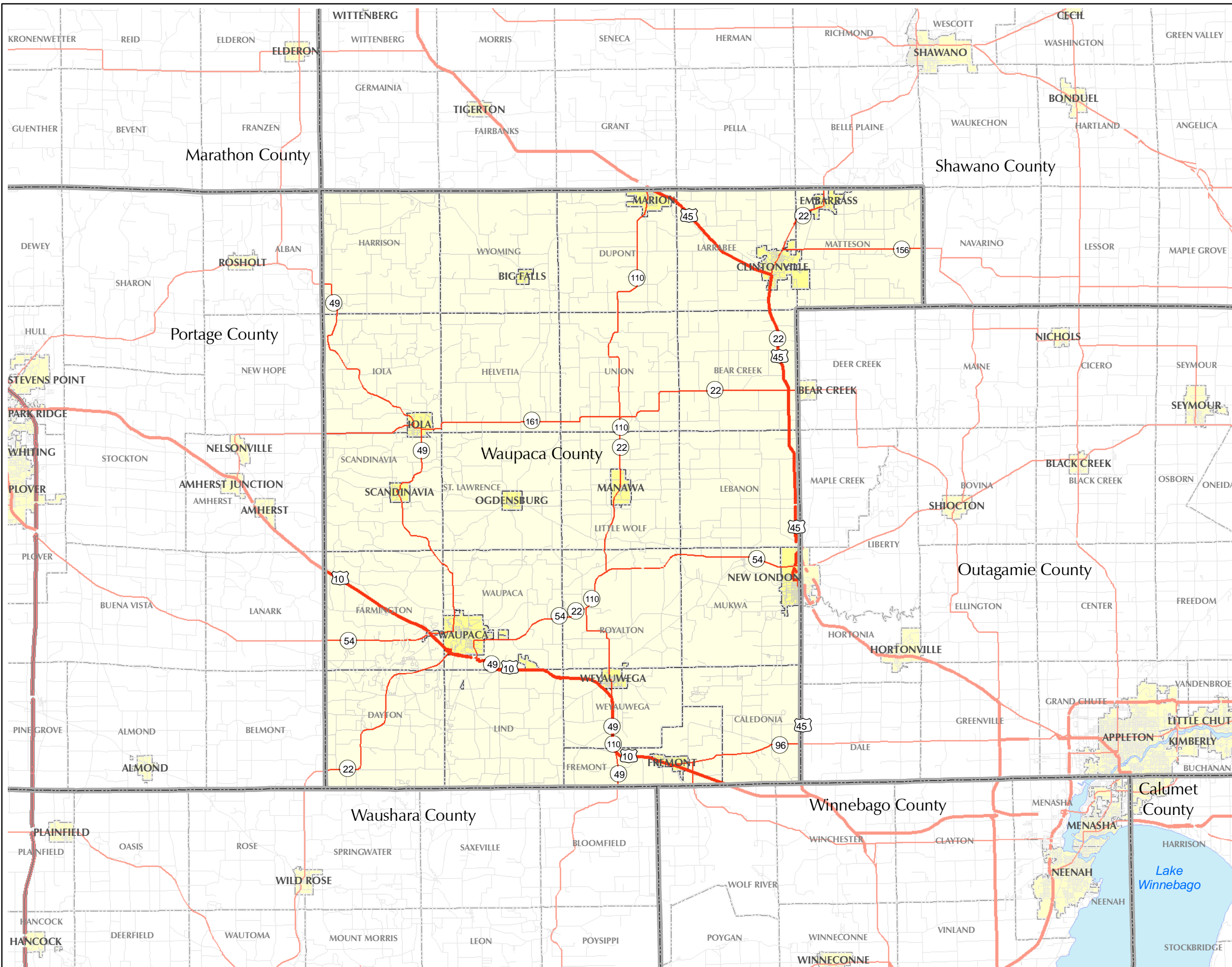
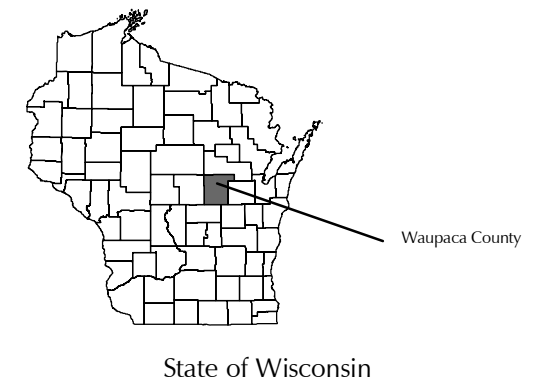
It is important to the Town of Lebanon that its comprehensive plan be flexible and responsive to change. It is important to the town that its plan is simple and straightforward. It is not the town's desire to create new regulatory systems at the town level, but rather to ensure that existing land use management regulations are being followed. With these themes in mind, the town's plan for implementation focuses on working with Waupaca County to improve the land use regulations that manage growth and development, and on maintaining town land use ordinances that are already in place. The primary implementation tools proposed in this plan include development density management, conservation land division design, development impacts assessment, site planning guidelines, and "right to farm" protections.

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# MAP 1 - 1

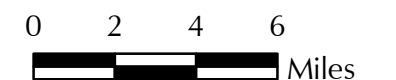
## REGIONAL SETTING

### 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 Lebanon 2030 Vision

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

#### **Housing Goals**

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

#### **Transportation Goals**

- Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.
- Goal: Develop a transportation system that effectively serves existing land uses and meets anticipated demand.

#### **Utilities and Community Facilities Goals**

- Goal: Maintain and improve the quality and efficiency of town government, facilities, services, and utilities.
- Goal: Promote a variety of recreational opportunities within the community.
- 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: Promote and encourage the preservation of open space areas and woodlands for their economic and aesthetic values, and for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.

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

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

Goal: Preserve significant historic 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 to reduce the cost and enhance the provision of coordinated public services and facilities with other units of government.

### **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 for the future.

### **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 Lebanon 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 Lebanon 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 October 24, 2006, a public informational meeting was held on the draft *Town of Lebanon Year 2030 Comprehensive Plan* at the town hall. About 30 town residents and property owners attended the meeting. Written comments were registered by several attendees which the plan commission then reviewed to consider whether any revisions to the draft plan were necessary. Most of the comments received were in support of the plan as proposed and in support of the plan highlights (policies and recommendations) that were presented for public review.

### **Plan Commission and Town Board Action**

On August 17, 2007, the Town of Lebanon Plan Commission discussed the draft comprehensive plan and passed resolution number 07-1 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Lebanon Town Board discussed and adopted the comprehensive plan by passing ordinance number 22 on October 15, 2007.

## Public Hearing

On October 1, 2007, a public hearing was held on the *Town of Lebanon Year 2030 Comprehensive Plan* at the Town Hall. The hearing was preceded by a Class 1 notice and public comments were accepted for 30 days prior to the hearing. There were no comments received during the 30 days prior to the hearing, and no citizens testified during the public 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 Lebanon Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues, opportunities, and desires. 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. Desires were defined as aspects of a community that residents want to create, change or preserve in the future. They help define the community's vision for the future by identifying which issues are most important for the community to resolve, and which opportunities are most important to pursue over the long term.

In the March 2004 cluster meeting, Town of Lebanon 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

- ♦ Co-existence of agricultural industry and residential influx (5 votes).
- ♦ Individuals should have the right to develop their properties the way they want to within the bounds of zoning controls. Don't want to lose those rights (4 votes).
- ♦ Town needs some control to bring reasonable order to development – not stop development (2 votes).
- ♦ Town must maintain community services, facilities, and infrastructure (2 votes).
- ♦ Not sure if enough people will become involved in the planning process. Citizen participation (1 vote).
- ♦ Older septic systems failing.
- ♦ Potential for large, mega-farms.

## Opportunities

- ♦ Looking for agreement on growth/annexation boundaries with New London – and in cooperation with towns (5 votes).
- ♦ Should plan for housing growth – all varieties (3 votes).
- ♦ Protect good agricultural areas. Reimburse land owners who keep it in agriculture (3 votes).
- ♦ Grants and other programs to pay private property owners to preserve wildlife habitat and low lands (3 votes).
- ♦ Rural quality of life. How to preserve it and blend it with recreational opportunities (1 vote).
- ♦ Strong agricultural areas – large areas, active farms, well operated. Opportunities to do something to preserve (1 vote).
- ♦ Have a relatively good road system in the Town. Well-maintained and good access.
- ♦ Preserve the wildlife habitat that we have.
- ♦ Good access with Highways 45 and 54 to the Valley, work, recreation.

Participants were then asked to identify community desires. Desire statements were not voted on or prioritized. The following desire statements were identified.

## Desires

### What do you want to preserve in your community?

- ♦ Preserve the rural character of the town.
- ♦ Preserve agricultural areas.
- ♦ Preserve strong water quality.
- ♦ Preserve wildlife habitat.
- ♦ Preserve rural charm.
- ♦ Preserve individual rights to develop their properties within the bounds of zoning control.
- ♦ Preserve rural atmosphere – not real small building lots.

### What do you want to create in your community?

- ♦ Create opportunities to get financial return from land other than development (building).
- ♦ Create facilities that will allow it to retain its independent identity.
- ♦ Create strong recreational opportunities.
- ♦ Create co-existence with agriculture areas and new residential areas.
- ♦ Create orderly development.
- ♦ Create a good agreement on growth boundaries.

## 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 will 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 Lebanon 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 Lebanon and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Lebanon's plan for population and housing reflects its limited housing options and a desire to balance the protection of agricultural interests with development rights as substantial rates of population and housing growth continue into the future. Due to its rural nature, the town anticipates that single family, owner-occupied homes will continue to dominate the housing stock. As the aging segment of the population grows, it is expected that many of these individuals will desire to live closer to larger urban centers with more accessible medical services and urban amenities. The Town of Lebanon does not expect that the urban services required to support a full range of housing choices will be provided within its borders over the next 20 to 25 years. Accomplishing some of the town's housing goals and objectives will rely on the surrounding region and incorporated communities like New London and Manawa.

The town's plan for population and housing is focused on balancing agriculture and natural resources with planned housing growth. Top issues and opportunities identified during the planning process (refer to *Issues and Opportunities* element) related to this dilemma include the potential for conflict between the agriculture industry and residential development, the desire to preserve good agricultural areas, the desire to preserve reasonable development rights, and the need for a variety of housing types in the future. Therefore, opportunities for future housing growth will be provided by encouraging less land consumption in the town's best agricultural areas while allowing more development to take place in other areas of the town. Preventing land use conflicts between intensive agriculture and housing development is a primary concern. These issues are addressed in detail by other elements of this plan, and key implementation tools include the management of development density, the use of conservation land division design, a right to farm policy or ordinance, and the use of site planning guidelines.

### 2.2 Population Characteristics Summary

#### **2000 Census**

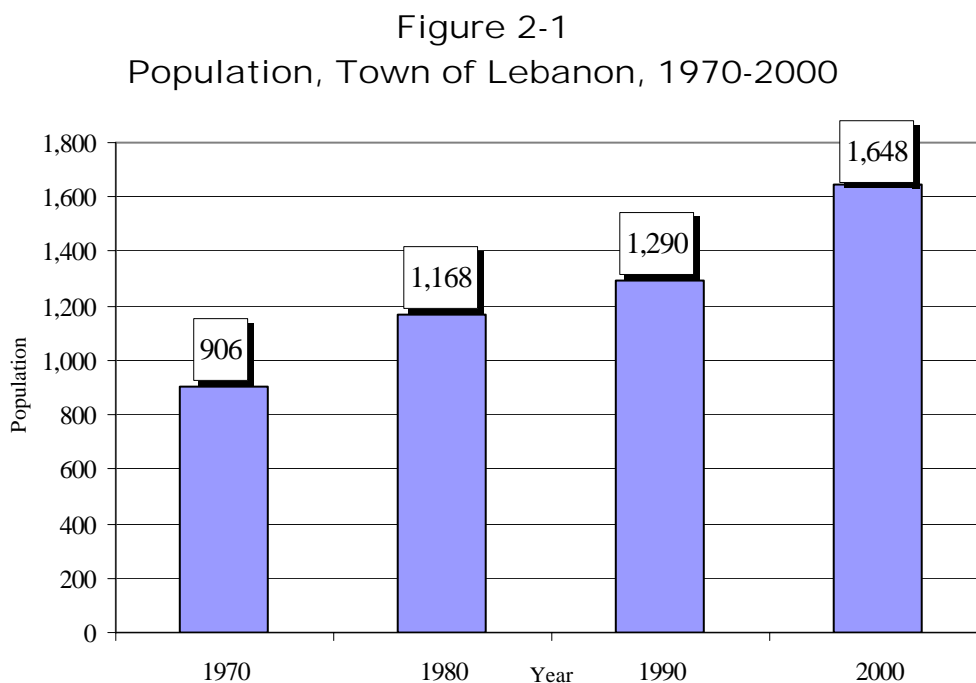
A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected 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 Lebanon 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 Lebanon has experienced substantial population growth over the 30 year period. A total of 742 people were added to the population, representing an increase of 81.9% from 1970 to 2000. Lebanon is among the fastest growing and most populous towns in Waupaca County. Only the Towns of Farmington, Mukwa, and Dayton have a 2000 population larger than Lebanon.

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%
<b>Waupaca County</b>	<b>37,780</b>	<b>42,831</b>	<b>46,104</b>	<b>51,825</b>	<b>5,051</b>	<b>13.4%</b>	<b>3,273</b>	<b>7.6%</b>	<b>5,721</b>	<b>12.4%</b>
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.

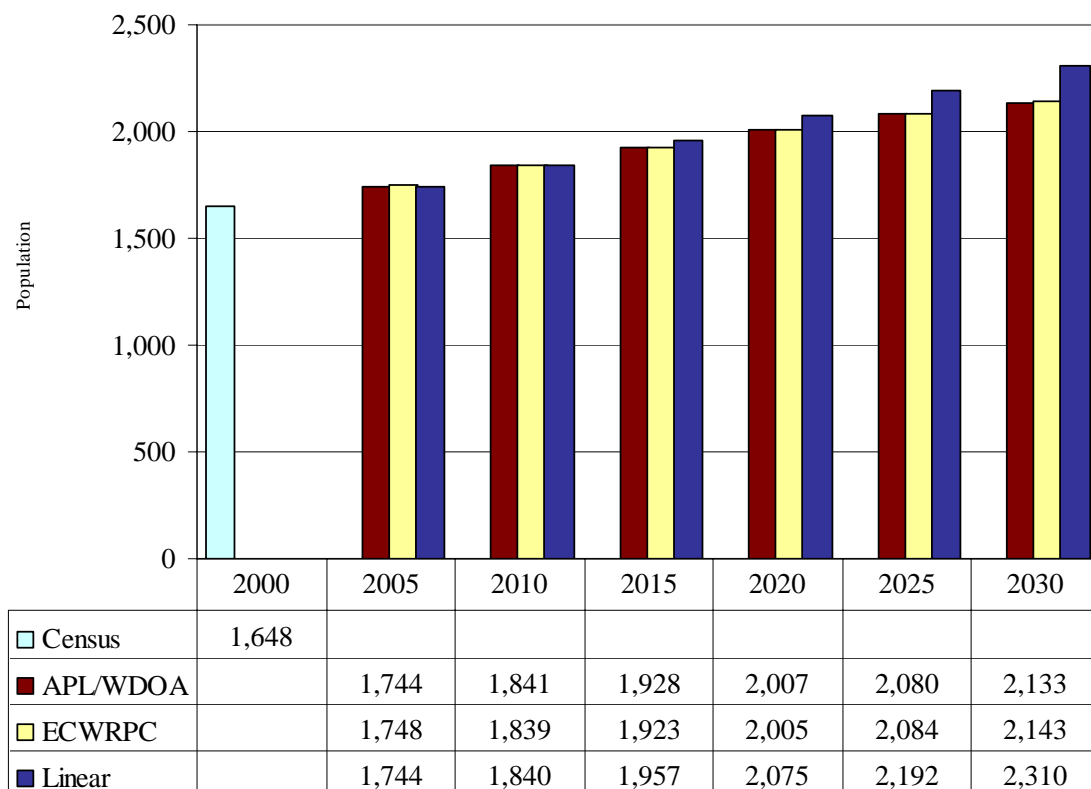
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

## 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 Lebanon.

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 Lebanon.

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



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

The population projections are quite similar and forecast a range of results from an increase of 485 (about 16 persons per year) to an increase of 662 (about 22 persons per year). The town's close proximity to the City of New London, recent improvements to US Highway 45 and the resulting improved accessibility of the Fox Valley, and the overall desirability of the town as a place to live all support continued population growth. Local opinion is that any one of these three projections might be accurate. The projections do not start to substantially diverge until 2020, so future Census counts can be used to adjust these projections as they become available.

## 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 Lebanon in 1990 and 2000.

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

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	425	100.0%	587	100.0%	162	38.1%
Occupied housing units	413	97.2%	573	97.6%	160	38.7%
Owner-occupied	363	85.4%	512	87.2%	149	41.0%
Renter-occupied	50	11.8%	61	10.4%	11	22.0%
Vacant housing units	12	2.8%	14	2.4%	2	16.7%
Seasonal units	4	0.9%	6	1.0%	2	50.0%

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.

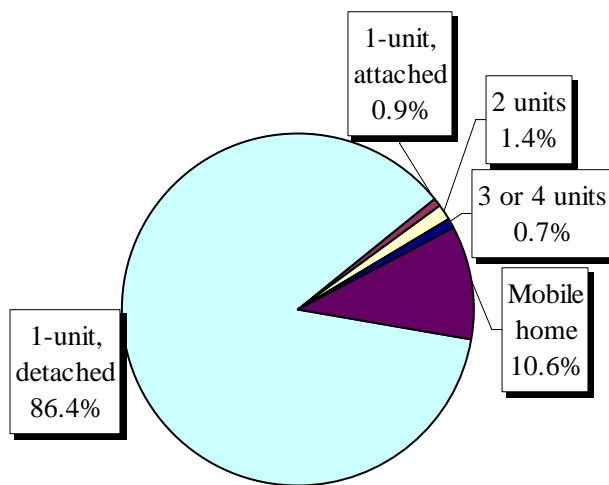
The housing supply in the Town of Lebanon consists largely of owner-occupied, year round homes. In 2000, there were a total of 587 housing units in the town. Compared to Waupaca County as a whole, there are smaller proportions of rental units, vacant units, and seasonal units in the town. These data suggest that the housing supply in Lebanon is relatively more difficult to access in terms of rental units and vacant unit availability and sales.

Between 1990 and 2000, the Town of Lebanon experienced substantially different trends than Waupaca County as a whole. The town had significantly higher rates of growth for all housing types. In fact, the Town of Lebanon had the highest rate of housing growth of any Waupaca County community for the 10 year period. Also of note, trends toward the conversion of seasonal units to year round units are apparent throughout most of the county, but did not impact the town over this 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 Lebanon on a percentage basis for 2000.

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



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

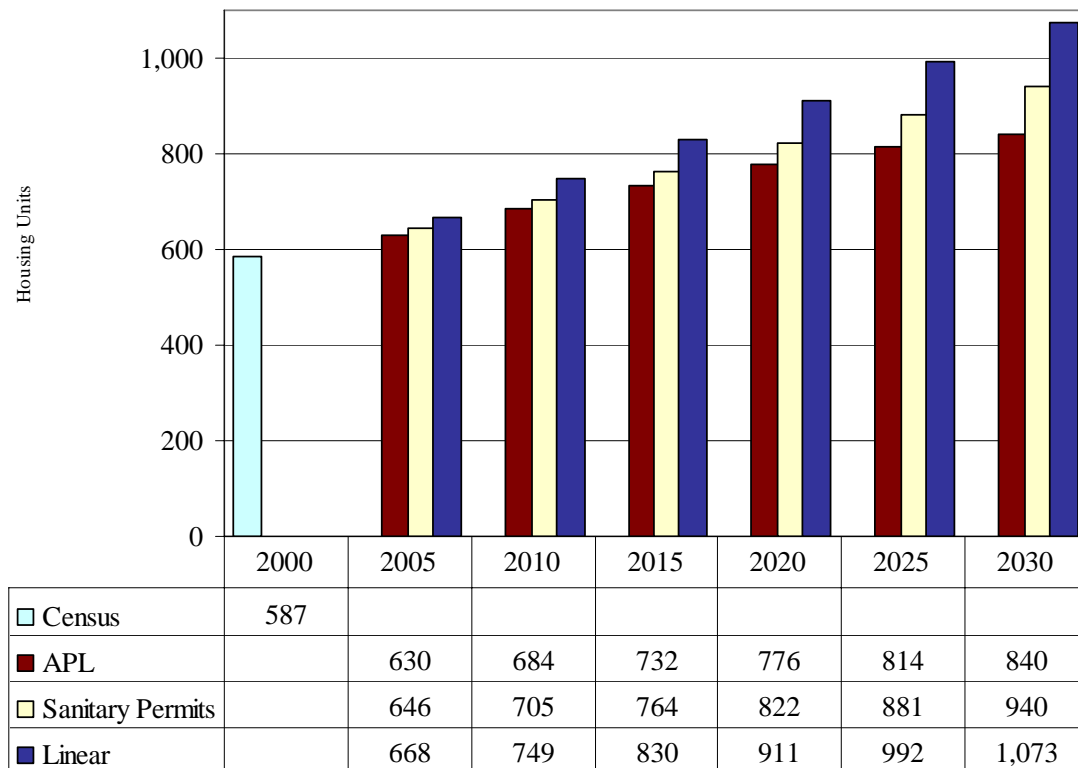
These data show that the housing supply in the Town of Lebanon is very homogeneous. The housing supply is composed primarily of one-unit, detached structures with the second largest proportion in mobile homes. Multiple unit structures are present in the town and make up 3% of the housing supply. Low proportions of multiple unit housing are common in rural areas that do not provide municipal sewer and water or other urban services.

## 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 Lebanon. 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 permit information as provided by the Waupaca County Zoning Department.

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



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

Housing unit projections range widely from an increase of 253 units to an increase of 486 units. Local opinion is that the Sanitary Permit projection is likely to be the most accurate, which represents average growth of about 12 homes per year. The rapid rate of housing increase that occurred in the 1990s is represented by the Linear projection. This trend is not likely to continue into the future, so the Linear projection is probably an overestimate. The recent loss of many jobs in the New London area is cited as a primary reason. When combined with population projections, the sanitary permit projection results in a ratio of persons per household of around 2.2 to 2.3. The 2000 ratio was 2.9, and both local and regional trends are toward decreasing rates of persons per household.

## 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 Lebanon over the next 20 to 25 years.

- ♦ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ♦ Minority populations are expected to increase.
- ♦ Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- ♦ Expect continued interest in seasonal structures, especially hunting cabins.
- ♦ Condominiums will increase as an option for seniors and first time home buyers.
- ♦ Interest in modular and mobile home development will continue as driven by need for affordable housing.
- ♦ People will continue to desire an “acre or two in the country,” and pressure to convert farmland and woodland to subdivisions and lots will increase, especially in rapidly growing areas.
- ♦ 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 Lebanon appears to be affordable on the average. The median household income in the town in 1999 was \$47,931 per year, or \$3,994 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$922, and the median monthly gross rent in the town was \$508. 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 Lebanon spends about 23% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Lebanon spends about 13% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 24.1% of homeowners and 13.1% of renters in the Town of Lebanon paid 30% or more of their household income on housing costs.

The Town of Lebanon 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 supporting objectives

## 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 Lebanon 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 supporting 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 Town of Lebanon has mapped substantial areas of the town as Rural Residential (RR). This classification allows for a variety of lot sizes and relatively high densities of rural residential development. These lands would be the best potential candidates to support the development or redevelopment of housing suitable for a variety of income levels. Also refer to the following goals and objectives 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 supporting objectives

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

- ♦ Goal H3 and supporting objectives
- ♦ *Housing* element recommendation

## 2.9 Population and Housing Goals and Objectives

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

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

***Objectives***

- 1.a. Allow for residential development that provides an appropriate mix of single-family and two-family housing.
- 1.b. Support the improvement of local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.

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

***Objectives***

- 2.a. Promote residential subdivision development in planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- 2.b. Encourage the use of 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. 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: Development Review Criteria**

H1      Siting and construction of new housing will be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and will 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).

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

Based on projected rates of growth, the Town of Lebanon should expect substantial change to its transportation system over the next 20 to 25 years as a result of residential subdivision development. The town's plan is to maintain the existing system and to be prepared for anticipated development proposals. Issues and opportunities identified during the planning process (refer to the *Issues and Opportunities* element) related to transportation include the good condition of the existing road system, good accessibility to state highways, and the need to plan for housing growth.

The town's primary responsibilities in the area of transportation are to manage the cost of building and maintaining roads and to ensure safe emergency vehicle access. As a result, the Town of Lebanon's plan for transportation is to ensure that future expansion of the town's road system is cost-effective and to ensure that developed properties have safe emergency vehicle access. In order to achieve this, the town will need to update its driveway ordinance, create an improved land division ordinance, continue to plan for road improvements, and continue to maintain a set of town road construction specifications. The policies and recommendations of this plan provide guidance on how these tools should be used.

### 3.2 Planned Transportation Improvements

Road improvements are the only type of transportation improvement currently planned in the Town of Lebanon. The town maintains a two-year road improvement plan. The current plan includes improvements to Brasch, Hansen, Buelow, Crain, and Madden Roads as shown on Map 4-51. These projects include both basic paving and reconstructing of pavement surface. It should be noted that all road improvement plans in the Town of Lebanon are contingent on available funds. If no TRIP (Town Road Improvement Program) funds are received, projects may be delayed.

Future road improvement plans should attempt to provide integration with the plan for preferred land use. Areas planned for higher density residential growth should receive priority for improvements in order to support such growth. Road improvements that are necessary in areas where intensive agriculture is planned should be accompanied by zoning regulations, access controls, and other growth management tools that limit rural residential development. The connectivity of the road system in areas planned for higher density residential growth should also

receive future consideration. Developers should be required to provide opportunities for connection of roads with development on adjacent properties. Area Development Planning may become necessary based on projected rates of growth. Cul-de-sacs should be limited, and when allowed, should be constructed to the edge of a development property, so that future connection can be made at no cost to the town.

### 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 Lebanon. No state or regional plans include improvements that impact the town, but two county projects apply.

The county is planning to reclaim, shape, and pave County Highway D from Broad Street in the City of New London to US Highway 45 in 2011. Only a small portion of this total project is located in the town. The town has planned for Rural Commercial/Industrial land use along this highway corridor, and these planned road improvements should make the adjacent lands more attractive as potential building sites. Therefore, there is strong compatibility between the town's plan for future land use and the county's planned improvement to the highway.

The county is also planning to reconstruct County Highway T from Collier Road to County Highway N in 2011. The town has planned for a variety of future land uses along this corridor including Agriculture Retention, Resource Protection, and Agriculture and Woodland Transition. Where Agriculture and Woodland Transition is planned, the county's planned improvement supports the town's plan for future land use. Potential land use conflicts along this corridor should be monitored where lower densities of development (Agriculture Retention areas) are planned. These highway improvements should support the local agriculture industry by increasing the mobility of the road, but may also increase the desirability of the adjacent lands as building sites. These forces may compete with the town's desire to keep portions of these lands primarily in agricultural use.

The Town of Lebanon has the following recommendations with regard to the current functional classification of highways in the town:

- ♦ Crain and Church Roads are heavily used connections between County Highway T and US Highway 45 and are currently considered local roads. It is the town's desire to direct more of this traffic to Crain Road rather than Church Road, as Crain was recently widened and repaved to better handle traffic. The town recommends that Crain Road be changed in status to a collector road.
- ♦ Island Road is a heavily used cutoff route, or shortcut, for County Highway N and is currently considered a local road. The town recommends that Island Road be reclassified as a collector.



### 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, interchanges, 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 an equitable share of the costs for the improvement or construction of roads needed to serve new development.
- 1.e. 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. Encourage the location of future agricultural, commercial, and industrial development along 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, T3).
- T2 Developers shall bear the cost of constructing new roads to town standards before they are accepted as town roads (Source: Strategy T1).

### **Policies: Development Review Criteria**

- T3 Development proposals should 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).
- T4 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;
  - ♦ Minimum turnaround areas for longer driveways (Source: Strategy T3).
- T5 Residential subdivisions and non-residential development proposals will 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;
  - ♦ Sidewalks, bicycle paths, or trails where appropriate;
  - ♦ Connectivity of the street network with adjacent developments;
  - ♦ Cul-de-sacs or dead-ends, only where connections to other streets are not possible or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development (Source: Strategy LU9).

### **Recommendations**

- ♦ 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).

- ♦ Maintain a set of town road construction specifications that include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1).
- ♦ Require major land divisions, extraction sites, conditional uses, and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts (Source: Strategy T1).
- ♦ Clarify the driveway ordinance to require a driveway permit for all new accesses to town roads (Source: Strategy T3).

### 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*. The additional programs shown here are of high importance to the Town of Lebanon and should be monitored for their applicability to local transportation issues and opportunities.

#### **Additional Programs**

##### Local Roads Improvement Program (LRIP/TRIP)

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

##### Local Bridge Improvement Assistance Program

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

##### Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER rating can be put into PASERWARE, an easy to use pavement management software package. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and

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PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses. Call (800) 442-4615 for more information.

# 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 Lebanon. 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 Lebanon.

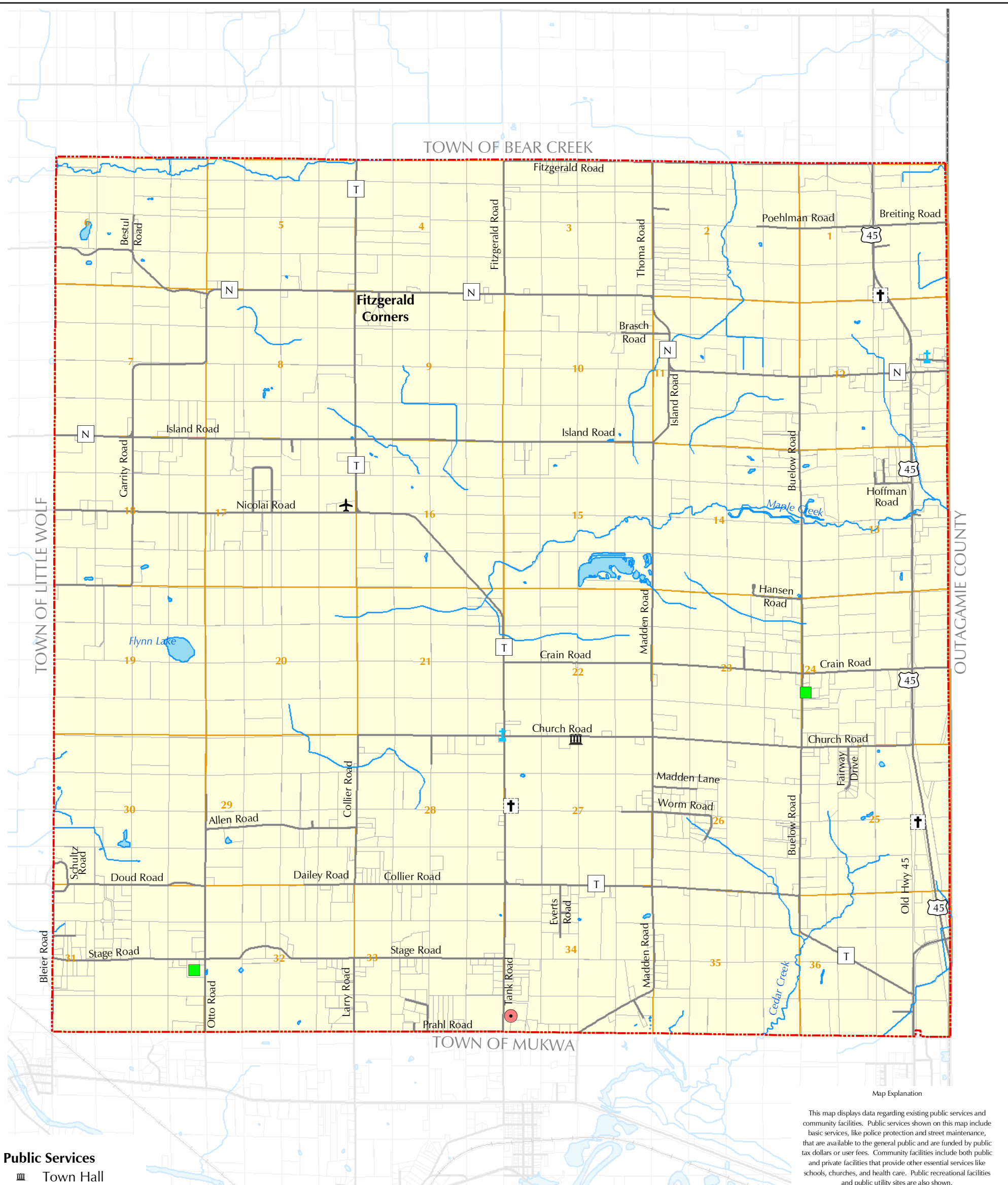
For further detail on existing utilities and community facilities in the Town of Lebanon and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-17 displays the locations of existing community facilities and services found in the town.

The Town of Lebanon'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. Some significant improvements have been identified as needs – a new town hall, a new road maintenance truck, and various road paving projects. If future growth warrants the need for other new or expanded facilities, more detailed planning may become necessary. Due to projected rates of growth, areas for potential future consideration might include sanitary sewer service and public parks and trails.

The Town of Lebanon's plan for utilities and community facilities also includes considering the related potential impacts of development. Developers will have the burden of showing that proposed developments will not have negative impacts on the town. Development proposals will need to provide an assessment of impacts on the cost of providing community services. The protection of groundwater is a concern as impacted by the siting of private wells and private onsite wastewater treatment systems (septic systems). Development proposals will need to address stormwater management, construction site erosion control, and potential increased risk of flooding. New utilities will be evaluated for their potential impacts on agriculture and natural resources and will be directed to existing rights-of-way whenever possible.

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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

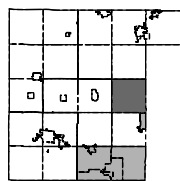
This map displays data regarding existing public services and community facilities. Public services shown on this map include basic services, like police protection and street maintenance, that are available to the general public and are funded by public tax dollars or user fees. Community facilities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

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

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

Source: Waupaca County and Town of Lebanon.

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



Southeast Planning Cluster of Waupaca County



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## 4.2 Planned Utility and Community Facility Improvements

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

The Town of Lebanon 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 4-51.

### **Administrative Facilities and Services**

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

#### Short Term

- ♦ New town hall (approximately 2010). Issues at the existing town hall include a non-conforming well, failing septic system, limited bathroom facilities, no space to secure town records, and no place to store equipment.

### **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 Lebanon. No short term or long term needs have been identified. Existing police services are anticipated to be adequate to meet the needs of the town over the planning period.

### **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. No short term or long term needs have been identified. Existing fire protection and EMT/Rescue services are anticipated to be adequate to meet the needs of the town over the planning period.

### **Schools**

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Lebanon. 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 Lebanon.

### Long Term

- ♦ Respond to the possibility of taking abandoned cemeteries as town property.

## **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 Lebanon. No short term or long term needs have been identified. Existing park and recreation facilities are anticipated to be adequate to meet the needs of the town over the planning period.

## **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 Lebanon. No short term or long term needs have been identified. Existing solid waste and recycling facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

## **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 Lebanon. No short term or long term needs have been identified. Existing communication and power facilities are anticipated to be adequate to meet the needs of the town over the planning period.

## **Sanitary Sewer Service**

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County. Sanitary sewer service is not provided in the Town of Lebanon.

## **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. No short term or long term needs have been identified. Existing POWTS regulation services provided by the county are anticipated to be adequate to meet the needs of the town over the planning period.

## **Public Water**

Refer to Section 4.11 of the *Inventory and Trends Report* for information on public water supply in Waupaca County. Public water service is not provided in the Town of Lebanon.

## **Stormwater Management**

Refer to Section 4.12 of the *Inventory and Trends Report* for information on stormwater management in the Town of Lebanon. No short term or long term needs have been identified. Existing stormwater facilities are anticipated to be adequate to meet the needs of the town over the planning period.

## **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 are anticipated to be adequate to meet the needs of the town over the planning period.

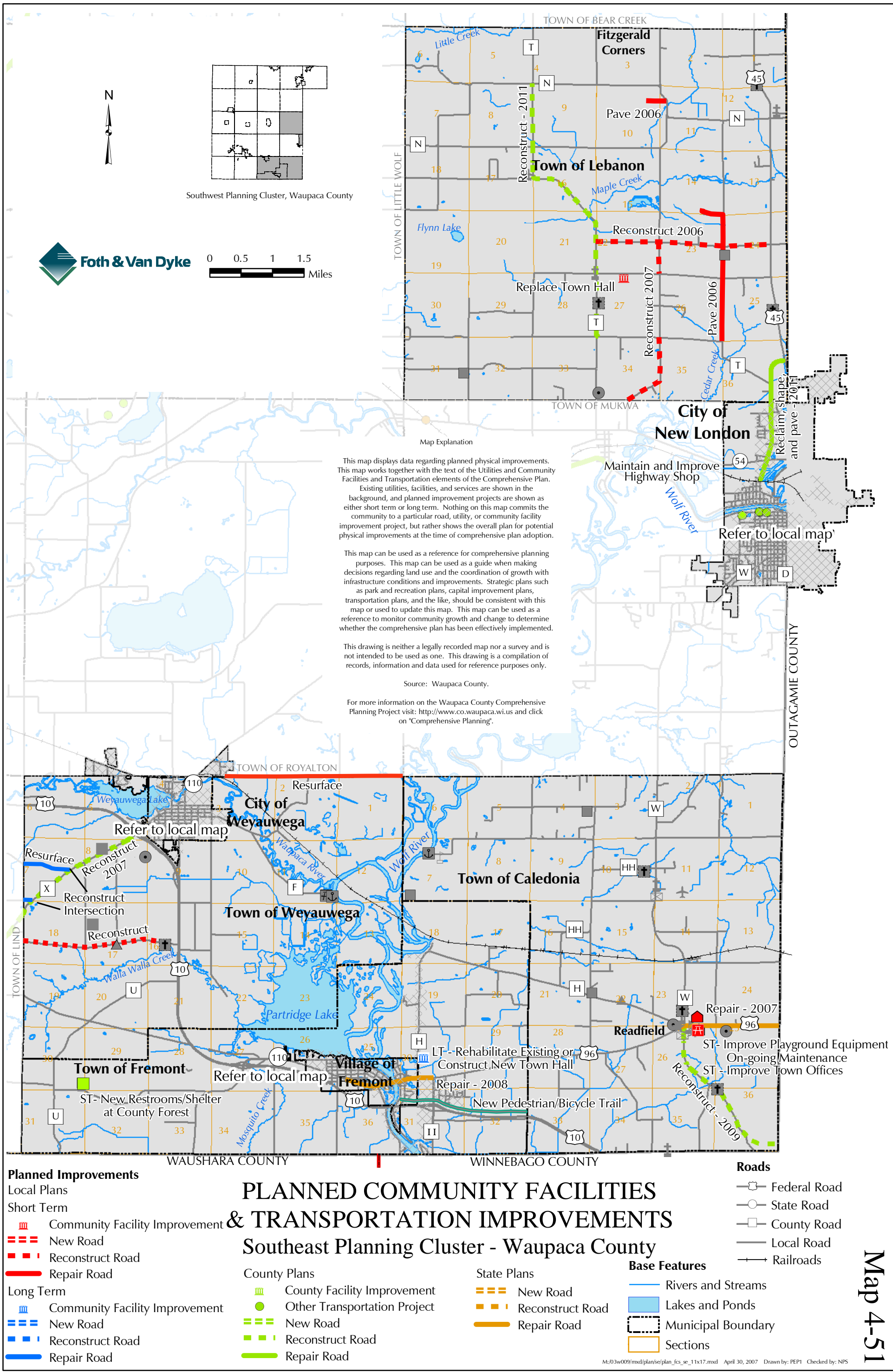
## **Local Roads and Bridges**

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

### Short Term

- ♦ Continue to produce aggregate.
- ♦ A one-ton dump truck is needed for road maintenance.
- ♦ Various road paving and reclamation projects.

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## 4.3 Utilities and Community Facilities Goals and Objectives

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

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

#### ***Objectives***

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

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

#### ***Objectives***

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.b. Explore opportunities to work with service clubs and organizations for the maintenance and development of recreational facilities and activities.
- 2.c. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.
- 2.d. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.

### **Goal 3 Ensure proper 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.

**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 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 make such improvement, extension, or construction necessary (Source: Strategy UCF1).
- UCF2 New utility systems should be required to locate in existing rights-of-way whenever possible (Source: Strategy UCF1, ANC4).

UCF3 All unsewered subdivisions shall be designed to protect the immediate groundwater supply through the proper placement and operation of private wells and private on-site wastewater treatment systems (Source: Strategy ANC4).

#### **Policies: Development Review Criteria**

UCF4 Commercial and industrial development proposals should provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).

UCF5 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to agricultural operations (Source: Strategy ANC2).

UCF6 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, existing vegetation, and existing topography (Source: Strategy ANC4).

UCF7 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy ANC4).

#### **Recommendations**

- ♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).

### **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*.

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

#### **Agricultural Resources**

Agriculture represents a dilemma to the Town of Lebanon. On one hand, the Town of Lebanon is connected to the vein of productive soils and active farmlands that run through northeast and central Waupaca County and support the county's most important agricultural region. On the other hand, the town is located in one of the most rapidly growing regions of Waupaca County. This tension is reflected in the town's issues, opportunities, and desires (refer to the *Issues and Opportunities* element) that identify the potential for conflict between the agriculture industry and residential growth as well as the preservation of private property rights as the town's top concerns. This same tension is reflected in the survey results (refer to Appendix B) that show Lebanon residents as having some of the strongest responses in the county with respect to both the protection of agriculture and the protection of private property rights. As a result, the town's plan for agricultural resources is to protect agricultural lands and the right to farm while also allowing for planned development. Higher density residential development is planned on lands that are the most suitable for development. Development will also be allowed on lands critical to agriculture, but at lower densities.

Substantial agricultural resources are present in the Town of Lebanon. According to the Existing Land Use Map (Map 8-17) there were 10,439 acres of farmland in the town in 2004. A variety of agriculture operations conduct business in the town, and dairy farming is prevalent. There were 22 dairy farms in the town in 2004. Prime agricultural soils are significant in the town. In fact, Lebanon has the second highest concentration of prime soils of any Waupaca County town and is also number two in acres of prime soils that are used as agricultural land. Agricultural businesses, such as farm service and equipment suppliers, are located in the town and in the neighboring communities of New London and Manawa.

Agriculture trends in the Town of Lebanon indicate fewer dairy farms, aging farmers, larger farm equipment, and increasing impacts on local roads in the future. However, local and regional trends also indicate that despite fewer dairy farms, the number of cows and amount of land in agricultural use are likely to remain steady. Local opinion is that dairying and agriculture overall

will remain significant components of the local economy and landscape over the long term. This sentiment is reflected in the preferred land use plan (refer to the *Land Use* element) as much of the town's agricultural lands have been mapped as Agriculture Retention (AR). The AR preferred land use classification seeks to preserve and promote a full range of agricultural uses and limit the conversion of land to uses not consistent with agriculture. Local opinion is also that agricultural and other rural land owners will desire to exercise development rights. As a result, AR areas do not prohibit development, but rather seek to allow development in a way that minimizes negative impacts on the long term continuation of agriculture.

The town's plan for agricultural resources includes tools intended to achieve a balance between agriculture and development. Key implementation tools toward this end include the use of conservation land division design (refer to Appendix A), site planning guidelines, a setback from dairy and hog farms for new residences and lots, development density management, and a right to farm ordinance.

## **Natural and Cultural Resources**

Natural and cultural resources are abundant in the Town of Lebanon and are highly valued by the town's residents. Water quality, wildlife habitat, and the rural character of the landscape are of primary concern as reflected in the town's goals and objectives, its issues, opportunities, and desires, and the results of the planning process surveys. Natural and cultural resources present in the town include the following:

- ♦ 6,526 acres of wetlands including the Lebanon Swamp
- ♦ 9,354 acres of woodlands
- ♦ Waterways including Maple, Cedar, and Little Creeks
- ♦ The scenic beauty and rural character of the town

The Town of Lebanon's plan for natural and cultural resources is to help ensure that existing state and county regulations are followed, and that potential natural resources impacts are taken into consideration as development takes place. It is not the town's intent to create new regulatory systems at the local level, but rather to show support for the existing programs that it considers important. Key policies and recommendations for natural and cultural resources are centered around requiring developers to assess potential natural resources impacts, encouraging the use of conservation land division design in some locations, and using site planning guidelines to encourage the placement of development in the best possible locations.

## **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. Encourage the protection of productive farmland from fragmentation and conflicts with non-agricultural uses, while preserving the right of farmers to exercise development rights.
- 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 agriculture industry.
- 1.f. Strive to reduce the rate of productive farmland being converted to non-agricultural development.
- 1.g. Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.
- 1.h. Encourage farmers to follow Best Management Practices to minimize erosion and groundwater and surface water contamination.

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

***Objectives***

- 2.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, woodlands, and wetlands.
- 2.b. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP), and conservation easements.

**Goal 3 Protect groundwater quality and quantity.**

***Objectives***

- 3.a. Support existing programs and regulations that decrease sources of non-point source water pollution.
- 3.b. Support expanded 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. Support existing programs and regulations that 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, and state agencies to address surface water quality degradation.

**Goal 5 Promote and encourage the preservation of open space areas and woodlands for their economic and aesthetic values, and for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.**

***Objectives***

- 5.a. Encourage the protection of open spaces with aesthetic qualities that contribute to community character.
- 5.b. Encourage the conservation of large contiguous wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.
- 5.c. Consider the use of conservation land division design, which may preserve open space and reduce forest fragmentation.

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

***Objectives***

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

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

***Objectives***

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

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

***Objectives***

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

### 5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

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

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

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

#### **Policies: Town Position**

- ANC1 The Town of Lebanon permits properly conducted agricultural operations. Owners of property in areas planned for agricultural use (such as AR and AWT) or adjacent to such areas should expect that they will be subject to conditions arising from such agricultural operations. Conditions may include, but are not limited to exposure to: noise; lights; fumes; dust; smoke; insects; chemicals; machinery operations, including aircraft, during any hour of day or night; storage and land application of manure; and application by spraying or other means of chemical pesticides, fertilizers, and other soil amendments. The conditions` described may occur as a result of any agricultural operation which is in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector (Source: Strategy ANC2).
- ANC2 Land divisions approved in areas designated with the preferred land use classifications of AR and AWT shall bear the right to farm policy (ANC1) on the face of the recording instrument (certified survey map, subdivision plat, deed, etc.) (Source: Strategy ANC2).
- ANC3 Any land division in the Town of Lebanon shall state on the face of the recording instrument: “You are building in an agricultural area and conditions related to active agricultural operations should be expected” (Source: Strategy ANC2).

ANC4 Any land division in the Town of Lebanon within 1,320 feet of an existing non-metallic mine shall state on the face of the recording instrument: “You are building within 1,320 feet of a non-metallic mine and should be aware of the conditions that can accompany such operations” (Source: Strategy LU9).

**Policies: Development Review Criteria**

ANC5 New, non-farm residences or lots should be placed on the landscape in a fashion that prevents conflicts between residential land uses and active farms or other agricultural land uses (Source: Strategy ANC2, ANC3).

ANC6 New, non-farm residences or lots should not be located within 1,320 feet of active dairy or hog farming operations (Source: Strategy ANC2, ANC3).

ANC7 Development proposals should 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).

ANC8 New development should be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC4).

ANC9 Development occurring within or near natural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4).

ANC10 Conservation land divisions in AWT and RR areas should be designed primarily to protect shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography, and these features should take precedence over other features that could be protected in these locations (Source: Strategy ANC4).

ANC11 Conservation land divisions in AR areas should be designed primarily to protect active cropland and active agricultural operations, and these features should take precedence over other features that could be protected in these locations (Source: Strategy ANC3).

ANC12 Conservation land divisions that incorporate Resource Protection (RP) areas shall be designed to protect the related natural resources (Source: Strategy ANC4).

ANC13 The establishment of new, or expansion of existing, animal agriculture operations that result in farms with more than 500 animal units shall not be allowed outside of areas targeted for agricultural expansion (Source: Strategy LU9).

- ANC14 The establishment of new or expansion of existing animal agriculture operations that result in farms with more than 500 animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management (Source: Strategy LU9).
- ANC15 The expansion or establishment of agricultural operations that result in farms with more than 500 animal units shall be preferred no closer than 75 feet from surface water (Source: Strategy ANC 6).
- ANC16 Municipal wellhead protection areas shall not be sited within 1,320 feet of existing livestock farming operations (Source: Strategy ANC 6).

### **Recommendations**

- ♦ Attempt to work with Waupaca County to modify county zoning and land division ordinances to better protect the right to farm, active farms, and natural resources. Should this approach fail to achieve the town's goals and objectives, amend the town land division ordinance and other local ordinances (Source: Strategy ANC2, ANC3, ANC4).
- ♦ Utilize a right-to-farm ordinance, a minimum setback for non-farm residences and lots, and site planning guidelines (refer to Section 9.2 of the *Implementation* element) to achieve the preservation of the right to farm, active farms, and natural resources. The town's non-farm residential setback and site planning guidelines are established by the comprehensive plan policies (Source: Strategy ANC2, ANC3, ANC4).
- ♦ Maintain an up to date inventory of active livestock farms, feedlots, and manure storage facilities (Source: Strategy ANC2, ANC3).
- ♦ 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 (Source: Strategy ANC4).
- ♦ Require (in AR areas) and encourage (in AWT areas) all major land divisions to utilize conservation design for the preservation of active farms or natural resources (Source: Strategy ANC3, ANC4).

## **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*.

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# 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 Lebanon 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 Lebanon 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

Economic development is not an area in which the Town of Lebanon plans to become directly involved. No topics related to economic development were identified as issues, opportunities, or desires (found in the *Issues and Opportunities* element). 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. Should economic development increase in priority in the future, more detailed planning may become necessary at that time.

However, the town's plan does address economic development through several indirect means. Although there are no specific recommendations relative to the *Economic Development* element, the plan seeks to manage the town's land base for the continued viability of agricultural and residential opportunities. Both are important to the regional economy. The town's land base

includes some of the best farmland in Waupaca County and plays a vital role in the county's \$438 million per year agriculture industry. The town also provides quality, affordable places to live for people that travel of New London and Manawa for employment in manufacturing, services, and other economic sectors. The related policies and recommendations are then found in the *Agricultural, Natural, and Cultural Resources* and *Land Use* elements. The town is also planning for lands to accommodate future commercial or light industrial development, and hopes to improve the aesthetics and design of such development by working with Waupaca County to create a basic design review ordinance and process.

## 6.2 Economic Characteristics Summary

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

Attainment Level	T. Lebanon		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	54	5.3%	2,175	6.3%
9th grade to 12th grade, no diploma	87	8.6%	3,847	11.1%
High school graduate (includes equivalency)	545	53.9%	15,148	43.6%
Some college, no degree	153	15.1%	6,333	18.2%
Associate degree	73	7.2%	2,067	6.0%
Bachelor's degree	81	8.0%	3,716	10.7%
Graduate or professional degree	18	1.8%	1,440	4.1%
Total Persons 25 and over	1,011	100.0%	34,726	100.0%

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

Educational attainment for the Town of Lebanon as measured in 2000 was similar to that of the county, but with some key distinctions. Compared to Waupaca County as a whole, a larger proportion of people in the town had high school diplomas, but smaller proportions had bachelor,

graduate, or professional degrees. These data suggest that Town of Lebanon 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 Lebanon, Waupaca County, and the State of Wisconsin for 2000.

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

Industry	T. Lebanon		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	76	9.1%	1,216	4.8%
Construction	63	7.6%	1,686	6.6%
Manufacturing	298	35.7%	7,393	29.1%
Wholesale trade	24	2.9%	721	2.8%
Retail trade	75	9.0%	2,624	10.3%
Transportation and warehousing, and utilities	31	3.7%	942	3.7%
Information	12	1.4%	900	3.5%
Finance, insurance, real estate, and rental and leasing	37	4.4%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	19	2.3%	950	3.7%
Educational, health and social services	100	12.0%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	51	6.1%	1,652	6.5%
Other services (except public administration)	27	3.2%	883	3.5%
Public administration	21	2.5%	759	3.0%
Total	834	100.0%	25,370	100.0%

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

Of the 834 Town of Lebanon residents employed in 2000, most worked in the manufacturing and the educational, health, and social services sectors. The breakdown of employment by industry sector in the town is generally similar to that of the county, but there are some key differences. Compared to Waupaca County as a whole, the town has notably larger proportions of employment in the agriculture, forestry, fishing and hunting, and mining, and the manufacturing sectors. These data reflect the predominance of agriculture in the local landscape and economy and the strong manufacturing sector of New London and other nearby cities.

## 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 Lebanon, Waupaca County, and Wisconsin, 2000

Occupation	T. Lebanon		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	191	22.9%	6,438	25.4%
Service occupations	103	12.4%	3,710	14.6%
Sales and office occupations	148	17.7%	5,456	21.5%
Farming, fishing, and forestry occupations	23	2.8%	403	1.6%
Construction, extraction, and maintenance occupations	117	14.0%	2,592	10.2%
Production, transportation, and material moving occupations	252	30.2%	6,771	26.7%
Total	834	100.0%	25,370	100.0%

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

Overall, employment by occupation in the Town of Lebanon is similar to that of Waupaca County as a whole. These data are logical given similarities in educational attainment and employment by industry sector discussed previously.

## 6.3 Strengths and Weaknesses Analysis

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

### Strengths

- ♦ Natural Resources
- ♦ Elementary and Secondary Schools
- ♦ Industrial Parks
- ♦ U.S., State, County and Local Road Networks

- ♦ Railroads
- ♦ Regional and Local Airports
- ♦ Fox Valley Technical College Campuses
- ♦ Fox Valley Workforce Development
- ♦ Chambers of Commerce
- ♦ Skilled and Experienced Workforce
- ♦ Sewer and Water Infrastructure
- ♦ Electric and Gas Infrastructure
- ♦ Communications Infrastructure
- ♦ Waupaca County Economic Development Corp.
- ♦ Small Business Development Centers
- ♦ Wisconsin Department of Commerce Programs
- ♦ Wisconsin Department of Transportation Programs
- ♦ Regional and Local Financial Institutions
- ♦ County and Local Governments
- ♦ Revolving Loan Funds
- ♦ Manufacturing Industry
- ♦ Tourism Industry
- ♦ Dairy Industry
- ♦ Opportunities for home-based employment (home offices)
- ♦ Collaborative Efforts Between Governments

## **Weaknesses**

- ♦ Lack of Business Diversity
- ♦ Risk Averse Nature of Residents
- ♦ 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
- ♦ Tax Incremental Finance Districts
- ♦ Lack of available employment opportunities

## **6.4 Desired Business and Industry**

Similar to most communities in Waupaca County, the Town of Lebanon 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 Lebanon include, but are not necessarily limited to:

- ♦ Business and light industry that retain the rural character of the community.
- ♦ Business and light industry that utilize high quality and attractive building and landscape design.
- ♦ Business and light industry that utilize well planned site design and traffic circulation.

- ♦ Business and light industry that revitalize and redevelops blighted areas of the community.
- ♦ 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.
- ♦ Business and light industry that provide quality employment for local citizens.
- ♦ Business and light industry that support existing employers with value adding services or processes.
- ♦ Business and light industry that bring new cash flow into the community.
- ♦ Business and light industry that capitalize on community strengths.
- ♦ Business and light industry 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 8-55) for the Town of Lebanon. Specifically, these include 210 acres in the planned Rural Commercial/Industrial (RCI) area in the southeast corner of the town near Business Highway 45 and County Highway T. There are existing commercial and industrial land uses at this location, but most of this land is undeveloped and could accommodate new development. The planned RCI area will be adequate to meet demand according to the land use demand projections shown in Section 8.3. Home based businesses may also be considered throughout the rural areas of the town, and it should be noted that the *Land Use* element details the policies that would apply to such development proposals. In addition to the area mapped as RCI, other areas of the town that are suitable for commercial or industrial development may be approved for such use upon town adoption of a preferred land use plan amendment.

### **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 Lebanon, as of March 2007, there was one site identified by BRRTS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary). The site is identified as a Leaking Underground Storage Tank (LUST) site for the Beyer Property. The status of this site should be further reviewed by the town for potential reuse or redevelopment.

## 6.6 Economic Development Goals and Objectives

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

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

***Objectives***

- 1.a. Maintain and support agriculture, 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.

## 6.7     Economic Development 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 Position**

ED1     Agriculture should be the preferred economic base of the town (Source: Strategy ANC2).

### **Policies: Development Review Criteria**

ED2     New commercial and industrial development should 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 LU10).

## 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 Lebanon, 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 Lebanon and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Lebanon's plan for intergovernmental cooperation is to cooperatively manage growth along community boundaries and to maintain and improve intergovernmental communication. The town generally has a good relationship with, and is involved in a number of intergovernmental agreements with, Waupaca County and the surrounding communities. Additional cooperation opportunities are likely to stem from the comprehensive planning effort. The town's relationship with the City of New London will be especially critical over the next 20 to 25 years. The city has been growing toward the Town of Lebanon in recent years, and will likely expand into the town at some point. The city has planned for residential and commercial expansion into the town. The town plans to pursue a cooperative boundary agreement with the city to address the concerns of both communities and to identify a mutually beneficial approach.

### 7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the town.

- ♦ Agreement establishing Manawa Area fire department, 1998  
This agreement documents Lebanon's participation in the Manawa Area Fire Department. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the fire district's budgeted costs. This agreement was preceded by a memorandum of agreement (1987) that initially established the Manawa Area Fire Department on a cooperative basis.

- ♦ Agreement for Fire Protection (with the New London Fire Department), 2003  
This agreement documents the reliance of a portion of the town on the New London Fire Department. Other participating communities include the Towns of Caledonia and Mukwa in Waupaca County, and the Towns of Maple Creek and Liberty in Outagamie County. The agreement establishes town costs, based on property values for the participating areas, through 2007 for utilizing the fire department.
- ♦ Agreement for Winter Road Maintenance with the Town of Mukwa, 1999  
This agreement documents shared winter maintenance of Otto Road, Larry Road, Tank Road, and Madden Road with the Town of Mukwa.

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

#### **School Districts**

The Town of Lebanon is located within the Manawa and New London 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**

Intergovernmental relationships between the Town of Lebanon and surrounding communities can be characterized as generally positive and developing. The town is already working with the cities of New London and Manawa, and surrounding towns in both Waupaca and Outagamie Counties for the provision of emergency services and winter road maintenance. The intergovernmental relationship with the City of New London is developing, as annexation of Town of Lebanon lands has not yet occurred, but may become a possibility over the planning period.

Intergovernmental opportunities with New London center around cooperative planning for possible growth of the city's northern limits. This relationship has not been strained by annexation to date, but the city has grown north to the town boundary in recent years. The city has planned for residential and commercial expansion into the Town of Lebanon. The town's plan for land use and development density in these areas is not compatible with the city's plans at this point. The city has experienced the problems of rural development densities in the Town of Mukwa hampering the ability to expand urban utilities in a cost effective manner. A cooperative approach with Lebanon could produce better results. A mutually beneficial solution might involve any of the following:

- ♦ Development of a cooperative plan and boundary agreement;
- ♦ Preservation of low development densities until annexation or the extension of utilities;
- ♦ Extension of sewer service to areas of the town with failing septic systems; and
- ♦ A revenue sharing arrangement to reduce the impacts of lost tax base for the town.

#### 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 Caledonia Town of Fremont Town of Weyauwega Village of Fremont City of New London City of Weyauwega
♦ 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 Caledonia Town of Fremont Town of Weyauwega Village of Fremont City of New London City of Weyauwega
♦ Work with the school district to anticipate future growth, facility, and busing needs.	Manawa School District New London School District

Opportunity	Potential Cooperating Units of Government
♦ Share the use of school district recreational and athletic facilities.	Manawa School District New London School District Town of Caledonia Town of Fremont Town of Weyauwega Village of Fremont City of New London City of Weyauwega
♦ Share excess space at the community hall.	Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa
♦ Share excess space at the community garage.	Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa
♦ Share community staff.	Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa
♦ Share office equipment.	Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa
♦ Share construction and maintenance equipment.	Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa

Opportunity	Potential Cooperating Units of Government
♦ Reduce conflict over boundary issues through cooperative planning.	Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa
♦ Develop a boundary agreement with the adjacent city or village.	City of New London
♦ Obtain a greater share of the property tax revenue for annexed lands.	City of New London
♦ Obtain sewer and/or water service in areas where higher density growth is planned.	City of New London
♦ Obtain sewer and/or water service in areas where failing septic systems or well contamination is an issue.	City of New London
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas.	City of New London City of Manawa
♦ Improve the attractiveness of community entrance points.	Waupaca County Town of Bear Creek Town of Little Wolf Town of Mukwa Town of Maple Creek City of New London City of Manawa

### Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Annexation conflicts between the town and the City of New London.	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

Potential Conflict	Process to Resolve
	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 County community
♦ Concern over the ability or willingness of Waupaca County to implement the recommendations of town plans.	Distribution of plans and plan amendments to adjacent and overlapping governments
	Continued meetings of the Core Planning Committee with representation from every Waupaca County community
	After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances
♦ Vastly different zoning and land division regulations from one town to the next.	Distribution of plans and plan amendments to adjacent and overlapping governments
	After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances
	Continued meetings of the Core Planning Committee with representation from every Waupaca County community



Potential Conflict	Process to Resolve
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas.	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  Cooperative design review ordinance development and administration
♦ Concern over poor communication between the town and the sanitary district.	Distribution of plans and plan amendments to adjacent and overlapping governments
♦ Concern over poor communication between the town and the school district.	Distribution of plans and plan amendments to adjacent and overlapping governments

## 7.5 Intergovernmental Cooperation Goals and Objectives

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

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

#### ***Objectives***

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

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

***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 for joint equipment and facility ownership with neighboring communities.
- 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 should be jointly discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1).
- IC3 The town should work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Waupaca County, and state and federal agencies (Source: Strategy IC3).

- IC4 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed as a joint effort with neighboring communities (Source: Strategy IC3).
- IC5 The town should participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy IC3).
- IC6 Neighboring communities and districts should be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed (Source: Strategy IC3).
- IC7 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy IC2).
- IC8 Development proposals in the Urban Transition area should be reviewed cooperatively with the City of New London (Source: Strategy IC2).

## **Recommendations**

- ♦ Appoint an advisory body to establish clear goals and expectations for the purpose of negotiating intergovernmental agreements (Source: Strategy IC2, IC3).
- ♦ Pursue a cooperative boundary agreement with the City of New London for the area surrounding USH 45 and CTH T north of the existing city limits (Source: Strategy IC2).
- ♦ Meet at least annually with neighboring units of government to facilitate intergovernmental cooperation and communication (Source: Strategy IC3).

## **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*. The additional programs shown here are of high importance to the Town of Lebanon and should be monitored for their applicability to intergovernmental issues and opportunities.

## **Additional Programs**

### 66.0307 - Boundary Changes Pursuant to Approved Cooperative Plan

Under Section 66.0307, Wisconsin Statutes, combinations of municipalities may prepare cooperative boundary plans or agreements. Each city, village, or town that intends to participate in the preparation of a cooperative plan must adopt a resolution authorizing its participation in the planning process.

Cooperative boundary plans or agreements involve decisions regarding the maintenance or change of municipal boundaries for a period of 10 years or more. The cooperative plan must include a plan for the physical development of the territory covered by the plan, a schedule for changes to the boundary, plans for the delivery of services, an evaluation of environmental features, and a description of any adverse environmental consequences that may result from the implementation of the plan. It must also address the need for safe and affordable housing. The communities participating in the plan must hold a public hearing prior to its adoption. Once adopted, the plan must be submitted to the Wisconsin Department of Commerce for state approval. Upon approval, the cooperative plan has the force and effect of a contract.

### Annexation

Wisconsin Statute, 66.021, Annexation of Territory, provides three petition methods by which annexation may occur. Annexation involves the transfer of one or more tax parcels from a town to a city or village. Cities and villages cannot annex property without the consent of landowners as required by the following petition procedures:

1. Unanimous Approval - A petition is signed by all of the electors residing in the territory and the owners of all of the real property included within the petition.
2. Notice of intent to circulate petition (direct petition for annexation) - The petition must be signed by a majority of electors in the territory and the owners of one-half of the real property either in value or in land area. If no electors reside in the territory, then only the landowners need sign the petition.
3. Annexation by referendum - A petition requesting a referendum election on the question of annexation may be filed with the city or village when signed by at least 20 percent of the electors in the territory.

Waupaca County cities and villages have grown, and will likely continue to grow, through the use of annexation.

# 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 Lebanon. 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 8-17, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Lebanon.

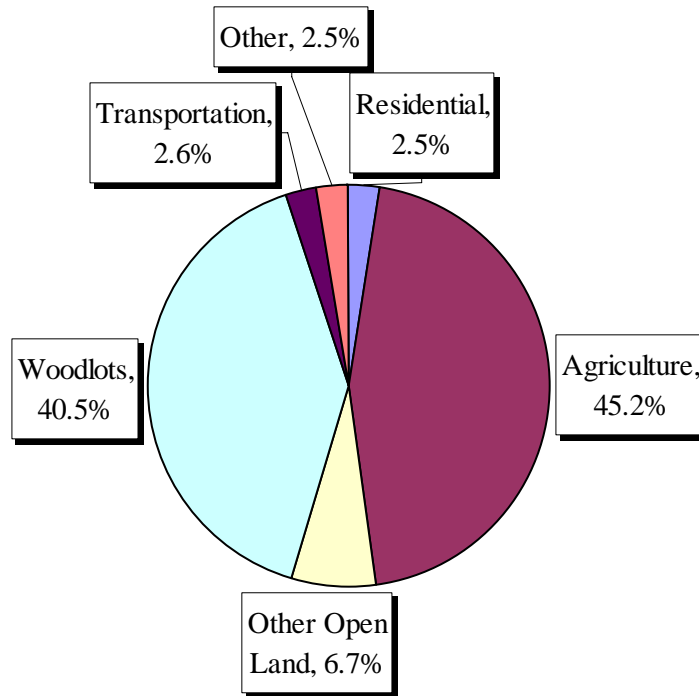
Table 8-1  
Existing Land Use, Town of Lebanon, 2004

Existing Land Use Classification	Acres	Percent of Total
<b><u>Intensive Land Use</u></b>	<b>831</b>	<b>3.6%</b>
Residential	586	2.5%
Multi-Family Housing	0	0.0%
Mobile Home Parks	24	0.1%
Farmsteads	136	0.6%
Group Quarters and Elder Care	0	0.0%
Commercial	31	0.1%
Utilities	1	0.0%
Institutional	8	0.0%
Industrial	5	0.0%
Mines/Quarries	39	0.2%
<b><u>Passive Land Use</u></b>	<b>21,499</b>	<b>93.1%</b>
Agriculture	10,439	45.2%
Other Open Land	1,536	6.7%
Woodlots	9,354	40.5%
Parks and Recreation	170	0.7%
<b><u>Base Features</u></b>	<b>765</b>	<b>3.3%</b>
Transportation	603	2.6%
Water	161	0.7%
<b><u>Total</u></b>	<b>23,095</b>	<b>100.0%</b>

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

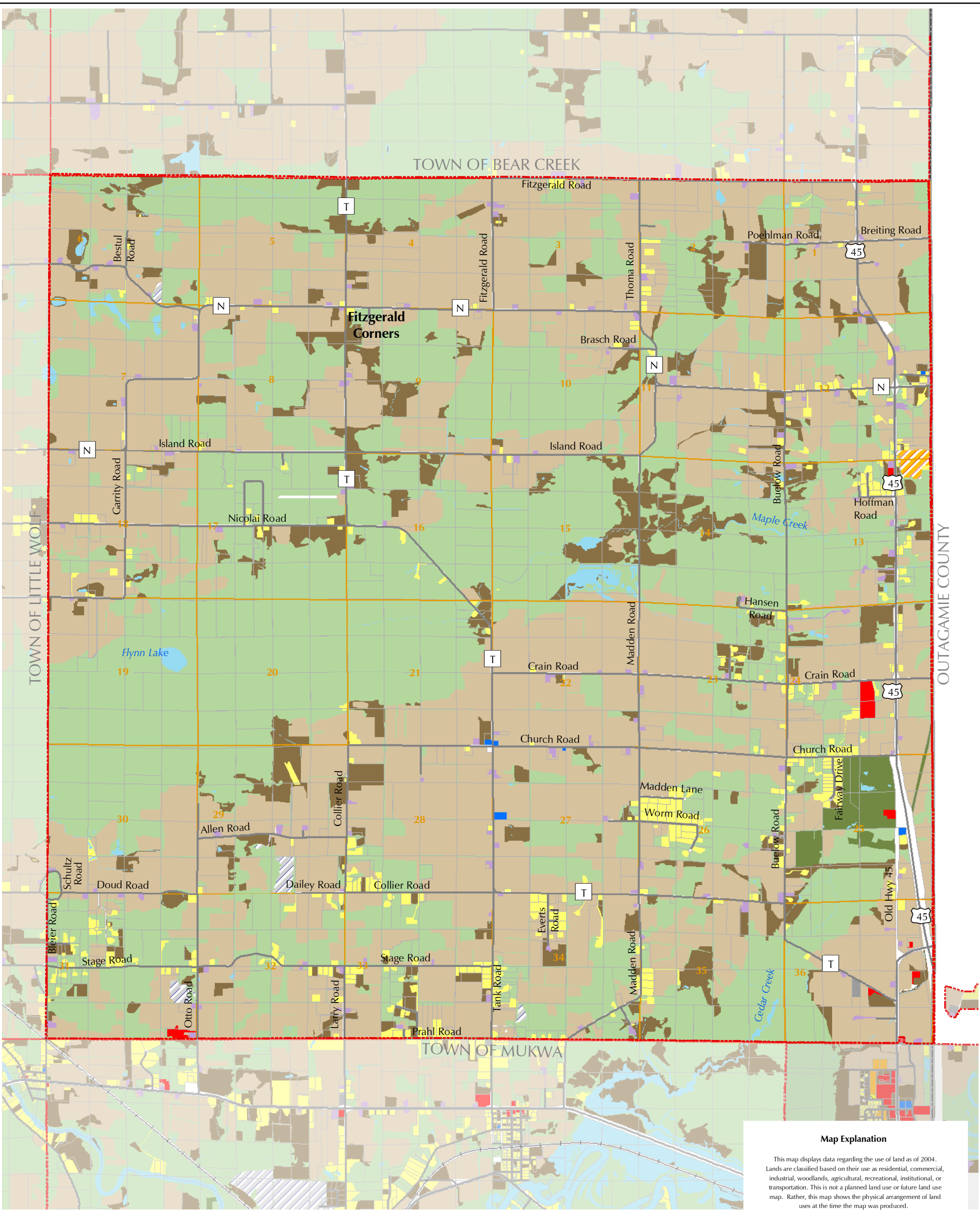


Figure 8-1  
Existing Land Use, Town of Lebanon, 2004



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

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# EXISTING LAND USE

## Town of Lebanon, Waupaca County

### Existing Land Use Classifications

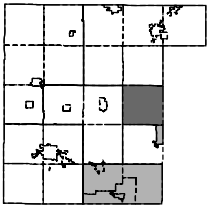
- |                               |                      |
|-------------------------------|----------------------|
| Residential                   | Woodlots             |
| Multi-Family Housing          | Parks and Recreation |
| Mobile Home Parks             | Utilities            |
| Farmsteads 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

### Roads

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

### Base Features

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



Southeast Planning Cluster of Waupaca County



### 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 Lebanon.

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The Town of Lebanon is a typical 6 mile square (or 36 square mile) town including about 23,000 acres. The town is primarily undeveloped with agriculture comprising the largest share of the landscape at 45%. Existing agriculture lands, including dairy farms, crop fields, and smaller hobby farms, cover most of the town's upland areas. Woodlots are another predominant land use comprising about 41% of the town. Many of these woodland acres are also wetlands – another significant feature of the landscape. As shown on Map 5-15 of the *Inventory and Trends Report*, wetlands occupy about 28% of the town. The vast Lebanon Swamp divides the town through its midsection, and other substantial wetland complexes surround Cedar Creek and Little Creek. The southwest quadrant of the town is somewhat unique from the rest of the existing land use pattern, as this area contains a distinctive mix of woodland and agriculture fields.

Development is dispersed throughout the town with distinctive concentrations occurring in two areas. Development is concentrated in the eastern tier of the town along US Highway 45. This results in several clusters of development in locations within about one mile of the highway. Development is also somewhat concentrated in the southern tier of the town. Several clusters of development are found in areas of mixed farmlands and woodlands distinctive to this part of the town. The predominant developed use is residential including single-family homes and farmsteads. Commercial uses are present, mainly along US Highway 45. The New London Golf Club is a prominent landscape feature in the southeast quadrant of the town. Non-metallic mines are found in several locations, but especially in the southwest quadrant where extensive deposits of sand and gravel are known to exist.

Growth and change in recent years have been composed primarily of residential development. New homes and residential subdivisions have occurred throughout the town's woodland and agricultural areas, but have been concentrated mainly in the eastern and southern tiers of the town where most existing clusters of development are found.

### 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 development will take place at the residential lot sizes identified by the preferred land use plan (found in Section 8.5). The plan specifies a preferred maximum lot size of two acres for most residential development therefore, each projected housing unit will occupy an additional two acres of the town.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he

or she does today. These land use demand projections rely on the 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 26.9 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Lebanon, so resource lands are reduced by 26.9 acres per year.

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

Year	Residential <sup>1</sup>	Commercial <sup>2</sup>	Industrial <sup>3</sup>	Institutional <sup>4</sup>	Resource Lands <sup>5</sup>
2000	746.8	31.1	44.1	178.6	21,329.3
2005	864.8	32.9	46.7	189.0	21,194.7
2010	982.8	34.7	49.3	199.4	21,060.0
2015	1,100.8	36.9	52.4	212.1	20,925.3
2020	1,216.8	39.2	55.6	224.9	20,790.7
2025	1,334.8	41.4	58.7	237.6	20,656.0
2030	1,452.8	43.6	61.8	250.4	20,521.4
# Change	706.0	12.5	17.7	71.7	-808.0
% Change	94.5%	40.2%	40.2%	40.2%	-3.8%

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

<sup>2</sup>Commercial includes commercial only.

<sup>3</sup>Industrial includes industrial, mines, and quarries.

<sup>4</sup>Institutional includes institutional, utilities, and parks and recreation.

<sup>5</sup>Resource 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 Lebanon. 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.

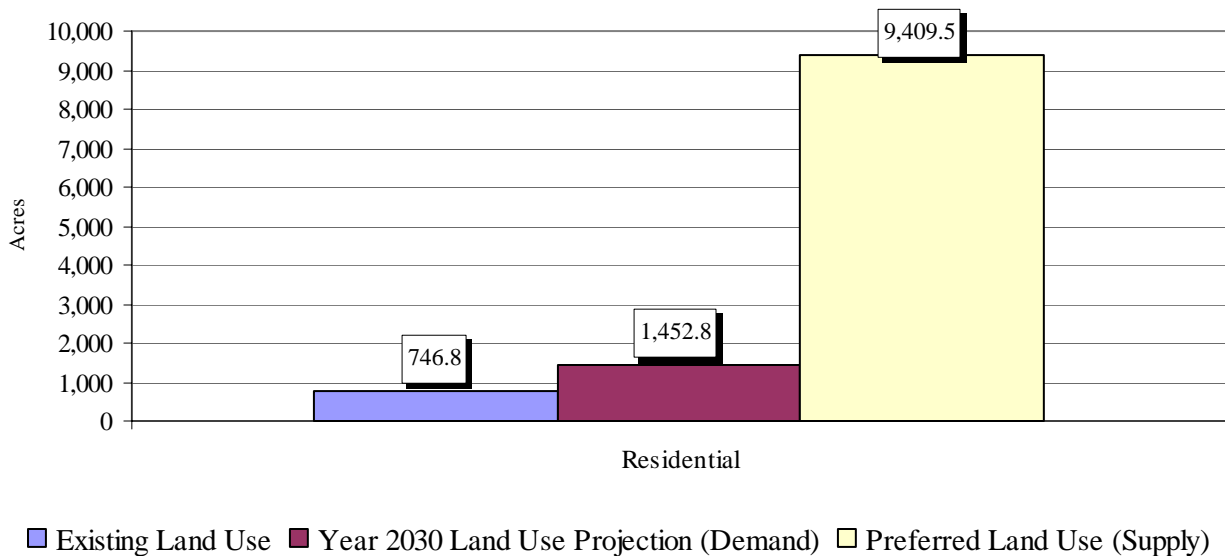
Table 8-3  
Land Supply and Demand Comparison  
Town of Lebanon

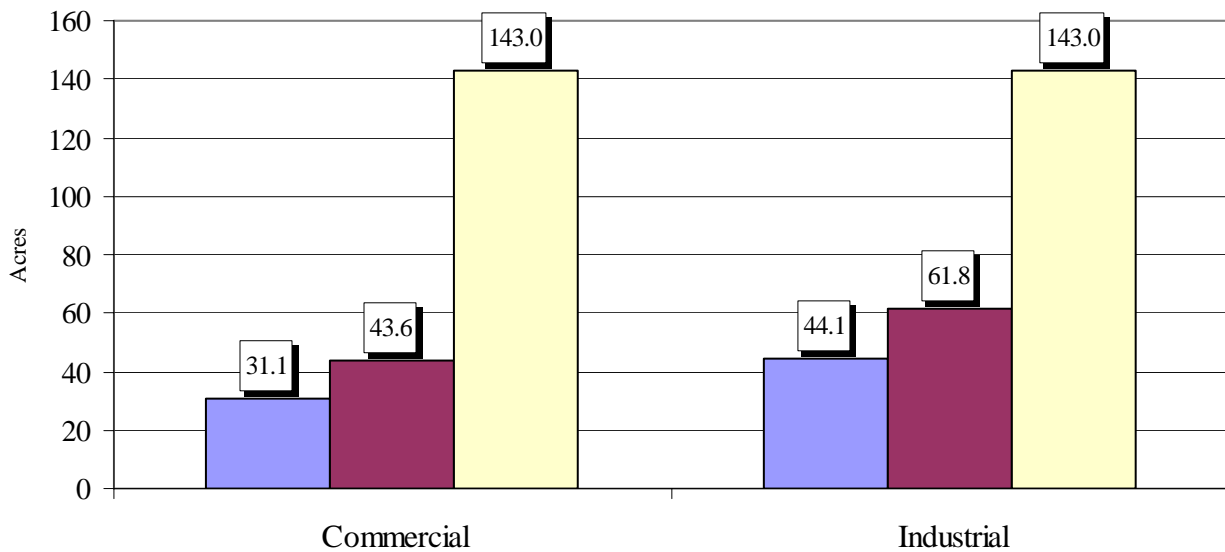
	Residential	Commercial	Industrial
Existing Land Use	746.8	31.1	44.1
Year 2030 Land Use Projection (Demand) <sup>1</sup>	1,452.8	43.6	61.8
Preferred Land Use (Supply) <sup>2</sup>	9,409.5	143.0	143.0

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

<sup>2</sup> Residential includes Rural Residential, 10% of Agriculture Retention, and Agriculture and Woodland Transition. Commercial includes 50% of Rural Commercial/Industrial. Industrial includes 50% of Rural Commercial/Industrial.

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





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

The Town of Lebanon has planned for a sufficient supply of land based on the projected demand. About six and one-half times the projected residential demand is provided for, primarily by the Rural Residential and Agriculture and Woodland Transition classifications. Sufficient lands for commercial and industrial use are provided in areas planned as Rural Commercial/Industrial. The projections for land demand were based on the highest available projection for population and the middle projection for housing, so there is 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 residential demand that the plan does very little to actively shape the future landscape. The town's plan provides a great deal of flexibility in determining where the projected 700 acres of future residential 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 8-55) and the Preferred Land Use Classifications. These components work together with the *Implementation* element to provide policy guidance for decision makers in the town.

The Town of Lebanon's plan for preferred land use is intended to be flexible enough to meet the needs of future generations and to be responsive to change. It is not the town's intent to direct future land use to particular areas, but rather to generally lay out the preferred land use pattern in a way that prevents land use conflicts. Further refinement of the preferred land use plan may be required as future development takes place.

The preferred land use plan was shaped both by objective data and local opinion. Public participation was utilized to influence the final 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 land uses. The maps and data provided in the *Inventory and Trends Report* document the objective data sources that were used in this analysis. Members of the town's planning committee combined this data with their knowledge of the community to produce a draft map that was reviewed by the public. Changes to the draft plan requested by town citizens were evaluated by the planning commission and Town Board, and accepted changes were incorporated into the plan.

The preferred land use mapping process began by identifying the best places to accommodate future residential development. These included:

- ♦ Areas away from existing livestock farms;
- ♦ Areas outside of wetlands;
- ♦ Areas close to existing roads; and
- ♦ Areas close to already concentrated development.

The results of this analysis are shown in areas that have been mapped as Rural Residential (RR). These portions of the town are intended to accommodate the highest densities of development (maximum of one unit per two acres) and a variety of lot sizes. The consumption of agricultural lands in RR areas will be allowed in order to encourage less consumption of agricultural lands in other locations.

Agriculture and Woodland Transition (AWT) is mapped to recognize a distinct portion of the town's landscape. AWT covers the western third of the town from Island Road south. These are

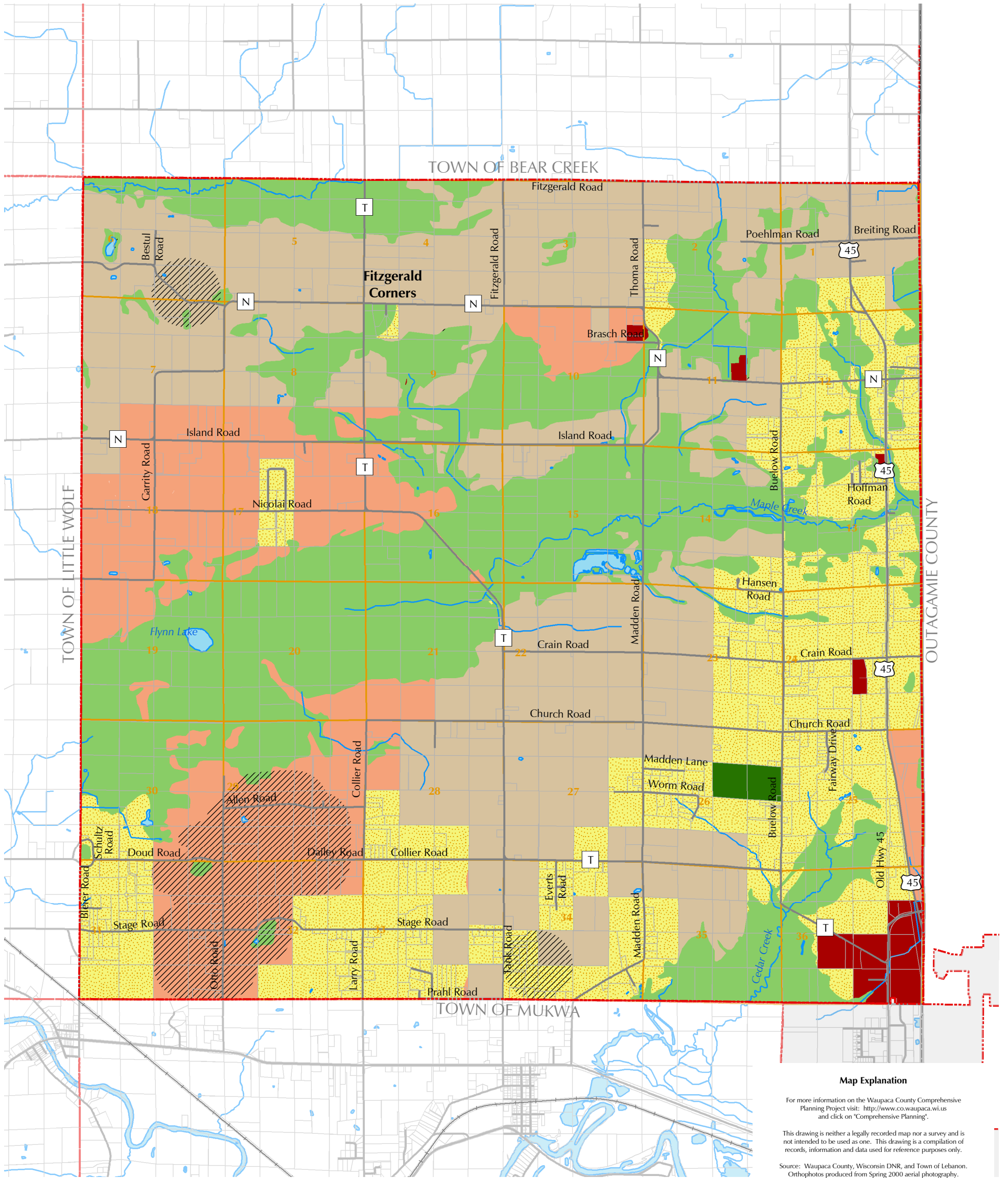
locations where residential development was also somewhat suitable based on the analysis above, but in a pattern that is mixed with woodlots and smaller agriculture fields. There are also sizable sand and gravel deposits in these areas. AWT areas are expected to transition out of agricultural use, and indeed, many of these areas have already started this transition. Residential development will be accommodated at medium densities (maximum of one unit per five acres) in AWT in order to allow that transition, but also to prevent land use conflicts with the agriculture that remains and with non-metallic mines. AWT is also mapped in a strip between US Highway 45 and the eastern town boundary in the southeast corner of the town. Although these lands are in agricultural use today, RR is planned around it, so AWT is appropriate here. The use of conservation land division design will be encouraged in AWT areas in order to protect natural resources.

Agriculture Retention (AR) is mapped to recognize the lands that are likely to continue in agricultural use over the long term. AR areas include most of the town's existing dairy farms, the largest agricultural fields, and the areas least suitable for residential development. AR is mapped primarily in the northern tier of the town, and in the central third of the town from north to south. In order to reduce the consumption of agricultural lands, conservation land division design will be required of all major land divisions. Conservation land divisions will have a maximum lot size of two acres. Minor land divisions may also take place. The lowest density of development will be allowed in AR areas (maximum of one unit per 10 acres). It is the town's intent that the use of these tools will provide a balance between the protection of agriculture and the ability of property owners to exercise development rights.

Future commercial and light industrial development will be accommodated primarily through the Rural Commercial/Industrial (RCI) classification. RCI has been mapped in the southeast corner of the town near Business Highway 45 and County Highway T. New business development in RCI areas should preserve the rural character of the town, enhance the visual quality of the surrounding area, and provide well planned landscaping, lighting, traffic flow, and other site design features. The town is also open to compatible commercial or light industrial development in other locations, mainly along collector or arterial highways. Such development could be approved upon town adoption of a preferred land use plan amendment.

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

Intensive Use Overlay (IUO) has been mapped relative to features of the town that existing and future property owners should be aware of. Lands within 1,320 feet of existing non-metallic mines and an area of known sand and gravel deposits have been mapped as IUO. In both of these cases, potential for conflict between these existing situations and future development is present. Relative to non-metallic minerals, the use of IUO is intended to notify potential future property owners that such uses exist in the town and that they should be prepared to deal with the noise, dust, truck traffic, etc. related to extraction operations. These are some of the realities of living in the country.

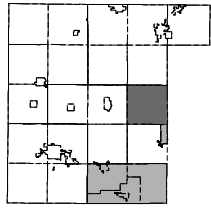


# PREFERRED LAND USE

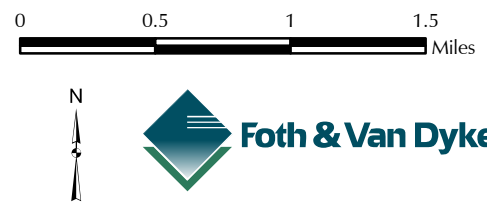
## Town of Lebanon, Waupaca County

- Preferred Land Use**
- Agriculture Enterprise (AE)
  - Agriculture Retention (AR)
  - Agriculture/Urban Interface (AUI)
  - Agriculture and Woodland Transition (AWT)
  - Intensive Use Overlay (IUO)
  - Public Recreation and Forestry Enterprise (PURF)
  - Private Recreation and Forestry Enterprise (PVRF)
  - Rural Commercial/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



Southeast Planning Cluster of Waupaca County



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

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## 8.5 Preferred Land Use Classifications

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

### **Agriculture 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.
- ♦ Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per 10 acres.
  - Minimum residential lot size shall be two acres for conventional land divisions, and one acre for conservation land divisions. (Note: for one acre minimum, possibly dependent upon group septic system and/or community well. Emphasis is on group septic and site suitability. Community well not as important.)
  - The use of conservation land division design shall be required for land divisions with five or more lots.
  - Maximum residential lot size shall be two acres for conservation land divisions.
- ♦ Preferred Use: Land for livestock production, cash cropping and specialty farming. All agricultural uses regardless of size.
- ♦ Discouraged Uses: The AR classification is not intended to be applied near moderately to densely populated areas.

### **Agriculture and Woodland Transition (AWT)**

- ♦ Purpose: To accommodate agricultural uses and woodlands but also allow for land use change or “transition” within these areas driven primarily by market forces or land sale trends.
- ♦ Primary Goal: To allow landowners the opportunity to respond to economic trends and market conditions while maintaining land in agriculture or woodland as the current primary use.
- ♦ Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per five acres.
  - Minimum residential lot size shall be two acres for conventional land divisions, and one acre for conservation land divisions. (Note: for one acre minimum, possibly dependent upon group septic system and/or community well. Emphasis is on group septic and site suitability. Community well not as important.)
  - Land divisions with five or more lots should use conservation land division design.
  - Maximum residential lot size shall be two acres for conservation land divisions.

- ♦ Preferred Use: Areas of possible farming or forestry operation expansions, but with consideration given to potential conflicts with residential use. Areas where farms are transitioning to more subsistence forms, to recreational use, to hobby farms or secondary farming operations. Areas where the conversion of productive agricultural land or woodland to some non-productive residential, commercial, or industrial uses are recognized.
- ♦ Discouraged Uses: Non-farm development that is not clustered or places undue strain on existing public services such as roads and support services.

### **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.
- ♦ Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per 10 acres.
  - Minimum residential lot size shall be two acres for conventional land divisions, and one acre for conservation land divisions. (Note: for one acre minimum, possibly dependent upon group septic system and/or community well. Emphasis is on group septic and site suitability. Community well not as important.)
  - The use of conservation land division design shall be required for land divisions with five or more lots.
  - Maximum residential lot size shall be two acres for conservation land divisions.
- ♦ Preferred Use: PVRF areas are comprised exclusively of private land. Single family residential development and seasonal dwellings (hunting cabins) may be accommodated. Limited commercial and light industrial activity associated with primary residences (home based business) may also be accommodated in PVRF. Voluntary landowner resource protection programs such as Managed Forest Land, Conservation Reserve Program, and Wetland Reserve Program are encouraged.
- ♦ Discouraged Uses: Uses which are not compatible with or detract from forestry or outdoor recreation activities.

### **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.
- ♦ Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per two acres.
  - Minimum residential lot size shall be two acres for conventional land divisions, and one acre for conservation land divisions. (Note: for one acre minimum, possibly dependent upon group septic system and/or community well. Emphasis is on group septic and site suitability. Community well not as important.)
- ♦ 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 planned 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 Lebanon, 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.

### **Agriculture/Urban Interface (AUI) – (Not mapped)**

- ◆ Purpose: To help plan for a multi-tiered agriculture zoning system in response to Wisconsin Act 235, known as the Livestock Facility Siting Law. This classification will help protect cities, villages, and rural sanitary districts from potential health and safety issues associated with close proximity to large, livestock farming operations. This classification will help protect agriculture operations from the land use conflicts associated with close proximity to urban and suburban growth and development areas.
- ◆ Primary Goal: To establish an area within one-half mile of the current boundaries of cities, villages, and rural sanitary districts where new livestock farming operations with fewer than 500 animal units will be allowed, but new operations with 500 or more animal units will not be allowed.
- ◆ Preferred Housing Density: To be determined by the surrounding agriculture classifications. Either the AE, AR, or AWT density overlay will apply as shown on the map.

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

### Intensive Use Overlay (IUO)

- ♦ Purpose: To identify lands in close proximity to existing or planned uses that may generate noise, odor, dust, smoke, vibration, groundwater pollution, or other pollution in levels that may cause real or perceived conflicts with surrounding residential uses or otherwise severely impact the landscape or a view shed. Such uses might include active or abandoned landfills, planned or existing mineral extraction sites, a large confined animal feeding operation, planned utility corridors, or planned highway corridors.
- ♦ Primary Goal: To notify current and future residential property owners of the presence of a potential land use conflict in situations where the intensive use existed prior to the surrounding uses or where the unit of government has no control over the siting or expansion of that use.
- ♦ Preferred Housing Density: To be determined by the underlying classification. Lower density residential classifications are advisable given the potential for conflict.
- ♦ Preferred Use: To be determined by the underlying classification.
- ♦ Discouraged Uses: High or medium density residential (new) development. Existing residential uses should be allowed to continue.

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

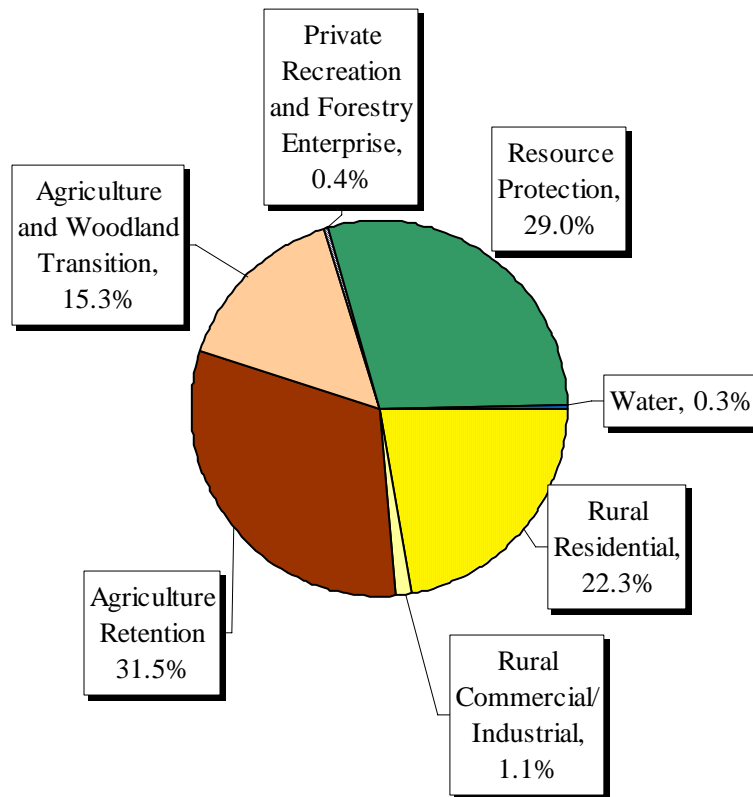
Table 8-4  
Preferred Land Use, Town of Lebanon, 2006

Preferred Land Use Classification	Percent of	
	Acres	Total
Rural Residential	5,148.8	22.3%
Rural Commercial/Industrial	285.9	1.2%
Agriculture Retention	7,280.7	31.5%
Agriculture and Woodland Transition	3,532.7	15.3%
Private Recreation and Forestry Enterprise	81.4	0.4%
Resource Protection	6,699.7	29.0%
Water	70.3	0.3%
Total	23,099.4	100.0%

Source: Town of Lebanon, 2006. Note: includes 1,282 intensive use overlay acres.



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



Source: Town of Lebanon, 2006.

## 8.6 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the Town of Lebanon. 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

- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ♦ Residential development next to extraction land uses
- ♦ 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
- ♦ Annexation conflicts may arise with neighboring cities
- ♦ Meeting the service needs of newly developed areas
- ♦ Controlling and managing development along major highway corridors and interchanges
- ♦ Siting of power transmission lines
- ♦ Land spreading of biosolids (waste treatment products)
- ♦ 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)
- ♦ Residential development next to extraction land uses
- ♦ Lack of building and site design standards for RCI areas
- ♦ The loss of rural character in some locations

## 8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Lebanon Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. Plan components that support the preservation of rural lands and rural character encourage redevelopment. Redevelopment is an alternative to the consumption of agricultural lands and green space by new development. Plan components that support the use of existing infrastructure encourage redevelopment. Redevelopment is a method of maximizing the use of existing roads and other town services. Opportunities for redevelopment are addressed in several of the goals, objectives, policies, and recommendations of this plan.

- ♦ Goals: H2 and related objectives, ANC7 and related objectives
- ♦ Objectives: UCF1b, LU2a, LU2b, LU2e
- ♦ Policies: UCF2, ANC6, LU1, LU2, LU3, LU6
- ♦ Various *Agricultural, Natural, and Cultural Resources* element recommendations

## 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 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 for the future.**

***Objectives***

- 2.a. Encourage a pattern of land use that will preserve natural resources and productive agricultural areas.
- 2.b. Promote the location of new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 2.c. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 2.d. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.e. 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.f. 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 Conservation design should be utilized in proposed major land divisions (with five or more lots) in AWT areas to minimize the negative impacts to agriculture, natural resources, and cultural resources while accommodating residential development (Source: Strategy ANC3, ANC4, LU3).
- LU2 Conservation design shall be utilized in proposed major land divisions (with five or more lots) in AR areas to minimize the negative impacts to agriculture, natural resources, and cultural resources while accommodating residential development (Source: Strategy ANC3, ANC4, LU3).
- LU3 Lots or building sites in a conservation or cluster design development should be no larger than necessary to accommodate the residential structures, driveways, desired yards, and utilities such as an on-site sewage treatment system (Source: Strategy ANC3, ANC4).
- LU4 At a minimum, the following characteristics should 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 (private) 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, but not less than one acre.
  - d. Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC4).
- LU5 At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it will be discontinued or rezoned appropriately to reflect a commercial or industrial use (Source: Strategy LU9).
- LU6 Commercial and industrial development should 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).
- LU7 The Town of Lebanon 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).

### **Policies: Town Directive**

- LU8 Town zoning, subdivision, and other land use ordinances shall be maintained and updated as needed to implement the Preferred Land Use Plan (Source: Basic Policies).
- LU9 The town should work cooperatively with the City of New London to address land use, building and site design, and development density in areas along the city boundary, along highway corridors, and at community entrance points (Source: Strategy IC3, LU9).

### **Policies: Development Review Criteria**

- LU10 The design of new commercial and industrial development should employ shared driveway access, shared parking areas, shared internal traffic circulation, and coordinated site planning with adjacent businesses in order to avoid the proliferation of new commercial strips (Source: Strategy T3, LU10).
- LU11 Proposed conditional uses should meet the following criteria in order to gain town approval:
- ♦ Complies 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;
  - ♦ Does not diminish property values in the surrounding neighborhood;
  - ♦ Provides assurance of continuing maintenance (Source: Strategy LU9).
- LU12 Home based business shall maintain the following characteristics:
- ♦ 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).
- LU13 Conditional use permits for mineral extraction operations should 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 Saturday (Source: Strategy LU9).

- LU14 Conditional use permits for mineral extraction operations shall not permit extraction operations or the operation of equipment within 250 feet of existing residences (Source: Strategy LU9).
- LU15 Conditional use permits for mineral extraction operations shall not permit extraction areas within 100 feet of the edge of a town right-of-way (Source: Strategy LU9).
- LU16 Conditional use permits for mineral extraction operations should include provisions for adequate screening of the site in order to help control noise and views (Source: Strategy LU9).

## **Recommendations**

- ♦ Codify by zoning ordinance, the town's conditional use review criteria and policies for managing potential land use conflicts (Source: Strategy LU9).
- ♦ Create a site design review ordinance at the county level 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).
- ♦ Attempt to work with Waupaca County to modify county zoning and land division ordinances to better manage potentially conflicting land uses. Should this approach fail to achieve the town's goals and objectives, amend the town land division ordinance and other local ordinances (Source: Strategy LU9).

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

### **Additional Programs**

#### Waupaca County Zoning Department

The Waupaca County Zoning Department provides zoning administration, issues zoning and land use permits, and houses information and maps of zoning districts, floodplains, shorelands,

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and wetlands. The Zoning Department issues all Sanitary Permits for the county and inspects all systems for compliance with state codes. The department also administers the Wisconsin Fund Grant Program which provides funding assistance for failing, private sanitary systems. It also enforces a Subdivision Ordinance which regulates division of land parcels.

#### Waupaca County Land Information Office

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

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# 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 Lebanon'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: Early 2007
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).  
Responsible Party: Town Board  
Timing: Early 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**

### Priority (Short-Term) Actions

1. Task: Appoint an advisory body for intergovernmental negotiation (*Intergovernmental Cooperation* element).  
Responsible Party: Town Board  
Timing: Immediate

### Periodic Actions

2. Task: Pursue a cooperative boundary agreement with the City of New London (*Intergovernmental Cooperation* element).  
Responsible Party: Town Board  
Timing: Ongoing
3. Task: Meet with neighboring units of government (*Intergovernmental Cooperation* element).  
Responsible Party: Town Board  
Timing: At least annually

## **Ordinance Development and Update Actions**

### Priority (Short-Term) Actions

1. Task: Amend the driveway ordinance (*Transportation* element).  
Responsible Party: Town Board  
Timing: By 2007
2. Task: Develop a right to farm ordinance (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Town Board  
Timing: By 2007

### Medium Term Actions

3. Task: Work with Waupaca County to update the zoning ordinance (*Transportation; Utilities and Community Facilities; Agricultural, Natural, and Cultural Resources* elements).  
Responsible Party: Town Board and Plan Commission  
Timing: By 2010

4. Task: Update the applicable land division ordinances (*Transportation; Agricultural, Natural, and Cultural Resources* elements).  
Responsible Party: Town Board and Plan Commission  
Timing: By 2010
5. Task: Develop a design review ordinance (*Land Use; Economic Development* elements).  
Responsible Party: Town Board and Plan Commission  
Timing: By 2010

#### Periodic Actions

6. Task: Update the road construction specifications (*Transportation* element)  
Responsible Party: Town Board  
Timing: Every five years or as needed

### **Strategic Planning Actions**

#### Periodic Actions

1. Task: Maintain an inventory of active farms (*Agricultural, Natural, and Cultural Resources* element).  
Responsible Party: Plan Commission  
Timing: Ongoing

## **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 Lebanon 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 Lebanon administers a number of local ordinances but has not adopted them as a code of ordinances. In addition to the land use regulations detailed below, the town also administers the following:

- ♦ Animal Control Ordinance, 1999
- ♦ Ordinance 7 – Adult Oriented Businesses
- ♦ Ordinance 16 – No Parking
- ♦ Ordinance 6 – Establishing Fire Protection Charges

### Recommended Changes

The town should follow the statutory procedure to create a code of ordinances. All existing and future ordinances should be adopted as part of a municipal code. This will save the town money in ordinance publication costs.

## **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 area 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.

Town Ordinance 5 (Creating Minimum Lot Area and Set Back Line, 1993) also contains local zoning provisions. This ordinance establishes a minimum lot size of two acres with at least one acre not included in road right-of-way. It also establishes a 100 foot setback from town and county roads. A variance to these requirements may be granted by the Town Board.

### Technical Recommendations

- ♦ The provisions in this ordinance are more appropriate as part of the county zoning code. The town should petition the county to adopt the setback and lot size provisions as part of the County Zoning Ordinance.
- ♦ If the town desires to continue to use this ordinance, then the town should follow the statutory procedure to obtain zoning authority and establish a town Board of Adjustment. Variances should not be granted by the Town Board, but rather by a Board of Adjustment.

### Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Lebanon will need to utilize to implement its comprehensive plan. For the sake of efficiency, the town will first attempt to work with Waupaca County to modify county zoning ordinances for achievement of the town's vision for the future. However, should this approach fall short in implementing the town's plan, the town will keep local ordinance options open as well. A more effective zoning ordinance will be utilized to:

- ♦ Protect the right to farm, active farms, and natural resources;
- ♦ Better manage potentially conflicting land uses;
- ♦ Establish impacts assessment requirements; and
- ♦ Establish site planning guidelines.

On a fundamental level, the town will need to work with Waupaca County to create new zoning districts and to revise the town zoning map. This will help implement the town's preferred land uses and densities as established under the preferred land use classifications. The town will need to further analyze the applicable zoning and determine which parts of the map should be changed to become more consistent with the preferred land use plan immediately, and which parts can become consistent incrementally over time. The town

specifically desires to modify the applicable zoning map and district regulations to direct most non-residential uses to areas planned for RCI.

In order to enhance the protection of natural resources and agricultural interests, the town will establish site planning guidelines, impacts assessment requirements, and a right to farm ordinance. Substantial development proposals (major land divisions, extraction sites, conditional uses, etc.) will be reviewed for potential negative impacts to the community. Specifically, the town is concerned with the potential impacts of development on:

- ♦ Road damage and traffic;
- ♦ The cost of providing community facilities and services; and
- ♦ Natural resources.

As part of the impacts assessment process, the town should request that multiple site development alternatives are provided.

Site planning guidelines will be established to help ensure that new development is located in the best possible locations. Initial direction on site planning guidelines is provided by many of the policies of this plan that are identified as *Development Review Criteria*. A guideline of particular importance is the suggested setback of 1,320 feet from active livestock operations to be applied to new, non-farm residences or lots. Many of the IUO areas on the preferred land use map indicate the potential areas where this setback could be applied. It is not the town's intent to utilize site planning to actively review every home site, but rather to establish a set of common sense guidelines that property owners will choose to follow as applicable. It is the town's intent that homes in RR areas in particular would have no special site planning requirements beyond regular zoning and building permits.

In order to improve the management of potentially conflicting land uses, the zoning ordinance should codify the town's conditional review criteria and extraction site policies. These policies are found in the *Land Use* element and establish both prescriptive and performance standards for such uses. Many of the IUO areas on the preferred land use map indicate the potential areas where conflict with existing extraction sites is already a concern.

## **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 5 acres or less in size. Refer to Section 9.3 of the *Inventory and Trends Report* for details on existing county ordinances.

Town Ordinance 11 (Land Division Ordinance, 1998) also applies to land divisions. This ordinance defines a land division as the act of creating one or more parcels of less than 10 acres in size. Town Board approval is required of all land divisions in the town. A subdivision is defined as a county plat (the act of creating three or more parcels five acres or less in size). Minimum lot size is determined by the applicable county zoning district. The ordinance establishes requirements for the design and location of roads, and lots are required

to front on a public road for a minimum of 33 feet. Guidelines, rather than requirements, are provided for the shape and arrangement of lots.

#### Technical Recommendations

- ♦ Require compliance with the Town of Lebanon Comprehensive Plan, rather than the town “development plan or official map.”
- ♦ Clarify the treatment of land divisions that fall between town and county requirements. For example, a development could include numerous 5.1 acre parcels, and plat review would not be required. Such a development could be recorded as a CSM rather than a plat.

#### Recommended Changes

Land division ordinances will be another key tool that the Town of Lebanon will need to utilize to implement its comprehensive plan. For the sake of efficiency, the town will first attempt to work with Waupaca County to modify county land division ordinances for achievement of the town’s vision for the future. However, should this approach fall short in implementing the town’s plan, the town will keep local ordinance options open as well. A more effective land division ordinance will be utilized to:

- ♦ Protect the right to farm, active farms, and natural resources;
- ♦ Better manage potentially conflicting land uses;
- ♦ Require the use of conservation land division design;
- ♦ Improve the management of new road and other public infrastructure dedications.

Several of these objectives will be accomplished through provisions for conservation land division design (refer to Appendix A). The use of conservation design for major land divisions (five or more lots) will be encouraged in AWT areas. It will be required in AR areas where reducing the consumption of agricultural lands by development is of primary concern.

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

### **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

It is the Town of Lebanon’s recommendation that Waupaca County create a basic site design review ordinance and process. A basic ordinance would require commercial, industrial, institutional, and multi-family residential developments to submit detailed plans for building

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layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. The basic ordinance would not establish standards for these areas, but allow local governments to further elaborate based on local need. If the Town of Lebanon were to establish review standards, it would first seek public input on the desired characteristics of building and site design.

## **Official Map Regulations**

### Current Status

An official map is not currently administered by the town. However, the town's Culvert, Driveway Access, and Right-of-Way Ordinance (2002) prohibits the placement of structures in town rights-of-way. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related Waupaca County ordinances.

### Recommended Changes

No recommendations regarding official maps have been brought forward. The town does not anticipate the need to use this tool over the planning period.

## **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

No recommendations regarding sign regulations have been brought forward. The town does not anticipate the need to change the existing sign regulations that apply to the town through county zoning. Sign design would be addressed by the site plan and design review ordinance.

## **Erosion Control and Stormwater Management**

### Current Status

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

### Recommended Changes

No specific recommendations regarding erosion control or stormwater management ordinances have been brought forward. The town will continue to rely on the existing county ordinances that apply, but will also address these issues in some of the zoning and land division ordinance changes that are recommended.

## **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 have been brought forward. The town does not anticipate the need to use this tool over the planning period.

## **Building, Housing, and Mechanical Codes**

### Current Status

Ordinance 10 (Building Code Ordinance, 2002) establishes the position of a town building inspector, allows for inspections, and establishes building permit requirements. A building permit is required for the construction of dwellings and certain residential accessory structures, construction of certain additions, and making major changes to mechanical systems. Compliance with the Wisconsin Uniform Dwelling Code is required.

### Recommended Changes

No changes are recommended. The town will continue to enforce its existing building code ordinance.

## **Sanitary Codes**

### Current Status

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

### Recommended Changes

No specific changes to sanitary codes are recommended at this time, but the town should continue to work with Waupaca County for the regulation of POWTS.

## **Driveway and Access Controls**

### Current Status

The town's Culvert, Driveway Access, and Right-of-Way Ordinance (2002) requires a town permit for driveways that need a culvert and that access town roads. It does not explicitly require a permit for a driveway that does not need a culvert, and it does not include criteria to determine whether a culvert is needed. It establishes standards for culvert installation, driveway and intersection spacing, number of driveways per parcel, minimum and maximum driveway width, minimum clearance width, and other driveway design standards. The ordinance prohibits the placement of structures in town rights-of-way.

### Recommended Changes

The town will continue to administer its existing ordinance, but will clarify the language to require a driveway permit for all new accesses to town roads.

## **Road Construction Specifications**

### Current Status

Ordinance 4 (Rules for Establishing Town Road, 2002) establishes the conditions under which the town will accept a road constructed by a private party as a dedicated public roadway. It establishes road construction specifications including minimum standards for roadway width, grading, ditching, base course, blacktopping, and drainage.

### Recommended Changes

The town will continue to maintain, and update as needed, its road construction specifications. They will be reviewed periodically to ensure that they include modern requirements for road base, surfacing, and drainage construction. The town should also consider amending the specifications to be adjustable based on the planned functional classification or expected traffic flow of a roadway. Where appropriate, allowing more narrow roads is helpful for conservation design, reducing impervious surface, and improving stormwater management.

## **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 Lebanon Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- ♦ Pursuing a cooperative boundary plan (*Intergovernmental Cooperation* element)
- ♦ Meeting with adjacent units of government (*Intergovernmental Cooperation* element)
- ♦ Reviewing and updating the comprehensive plan (*Implementation* element)

## **9.4 Comprehensive Plan Amendments and Updates**

### **Adoption and Amendments**

The Town of Lebanon 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.

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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 Lebanon in the light of overall implementation strategies. The following implementation strategies were available for consideration.

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<b>Housing</b>	5. Preserve rural character
1. Create a range of housing options	6. Create targeted areas for farming expansion
2. Create opportunities for quality affordable housing	7. Create targeted areas for forestry expansion
3. Change the treatment of mobile and manufactured homes	8. Preserve historic places and features
<b>Transportation</b>	<b>Economic Development</b>
1. Create efficiencies in the cost of building and maintaining roads (control taxes)	1. Change community conditions for attracting business and job growth
2. Preserve the mobility of collector and/or arterial roads	2. Change community conditions for retaining existing businesses and jobs
3. Create safe emergency vehicle access to developed properties	3. Create additional tax base by requiring quality development and construction
4. Create improved intersection safety	4. Create more specific plans for economic development
5. Create more detailed plans for transportation improvements	<b>Intergovernmental Cooperation</b>
6. Create road connectivity	1. Create intergovernmental efficiencies for providing services and facilities
7. Create a range of viable transportation choices	2. Create a cooperative approach for planning and regulating development along community boundaries
<b>Utilities and Community Facilities</b>	3. Preserve intergovernmental communication
1. Create efficiencies in the cost of providing services and facilities (control taxes)	<b>Land Use</b>
2. Create more detailed plans for facility and service improvements	1. Preserve the existing landscape by limiting growth
3. Create intergovernmental efficiencies for providing services and facilities	2. Preserve valued features of the landscape through site planning
4. Create improved community facilities and services	3. Preserve development rights
5. Preserve the existing level and quality of community facilities and services	4. Create development guidelines using selected criteria from <i>What If</i> suitability mapping
6. Preserve the quality of outdoor recreational	5. Create an overall pattern of growth that is dispersed

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pursuits	6. Create an overall pattern of growth that is clustered
7. Create additional public recreation facilities	7. Create an overall pattern of growth that is concentrated
8. Create opportunities to maximize the use of existing infrastructure	8. Preserve the influence of market forces to drive the type and location of development
<b>Agricultural, Natural, and Cultural Resources</b>	9. Create a system of development review that prevents land use conflicts
1. Preserve agricultural lands	10. Create a system of development review that manages the location and design of non-residential development
2. Preserve the right to farm	
3. Preserve active farms	
4. Preserve natural resources and/or green space	

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 Lebanon 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:

- ♦ T1: Create efficiencies in the cost of building and maintaining roads
- ♦ T3: Create safe emergency vehicle access to developed properties
- ♦ UCF1: Create efficiencies in the cost of providing services and facilities
- ♦ ANC2: Preserve the right to farm
- ♦ ANC3: Preserve active farms
- ♦ ANC4: Preserve natural resources and/or green space
- ♦ ANC6: Create targeted areas for farming expansion
- ♦ IGC2: Create a cooperative approach for planning and regulating development along community boundaries
- ♦ IGC3: Preserve intergovernmental communication
- ♦ LU3: Preserve development rights
- ♦ LU8: Preserve the influence of market forces to drive the type and location of development
- ♦ 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 Lebanon 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 Lebanon 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 Lebanon has established a Transportation element policy that states, "Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure can be formulated by identifying the proportion of roads serving multiple improved properties that are built to town standards and by assessing how that has changed since the plan's adoption. 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 annually 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 will 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 will 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

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### Residential

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

### Multi-Family Housing

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

### Mobile Home Parks

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

### Farmsteads

- ◆ Farm Residences
  - ◆ Mowed Land Surrounding Houses
- 

### Group Quarters and Elder Care

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

### Commercial

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

### Agriculture

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

### Other Open Land

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

### Parks and Recreation

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

**Woodlots**

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

**Utilities**

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

**Institutional**

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

**Industrial**

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

**Mines/Quarries**

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

**Transportation**

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

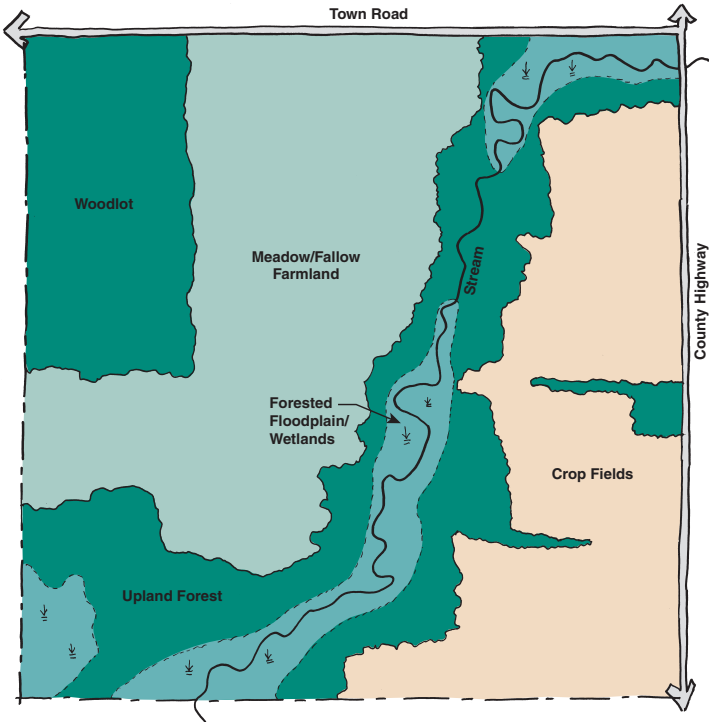
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family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

# Waupaca County Comprehensive Planning

## Rural Land Development Potential

Density Scenario = 1 Unit Per 40 Acres

◆ Undeveloped Site – 160 Acres

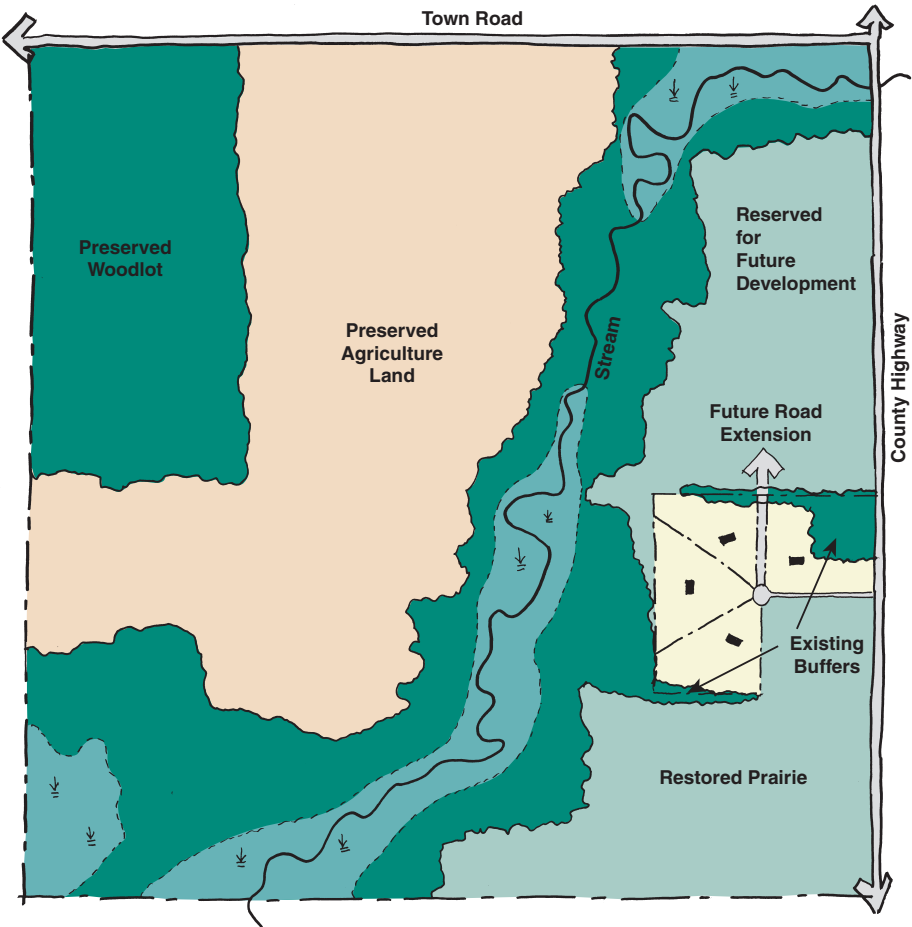
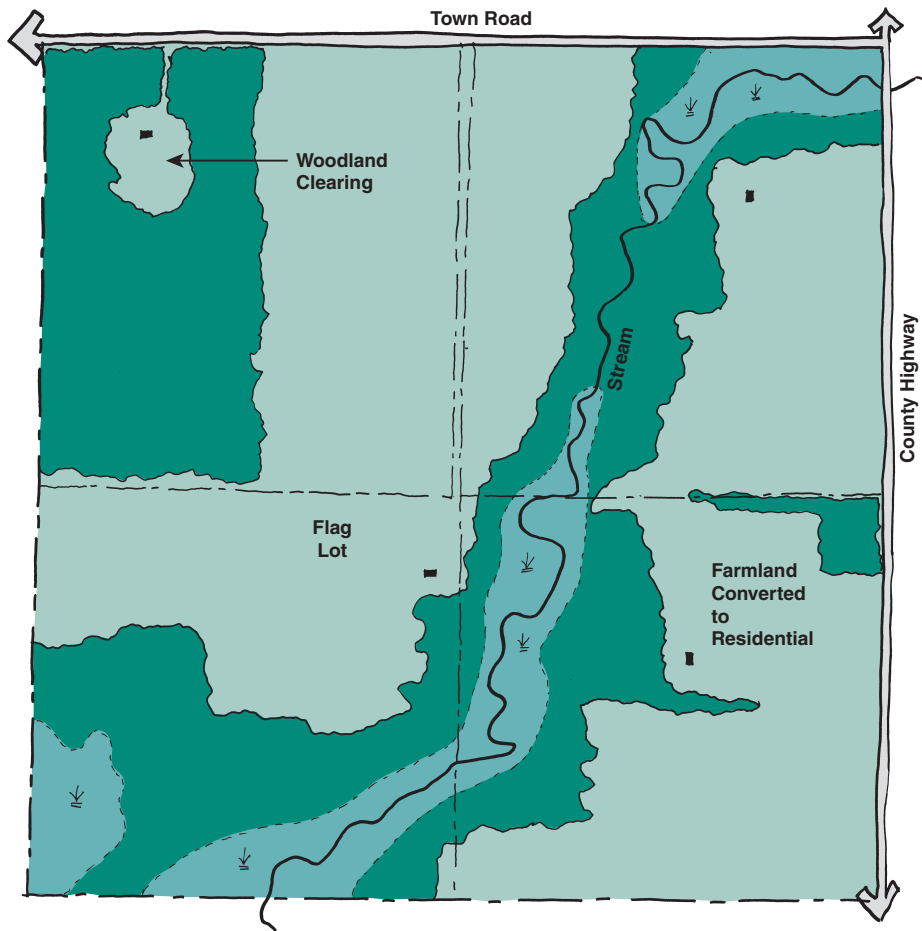


### Conventional Development

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

### Conservation Development

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

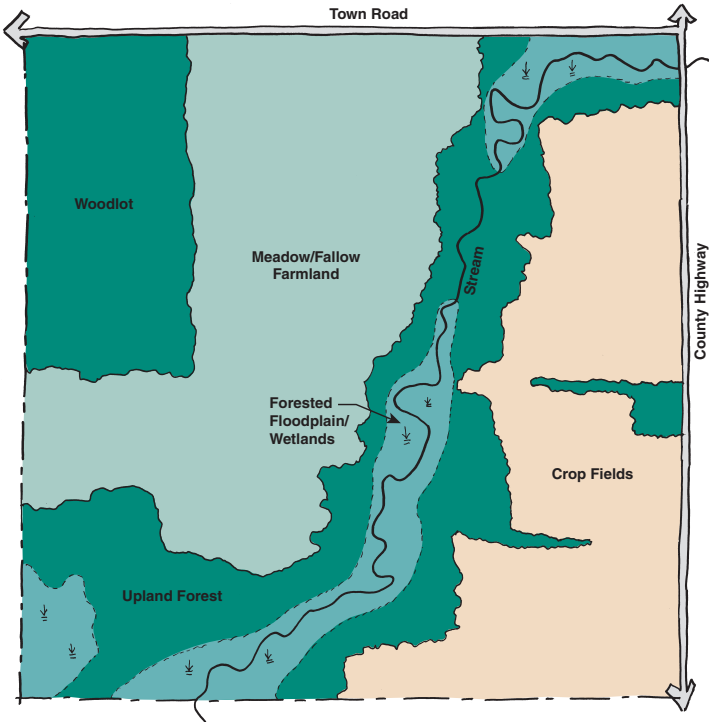


# Waupaca County Comprehensive Planning

## Rural Land Development Potential

Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres

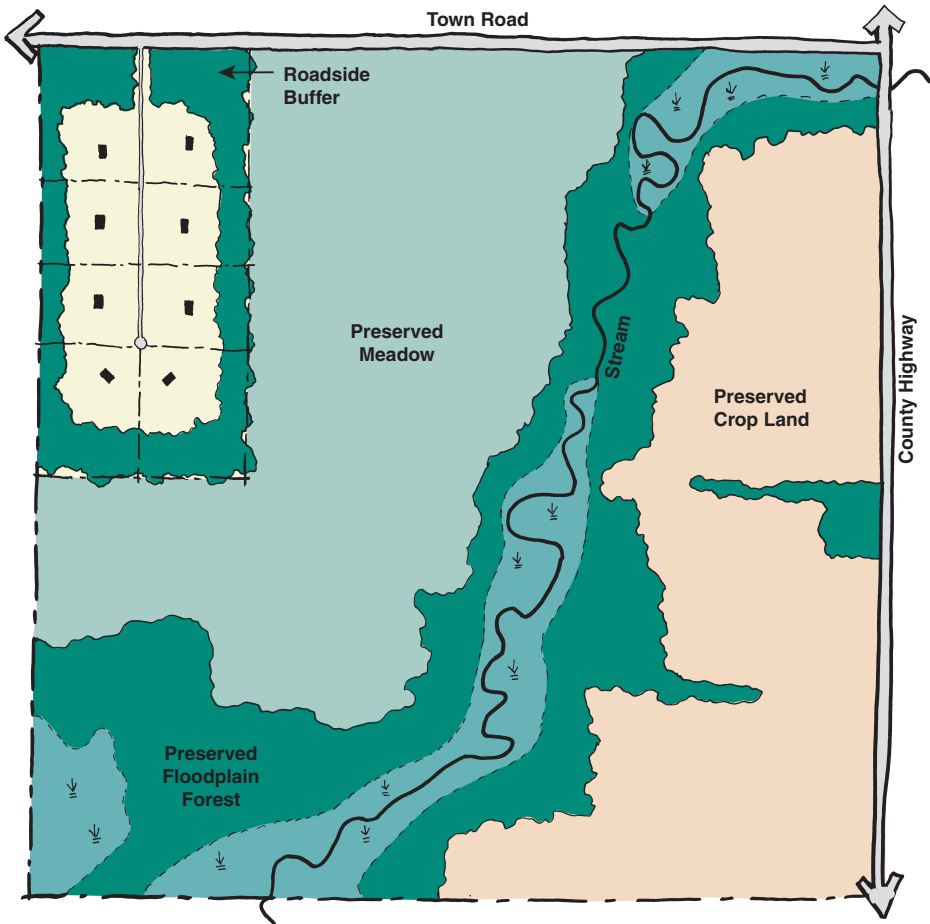
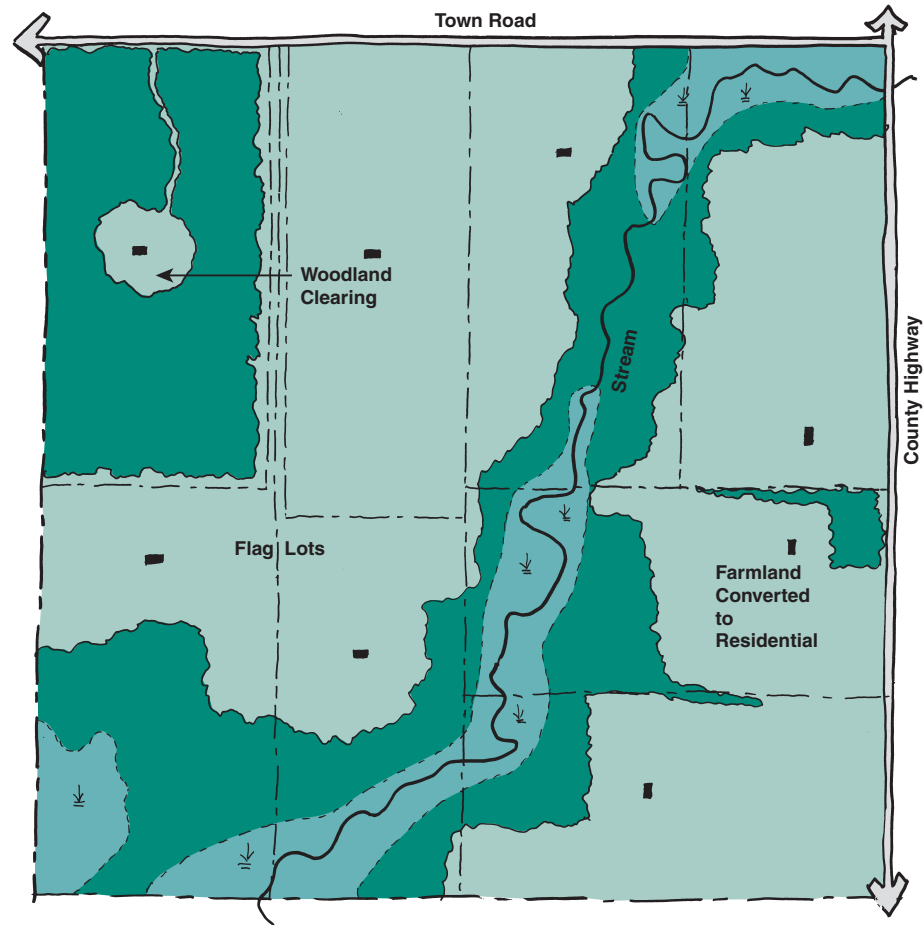


### Conventional Development

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

### Conservation Development

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



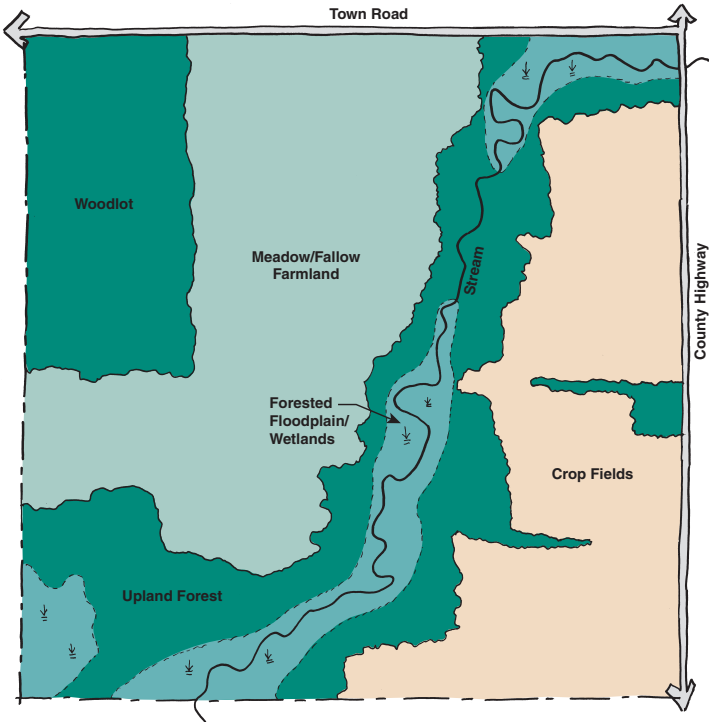


# Waupaca County Comprehensive Planning

## Rural Land Development Potential

Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres

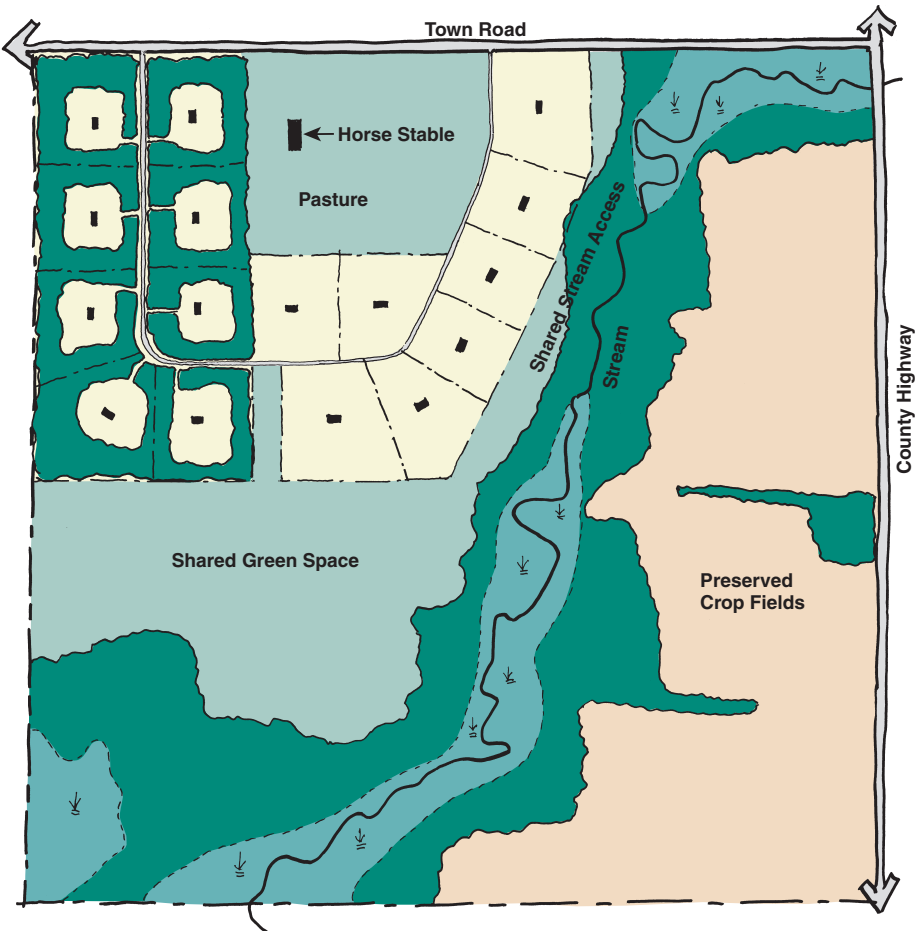
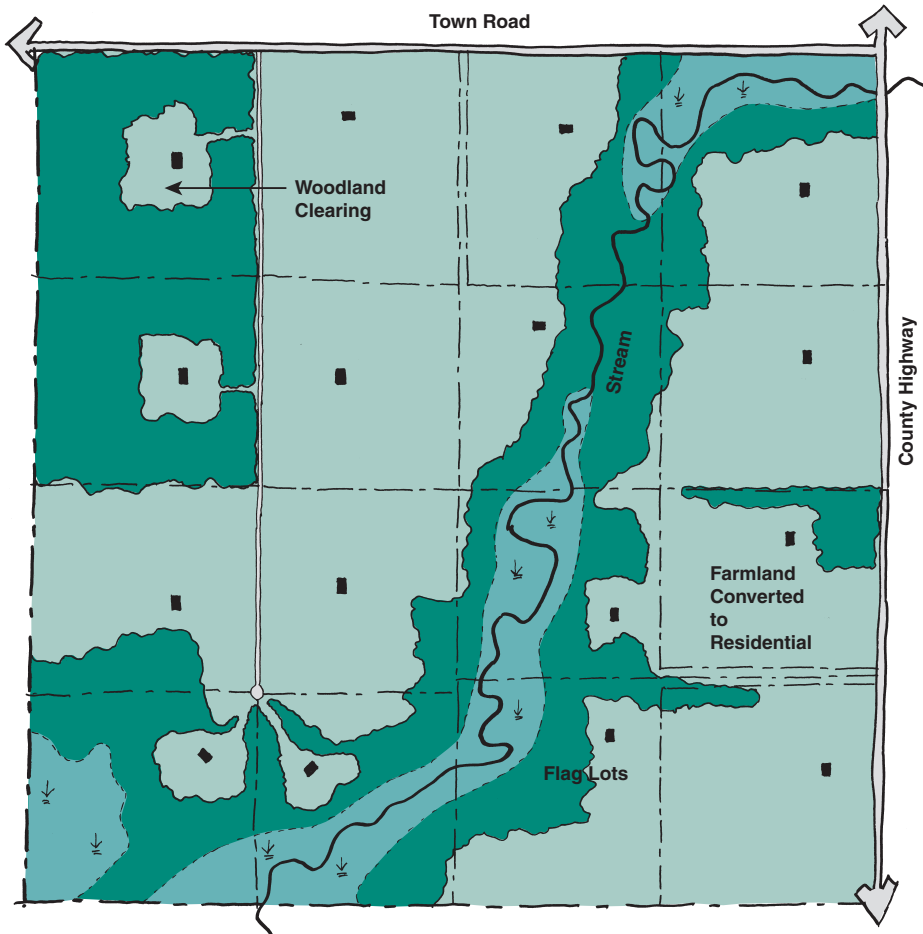


### Conventional Development

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

### Conservation Development

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

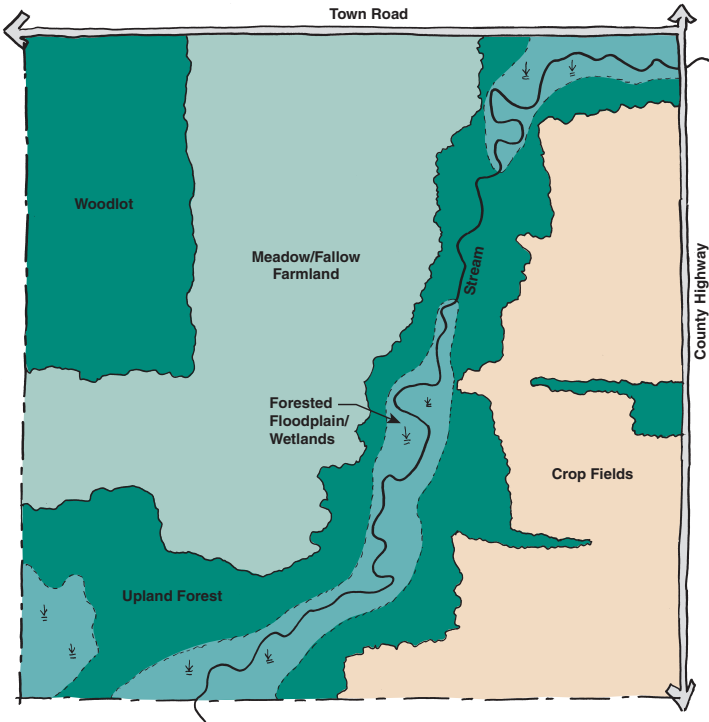


# Waupaca County Comprehensive Planning

## Rural Land Development Potential

Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres

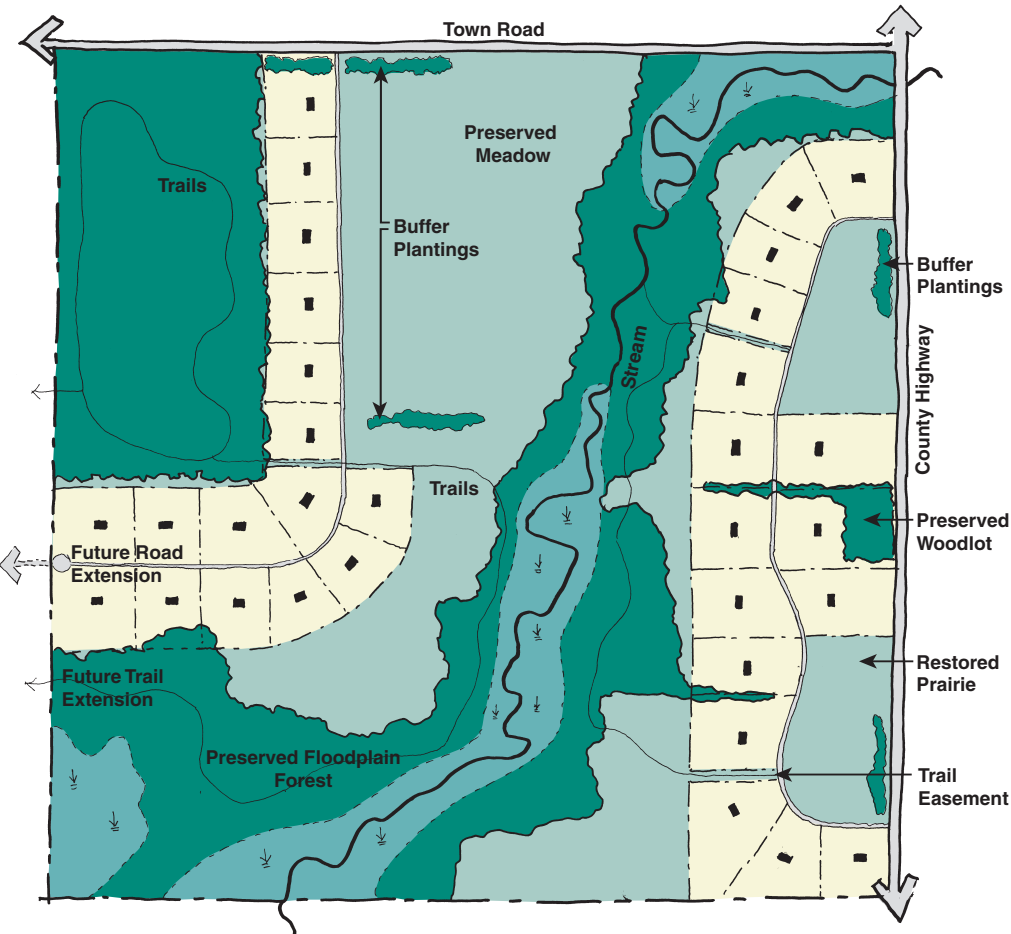
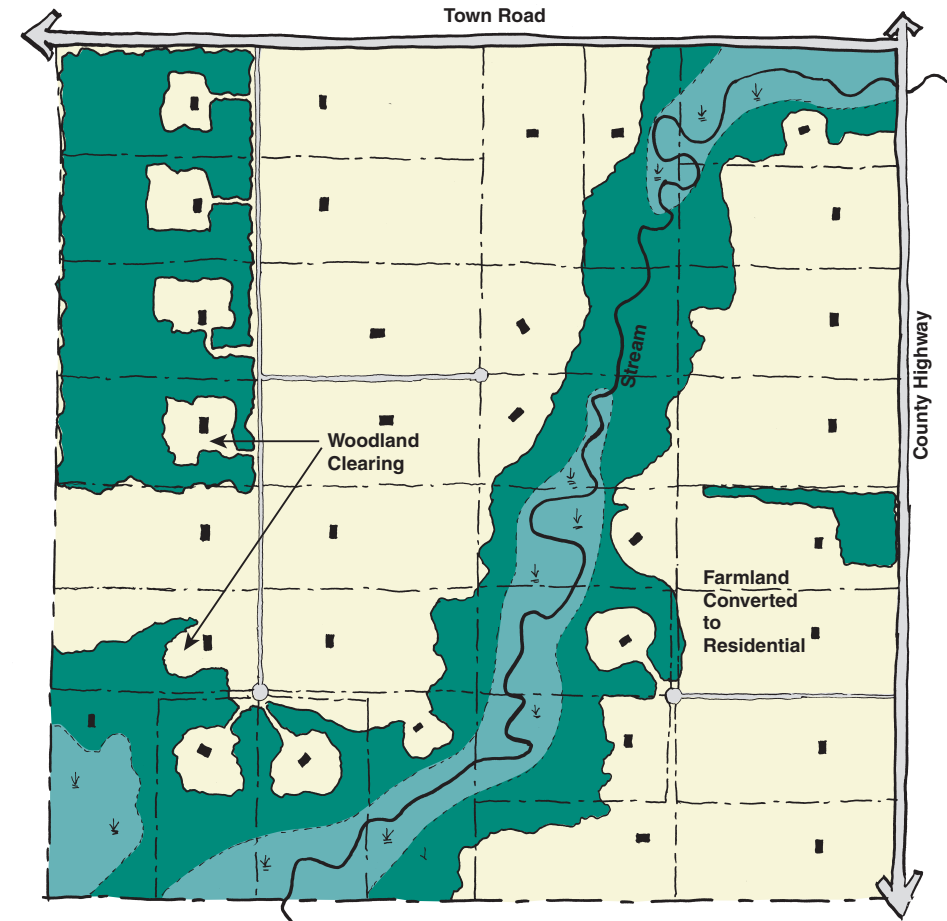


### Conventional Development

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

### Conservation Development

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

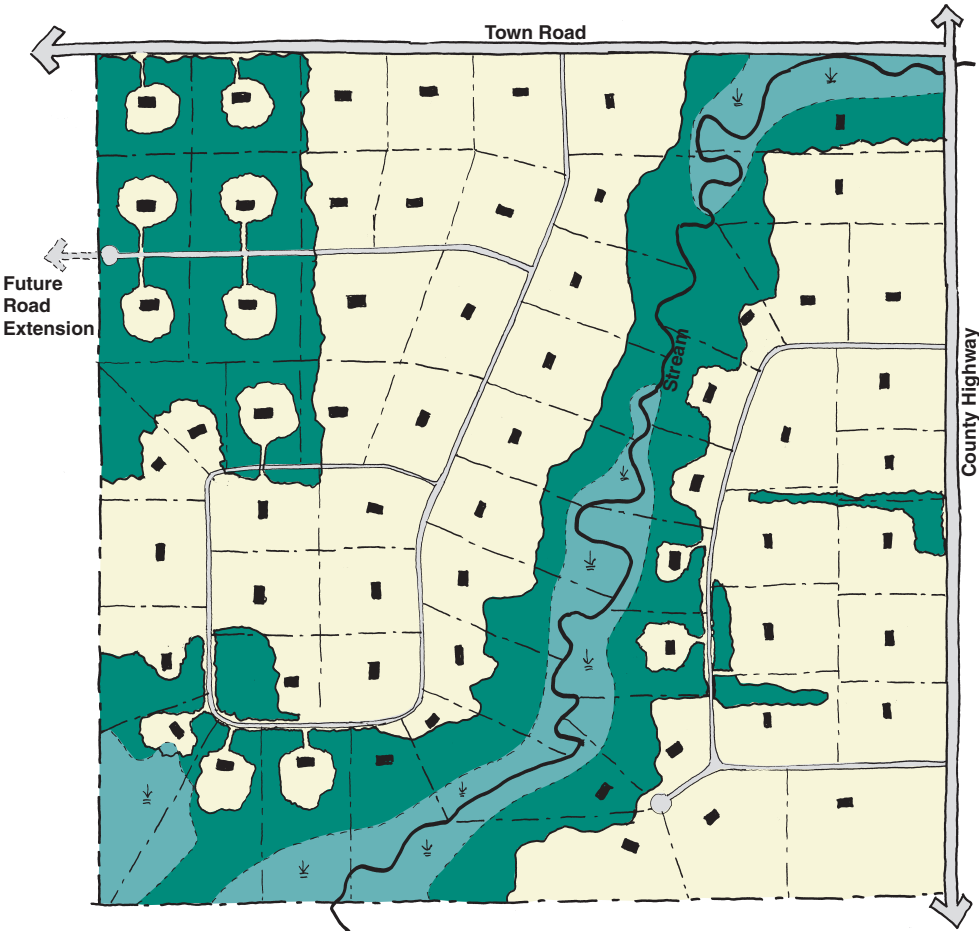
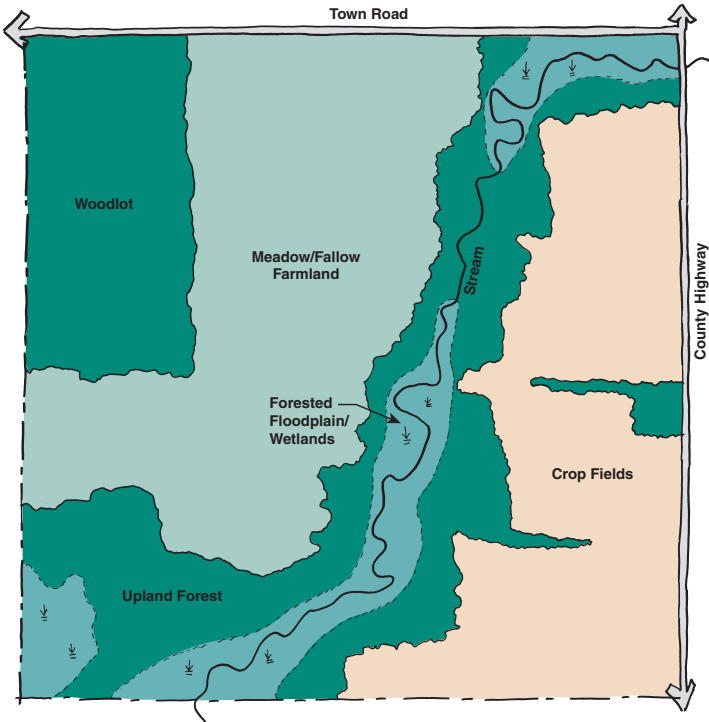


# Waupaca County Comprehensive Planning

## Rural Land Development Potential

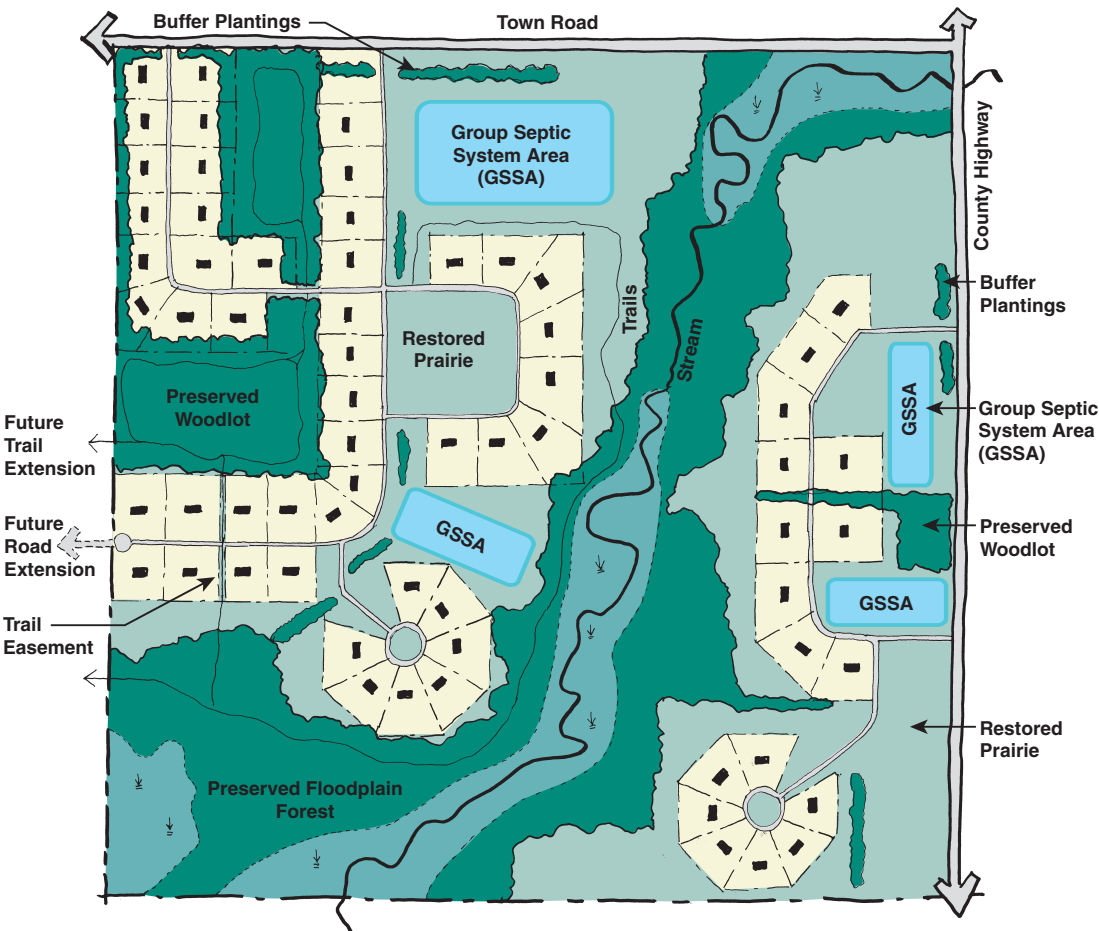
Density Scenario = 1 Unit Per 2.5 Acres

◆ Undeveloped Site – 160 Acres



### Conventional Development

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



### Conservation Development

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

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## Appendix B

### Public Participation Plan and Survey Results

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Resolution No. 04-2

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

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

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

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

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

ADOPTED this 21 day of June, 2004.

APPROVED by a vote of: 3 ayes 0 nays

  
(Chair/President/Mayor of local governing body)

  
Attest

Resolution No. 25-1

A Resolution by the Governing Body of the Town/Village/City of Lebanon  
amending the Public Participation and Education Plan

WHEREAS, The Town/Village/City of Lebanon is participating in the Waupaca County Comprehensive Planning effort as defined in Section 66.1001 of the Wisconsin Statutes (Wisconsin's Comprehensive Planning Law) and has adopted a Public Participation and Education Plan as defined in Section 66.1001(4)(a) of the Wisconsin Statutes; and

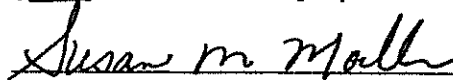
WHEREAS, on May 7, 2004, Wisconsin Act 307 took effect and amended the Comprehensive Planning Law to require communities to include provisions within their public participation plan to "*distribute proposed, alternative or amended elements of a comprehensive plan*" to non-metallic mining interests, and to provide written notification to those interests at least 30 days prior to the community's hearing to adopt the comprehensive plan.

NOW, THEREFORE, BE IT RESOLVED, that the Town/Village/City of Lebanon will: (1) send a letter to non-metallic mining interests that requests their involvement throughout the planning process, (2) distribute a draft copy of the proposed comprehensive plan via electronic format (i.e., internet or compact disc) prior to final consideration, and (3) provide written notification to those interests at least 30 days prior to the public hearing to adopt the comprehensive plan.

ADOPTED this 18 day of April, 2005

APPROVED by a vote of 3 ayes 0 nays

  
(Chair/President/Mayor)

  
Attest



The Town of Lebanon

# **Comprehensive Plan Public Participation and Education Plan**

Adopted by the Lebanon Town Board  
June 21, 2004

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### Appendix

1. Brief Summary of Waupaca County Planning Process Public Participation Tools
2. Waupaca County Comprehensive Plan Recommended Cluster Meeting Schedule
3. Waupaca County Comprehensive Plan recommended Project Schedule

## **B. Wisconsin's Comprehensive Planning Law**

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

## **C. Public Participation Required in the Law**

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

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

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

## **D. Waupaca County Comprehensive Planning**

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

OPTION 2: (This option states that you'll post all public meetings and make additions to the public participation and education plan and include those additions in part III.C. of this document)

NO  
(insert municipality name) has reviewed the Waupaca County Public Participation and Education Plan and feels that the public participation tools that will be implemented throughout Waupaca County per the guidance provided in the document effectively attempt to include the public in the planning process. The (insert municipality name) will support the public participation tools included in the Waupaca County Public Participation and Education plan, post all public meetings, and implement additional public participation strategies as included in part III.C. of this document.

★ We chose option #1.  
p. 3-C.

## 1. The Process Dimension

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

## 2. The Stakeholder Dimension

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

**Table 1. Stakeholder Analysis**

### **Housing Element**

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

### **Cultural / Historical Preservation Element**

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

Table 1. Stakeholder Analysis (continued)

**Economic Development Element**

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

**General**

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

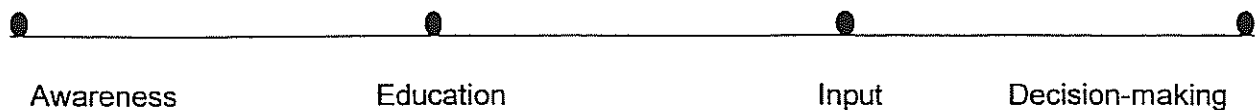
**3. The Purpose Dimension**

The ultimate purpose for involving citizens in planning is to fulfill the promise of developing a community that is “of the people, by the people, and for the people” by making decisions that best address their needs and concerns. In order to learn from, teach, and receive opinions of the public, elected and appointed officials attempt to involve citizens in four basic ways:

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

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

**Figure 2. Public Participation Continuum**



### **III. Public Participation in the Waupaca County Comprehensive Planning Process**

This section of the Public Participation and Education Plan is divided into ~~two (if you chose option 1 earlier) OR three (if you chose option 2 earlier)~~ parts. Part A describes the tools that will be used to raise awareness county-wide throughout the planning process. Part B describes tools that will be used to educate, gather input, and involve citizens in decision-making county-wide during each distinct stage in the process. ~~Part C describes tools that will be implemented in the (insert municipality name). (This sentence should only be included if you chose option 2 earlier).~~

#### **A. Awareness Raising Tools**

##### **Newsletters**

A newsletter will be used to update the public on recent progress in the planning process and inform them of upcoming events. It is both an awareness and educational tool. It will be published roughly 4 times per year, thus making it possible to have an issue provided between every major stage of the planning process. The newsletter will be sent to all local elected officials, planning committee members, and appointed officials involved in the process. Hard copies will be provided at the libraries and courthouse. Communities can choose to send to additional citizens at their expense. Periodic planning updates can also appear in existing newsletters already in circulation within the community (e.g., school district newsletter, nonprofit groups, etc.)

##### **Community Display**

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

##### **Website**

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

##### **Placemats**

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

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

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

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

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

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

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

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

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

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

Local Governmental Units (used for decision-making)

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

- ✓ adopting Village Powers (if applicable).

**Stage 2: Education and Background Information Gathering**

**Tasks to be Achieved:**

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



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

Survey (used for input gathering)

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

Focus Groups (used for input gathering)

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

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

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

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

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

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

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

**Stage 4: Element Education and Setting Goals and Measurable Objectives**

**Tasks to be Achieved:**

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

**Tools to be Used:**

Education Programs (used for education)

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

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

- ✓ review and finalize future land use map

#### **Tools to be Used:**

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

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

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

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

#### **Stage 7: Decision-making and Policy and Program Development**

##### **Tasks to be Achieved:**

- ✓ Recommend plan policies, programs, and implementation tools

#### **Tools to be Used:**

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

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

##### Core Planning Committee (used for decision-making)

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

#### **Stage 8: Document Revision and Approval**

##### **Tasks to be Achieved:**

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

#### **Tools to be Used:**

##### Local Committees/Commissions (decision-making)

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

Planning Phases		Pre-Planning & Issue Identification		
Planning Stages		Stage 1	Stage 2	Stage 3
Title of major planning stages		Pre-Planning	Education & Background Information Gathering	Identification of Issues, Opportunities, & Desires
<b>Planning Tasks</b>  Description of assignments that must be achieved to complete a planning stage		<ul style="list-style-type: none"> <li>Choose consultant</li> <li>Approve grant application</li> <li>Appoint County Core Planning Committee (CPC)</li> <li>Approve plan process</li> <li>Approve contract</li> <li>Approve budget</li> <li>Appoint subcommittees</li> <li>Approve ground rules &amp; responsibilities</li> <li>Approve Public Participation and Education Plan (PPEP)</li> </ul>	<ul style="list-style-type: none"> <li>Towns adopt village powers</li> <li>Appoint plan commissions committees</li> <li>Appoint cluster representative</li> <li>Process participation ground rules, etc.</li> <li>Education</li> <li>Compile technical and spatial data</li> <li>Prepare data analyses</li> <li>Distribute data to all local units</li> <li>Confirm data accuracy</li> <li>Redistribute data to all local units</li> </ul>	<ul style="list-style-type: none"> <li>Present data and analyses</li> <li>Compile issues, opportunities and desires from substantive planning elements</li> <li>Develop issues, opportunities and desire statements</li> </ul>
<b>Public Participation Tools</b>  Basic description of major participation tools used to involve citizens to achieve planning tasks and the purpose of citizen involvement, awareness, education, input, or decision-making		<ul style="list-style-type: none"> <li>General Awareness Tools</li> <li>County board (DM) appoints two CPC members and approves process, budget, contract, and PPEP</li> <li>CPC (DM) approves process, budget, contract, ground rules and responsibilities, and PPEP</li> <li>Management subcommittee (DM) recommends budget, contract, and ground rules and responsibilities</li> <li>Participation subcommittee (DM) develop and recommend PPEP</li> <li>Education sessions (E) education programs on plan process design</li> </ul>	<ul style="list-style-type: none"> <li>General Awareness Tools</li> <li>Cluster groups (DM) appoint chair and vice chair</li> <li>Kick-off meeting (E) general education of the plan process</li> <li>Plan commission workshops (Ed) provide information about forming a plan commission/committee</li> <li>Local governments (DM) create local plan commissions/committees</li> <li>Citizens (DM) field check data</li> </ul>	<ul style="list-style-type: none"> <li>General Awareness Tools</li> <li>Youth Slogan Contest (A) involve youth to create a plan slogan to promote awareness of planning process</li> <li>Survey (I) identify citizen-based opportunities, issues and desires with incentives to return survey</li> <li>Facts Groups (DM) identify experience-based issues, opportunities and desires for five planning issues</li> <li>Cluster Informational Meeting (E) provide planning education, review community data and identify issues, opportunities and desires</li> </ul>
<b>Purpose of Involvement</b>  <div> <b>Awareness Tools: (A)</b> </div> <div> <b>Education Tools: (E)</b> </div> <div> <b>Input Tools: (I)</b> </div> <div> <b>Decision-Making Tools: (DM)</b> </div>				

MONTHS

- a. **Cluster Workshop:** Meetings of the local communities in a regional format. Break-out sessions with dedicated facilitator for each community.
- b. **Cluster Informational Meeting:** Meetings of the local communities in a regional format. No break-out sessions.
- c. **Cove Planning Committee:** Representatives of each community and the county that meet periodically to oversee the planning process as a whole.
- d. **Focus Group:** Group process aimed at identifying issues and potential solutions. Involves individuals with experience in a specific topic related to the planning process.
- e. **P&Z Committee:** Wauapaca County Planning & Zoning Committee.

## *Utilities & Community Facilities, Transportation, Economic Development*

### **5. Cluster Workshop**

- ♦ Present information on Utilities & Community Facilities, Transportation, and Economic Development
- ♦ Develop Utilities & Community Facilities, Transportation, and Economic Development goals and objectives

### **6. Cluster Workshop**

- ♦ Share local draft goals and objectives with the cluster group
- ♦ Discuss broad Utilities & Community Facilities, Transportation, and Economic Development policy and implementation options

## *Agriculture, Housing*

### **7. Cluster Workshop**

- ♦ Present information on Agriculture and Housing
- ♦ Develop Agriculture and Housing goals and objectives

### **8. Cluster Workshop**

- ♦ Share local draft goals and objectives with the cluster group
- ♦ Discuss broad Agriculture and Housing policy and implementation options

## *Land Use & Intergovernmental Focus*

### **9. Cluster Informational Meeting**

- ♦ Present suitability mapping tool, "What If"
- ♦ Discuss and prioritize constraints for future residential, forestry/recreational, agricultural, and commercial/industrial development

### **10. Cluster Informational Meeting**

- ♦ Review draft suitability maps
- ♦ Adjust as needed
- ♦ Present preliminary future land use categories

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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
<b>Caledonia</b>	504	313	146	46.7%
<b>Lebanon</b>	573	336	115	34.2%
<b>Fremont</b>	238	161	66	40.9%
<b>Weyauwega</b>	226	186	78	42.0%
<b>New London (C)</b>	2262 (Waup. Co. only)	713	288	40.4%
<b>Weyauwega (C)</b>	720	246	65	26.4%
<b>Fremont (V)</b>	302	166	53	31.9%
<b>Southeast Cluster</b>	5823	<b>2,660</b>	<b>1,000</b>	<b>37.6%</b>
<b>Waupaca County</b>	19,863	<b>10,575</b>	<b>4,033</b>	<b>38.1%</b>

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 Southeast Cluster communities are reported below.

	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER	WAUP. CO.
Margin of Error	+/- 7	+/- 8	+/- 11	+/- 10	+/- 5	+/- 11	+/- 12	+/- 3	+/- 1

### HOW TO READ THE REPORT

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

**In the Southeast Cluster**, most respondents (49%) identified their primary residence as urban/suburban; 28% were rural/non-farm; 12% were rural farm; and 8% were non-resident landowners.

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

Q34	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
<b>Blank</b>	2%	3%	2%	3%	4%	0%	2%	<b>3%</b>
<b>Urban / Suburban</b>	8%	8%	24%	14%	89%	86%	72%	<b>49%</b>
<b>Rural Farm</b>	21%	28%	18%	26%	1%	2%	4%	<b>12%</b>
<b>Rural Non-Farm</b>	58%	51%	47%	44%	3%	8%	13%	<b>28%</b>
<b>Not Waupaca Co</b>	10%	10%	9%	14%	3%	5%	9%	<b>8%</b>

## "Use of rural residential property."

**In the Southeast Cluster**, over 1/3 (37%) of all rural residents were other rural non-farm use; 36% stated farm (22% part-time/hobby farms; 14% full-time farms); 24% identified recreational use. *"Other" describes rural landowners who do not use their residential property for farming or recreation.*

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

Q35	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
<b>Blank</b>	2%	7%	5%	0%	27%	0%	11%	<b>4%</b>
<b>Full-time farm</b>	11%	14%	9%	26%	0%	0%	11%	<b>14%</b>
<b>Part-time/ hobby farm</b>	18%	23%	28%	20%	27%	33%	11%	<b>22%</b>
<b>Recreational</b>	28%	15%	23%	30%	18%	0%	44%	<b>24%</b>
<b>Other</b>	41%	41%	35%	24%	27%	67%	22%	<b>37%</b>

## " Total acres owned in Waupaca County."

**In the Southeast Cluster**, 2/3 (66%) of respondents own 10 acres or less (27% 1 - 10 acres; 39% less than one acre); 13% own 11 to 40 acres; 9% own 41 to 80 acres; 8% own 81 to 200 acres; and 6% 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
<b>Blank</b>	1%	1%	0%	1%	2%	2%	2%	<b>1%</b>
<b>&lt; 1 acre</b>	3%	3%	20%	14%	77%	57%	45%	<b>39%</b>
<b>1- 10 acres</b>	43%	37%	32%	28%	11%	29%	30%	<b>27%</b>
<b>11- 40 acres</b>	22%	24%	14%	18%	4%	5%	9%	<b>13%</b>
<b>41- 80 acres</b>	15%	17%	17%	13%	2%	6%	6%	<b>9%</b>
<b>81- 200 acres</b>	14%	14%	11%	14%	1%	2%	8%	<b>8%</b>
<b>201- 500 acres</b>	2%	4%	6%	9%	1%	0%	0%	<b>3%</b>
<b>&gt; 500 acres</b>	1%	0%	2%	3%	0%	0%	0%	<b>0%</b>

## " Age."

**In the Southeast Cluster**, most respondents (26%) are 65 years and older; 10%, 60 to 64; 11%, 55 to 59; 23%, 45 to 54; 20%, 35 to 44; 7%, 25 to 34; 1%, 20 to 24.

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

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

Q32	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
<b>Blank</b>	1%	2%	2%	1%	0%	2%	0%	<b>1%</b>
<b>20 - 24 yrs.</b>	0%	0%	2%	0%	2%	0%	2%	<b>1%</b>
<b>25 - 34 yrs.</b>	2%	7%	6%	8%	9%	8%	11%	<b>7%</b>
<b>35 - 44 yrs.</b>	25%	24%	15%	15%	21%	15%	15%	<b>20%</b>
<b>45 - 54 yrs.</b>	24%	28%	15%	29%	23%	20%	15%	<b>23%</b>
<b>55 - 59 yrs.</b>	12%	9%	24%	12%	9%	6%	19%	<b>11%</b>
<b>60 - 64 yrs.</b>	14%	13%	8%	5%	8%	11%	17%	<b>10%</b>
<b>65 &amp; over</b>	22%	17%	29%	29%	27%	38%	21%	<b>26%</b>

## " Years residing in/ visiting Waupaca County."

**In the Southeast Cluster**, almost 2/3 (65%) of respondents either resided in or visited Waupaca County for over 20 years; 8%, 15 to 20 years; 6%, 11 to 14 years; 11%, 5 to 10 years; 6%, 1 to 4 years; and 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
<b>Blank</b>	1%	3%	0%	1%	2%	2%	4%	<b>2%</b>
<b>&lt; 1 years</b>	2%	2%	2%	1%	2%	0%	2%	<b>2%</b>
<b>1-4 years</b>	7%	2%	8%	3%	8%	3%	4%	<b>6%</b>
<b>5-10 years</b>	14%	11%	11%	6%	11%	6%	15%	<b>11%</b>
<b>11-14 years</b>	7%	8%	5%	4%	6%	9%	8%	<b>6%</b>
<b>15-20 years</b>	5%	9%	14%	6%	8%	3%	17%	<b>8%</b>
<b>&gt; 20 years</b>	63%	65%	62%	78%	64%	77%	51%	<b>65%</b>

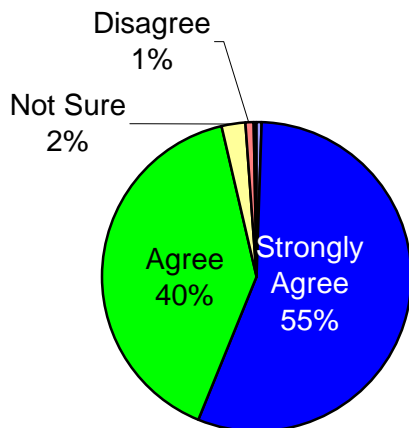
## NATURAL RESOURCE VALUES AND DESIRES

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."

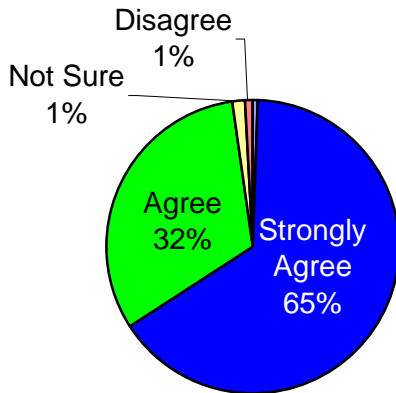


**In the Southeast Cluster**, protecting natural resources is important to almost all landowners. 95% of respondents agree with more than 1/2 (55%) that strongly agree, while only 1% disagree.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	0%	0%	1%	0%	0%	4%	1%
<b>Strongly Agree</b>	58%	58%	50%	58%	53%	60%	51%	<b>55%</b>
<b>Agree</b>	38%	38%	47%	41%	41%	38%	42%	<b>40%</b>
<b>Not Sure</b>	2%	3%	2%	0%	4%	2%	2%	<b>2%</b>
<b>Disagree</b>	1%	1%	2%	0%	1%	0%	0%	<b>1%</b>
<b>Strongly Disagree</b>	0%	0%	0%	0%	1%	0%	2%	<b>0%</b>

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

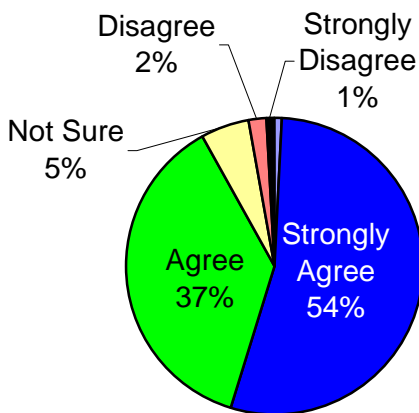


**In the Southeast Cluster**, protecting water resources is important to almost all landowners. 97% agree with nearly 2/3 (65%) that strongly agree, while only 1% disagree.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	0%	1%	0%	0%	0%	0%	6%	1%
Strongly Agree	68%	65%	61%	68%	65%	65%	60%	65%
Agree	31%	31%	39%	31%	32%	34%	30%	32%
Not Sure	1%	2%	0%	0%	2%	2%	0%	1%
Disagree	1%	1%	0%	1%	1%	0%	2%	1%
Strongly Disagree	0%	0%	0%	0%	0%	0%	2%	0%

## " Protecting wildlife habitat is important to me."

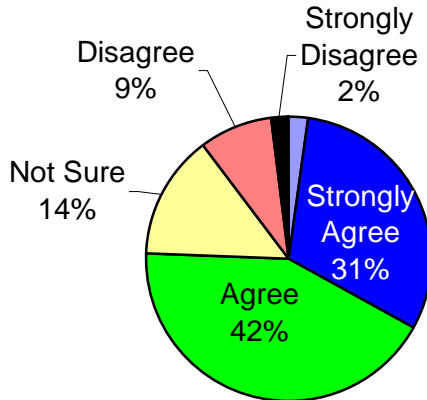


**In the Southeast Cluster**, 91% of landowners agree that protecting wildlife habitat is important (54% strongly agree), while 3% disagree.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	0%	0%	3%	0%	0%	4%	1%
Strongly Agree	58%	51%	56%	53%	54%	49%	53%	54%
Agree	35%	37%	38%	42%	36%	43%	36%	37%
Not Sure	3%	5%	5%	3%	7%	6%	6%	5%
Disagree	2%	5%	0%	0%	2%	2%	0%	2%
Strongly Disagree	1%	1%	2%	0%	1%	0%	2%	1%

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

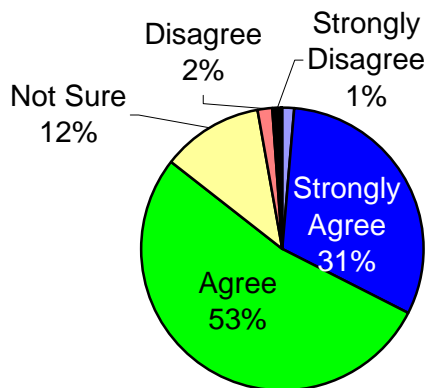


**In the Southeast Cluster**, nearly 3/4 (73%) of landowners agree that strategies should be adopted to prevent forest fragmentation (31% strongly agree), while 11% disagree.

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

Q15	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	0%	0%	3%	3%	2%	8%	2%
Strongly Agree	29%	35%	35%	28%	28%	35%	34%	31%
Agree	38%	39%	47%	51%	43%	46%	34%	42%
Not Sure	17%	11%	9%	14%	16%	11%	11%	14%
Disagree	10%	13%	9%	3%	8%	6%	9%	9%
Strongly Disagree	3%	2%	0%	1%	2%	0%	4%	2%

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



**In the Southeast Cluster**, most landowners (84%) agree that the amount of water that runs off from development into our surface water should be decreased (31% strongly agree), while 3% disagree.

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

Q18	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	0%	0%	0%	1%	3%	6%	1%
Strongly Agree	27%	28%	26%	24%	35%	37%	40%	31%
Agree	55%	52%	58%	67%	51%	49%	42%	53%
Not Sure	12%	16%	15%	5%	11%	11%	9%	12%
Disagree	3%	3%	2%	3%	1%	0%	2%	2%
Strongly Disagree	2%	2%	0%	1%	0%	0%	2%	1%

## AGRICULTURE VALUES AND DESIRES

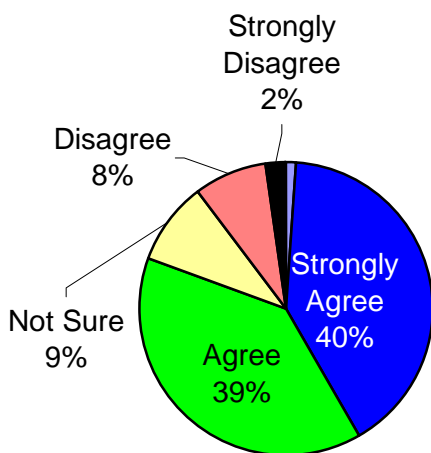
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified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

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

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

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

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

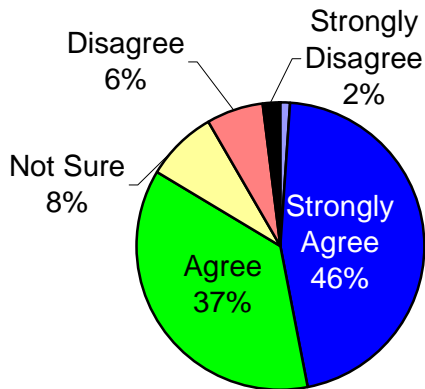


**In the Southeast Cluster**, over 3/4 (79%) of landowners agree that protecting their community's farmland is important (40% strongly agree), while 10% disagree.

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

Q1	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	0%	3%	1%	1%	2%	4%	1%
Strongly Agree	38%	50%	38%	53%	36%	37%	38%	40%
Agree	39%	33%	35%	28%	44%	48%	36%	39%
Not Sure	8%	6%	15%	13%	10%	8%	8%	9%
Disagree	11%	8%	8%	4%	8%	6%	9%	8%
Strongly Disagree	3%	3%	2%	1%	2%	0%	6%	2%

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

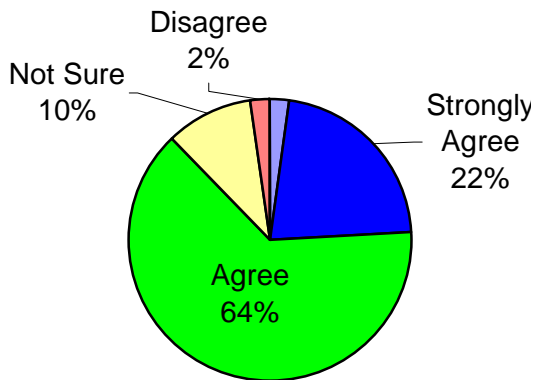


**In the Southeast Cluster**, even more landowners (83%) agree and almost 1/2 (46%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (8%) disagree.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	0%	2%	0%	1%	0%	4%	1%
Strongly Agree	46%	53%	47%	53%	42%	46%	38%	46%
Agree	32%	30%	33%	35%	42%	37%	43%	37%
Not Sure	10%	8%	9%	9%	7%	9%	6%	8%
Disagree	8%	7%	9%	3%	6%	8%	6%	6%
Strongly Disagree	3%	3%	0%	1%	2%	0%	4%	2%

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



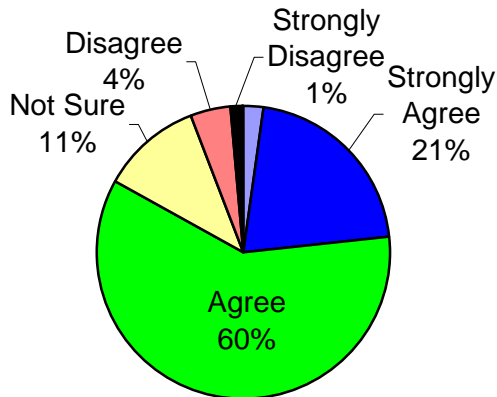
**In the Southeast Cluster**, over 3/4 (86%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (22% strongly agree), while only 2% disagree.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	1%	5%	1%	3%	0%	4%	2%
Strongly Agree	21%	26%	20%	26%	20%	29%	13%	22%
Agree	65%	63%	61%	64%	64%	60%	68%	64%
Not Sure	12%	7%	11%	9%	11%	9%	9%	10%
Disagree	1%	3%	5%	0%	2%	2%	4%	2%
Strongly Disagree	0%	0%	0%	0%	0%	0%	2%	0%



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

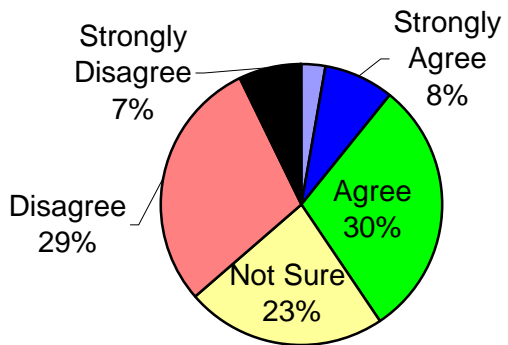


**In the Southeast Cluster**, over 3/4 (81%) agree that land use strategies should balance residential growth with farmland protection (21% strongly agree), while 5% disagree.

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

Q24	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	1%	0%	0%	3%	5%	4%	2%
Strongly Agree	25%	18%	15%	24%	21%	26%	17%	21%
Agree	58%	63%	61%	60%	58%	55%	66%	60%
Not Sure	9%	9%	18%	13%	11%	12%	8%	11%
Disagree	3%	7%	6%	1%	6%	0%	4%	4%
Strongly Disagree	3%	2%	0%	1%	1%	2%	2%	1%

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

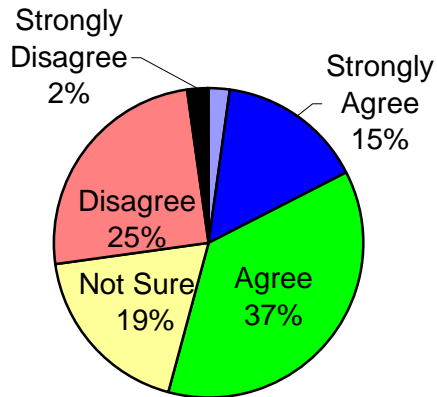


**In the Southeast Cluster**, landowners are equally divided regarding future farm expansion not being allowed near existing homes (38% agree, 36% disagree). Almost 1/4 are not sure (23%).

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	2%	3%	0%	3%	5%	8%	3%
Strongly Agree	4%	10%	8%	8%	9%	6%	13%	8%
Agree	33%	24%	26%	36%	30%	32%	28%	30%
Not Sure	24%	24%	26%	26%	22%	28%	9%	23%
Disagree	28%	31%	32%	24%	29%	26%	36%	29%
Strongly Disagree	10%	8%	6%	6%	8%	3%	6%	7%

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

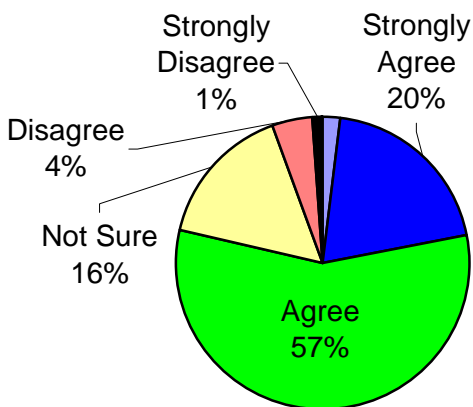


**In the Southeast Cluster**, over 1/2 (52%) of landowners agree that future homes should not be allowed near existing farming operations (15% strongly agree). However, 27% disagree, with a large percentage that are not sure (19%). Compared to the previous question, there is more agreement to limit future home development near existing farms versus future farm expansion near existing homes.

**Countywide**, 48% agree (14% strongly agree), while 28% disagree and 22% are not sure. By type of residence, rural landowners agree the most (56% farm, 55% rural non-farm). More than one in five full-time farms strongly agree (22%). Most respondents age 45 and older also agree (45 - 59%), while fewer than 1/3 disagree (16% - 31%). Those under age 45 are equally divided.

Q22	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	2%	0%	0%	3%	3%	4%	2%
Strongly Agree	14%	17%	11%	21%	16%	14%	8%	15%
Agree	37%	38%	38%	38%	37%	28%	42%	37%
Not Sure	16%	17%	17%	23%	17%	38%	11%	19%
Disagree	25%	25%	32%	17%	25%	17%	32%	25%
Strongly Disagree	5%	1%	3%	1%	2%	0%	4%	2%

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

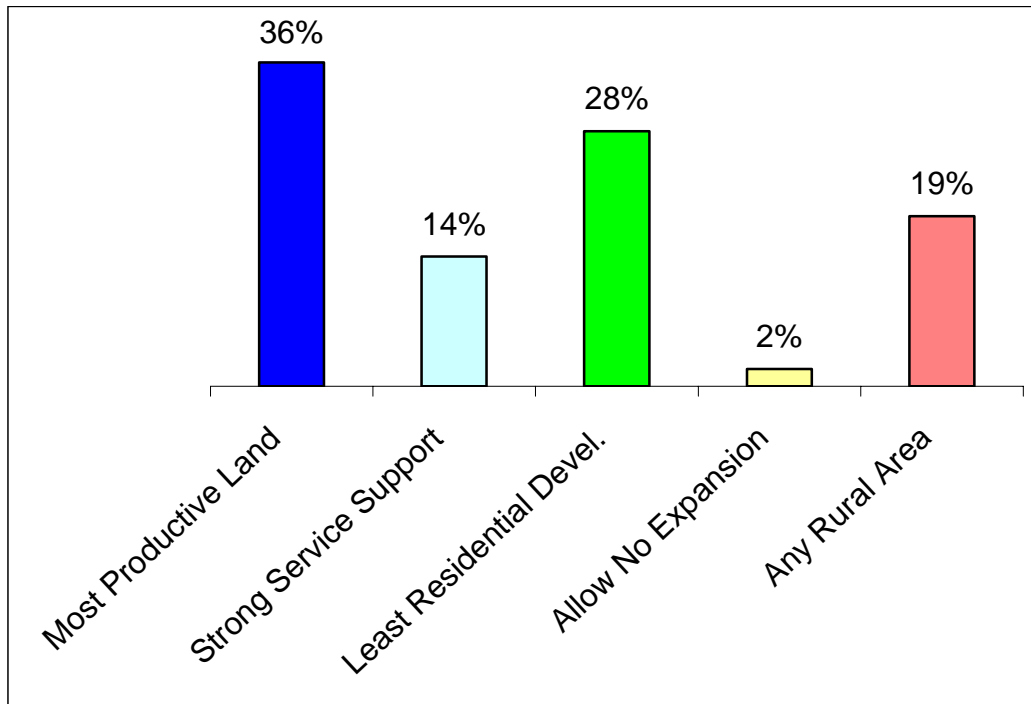


**In the Southeast Cluster**, over 3/4 (77%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (20% strongly agree), while 5% disagree.

**Countywide**, nearly 3/4 (74%) of landowners agree (18% strongly agree), while 8% disagree. By type of residence, part-time/hobby farms (80%) and full-time farms (79%) agree the most and most strongly (24% and 26%, respectively). Four in five landowners (82% - 88%) with 200 acres or more agree.

Q19	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	3%	0%	1%	2%	2%	4%	2%
Strongly Agree	19%	24%	18%	13%	22%	25%	13%	20%
Agree	62%	61%	52%	62%	52%	52%	60%	57%
Not Sure	12%	8%	20%	17%	19%	15%	19%	16%
Disagree	4%	4%	9%	5%	3%	6%	2%	4%
Strongly Disagree	1%	0%	2%	3%	2%	0%	2%	1%

## " 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 Southeast Cluster**, most landowners (36%) identified that expansion should occur on the most productive land. The second choice most often identified (28%) was to locate expansion in areas with the least amount of residential development. Any rural area ranked third (19%). Areas with strong service support ranked fourth (14%). Only 2% said no expansion should take place. 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.

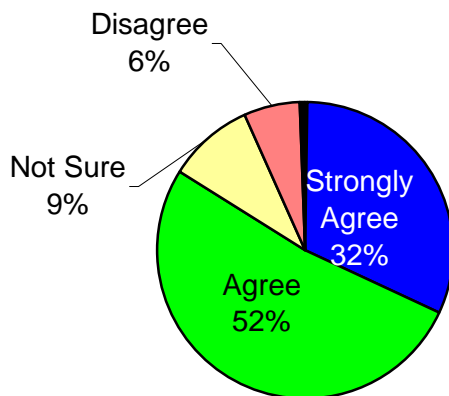
Q20	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Most Productive Land	40%	35%	37%	34%	36%	30%	36%	36%
Strong Service Support	14%	12%	10%	21%	14%	15%	17%	14%
Least Residential Development	27%	29%	26%	24%	30%	36%	26%	28%
Allow No Expansion	2%	2%	6%	4%	1%	1%	0%	2%
Any Rural Area	18%	22%	22%	18%	18%	18%	21%	19%

## LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.4% population growth (6,460) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might want to consider as part of the planning process.

### " Protecting my community's rural character is important to me."

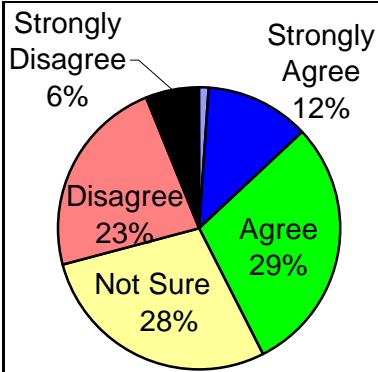


**In the Southeast Cluster**, over 3/4 (84%) of landowners agree that rural character should be protected in their community (32% strongly agree), while few disagree (6%). The level of agreement varies between 75% to 92% between communities.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	0%	0%	0%	0%	0%	0%	4%	0%
Strongly Agree	40%	42%	35%	38%	24%	25%	28%	32%
Agree	49%	50%	48%	51%	54%	62%	47%	52%
Not Sure	7%	5%	12%	6%	13%	8%	11%	9%
Disagree	4%	3%	5%	4%	9%	6%	9%	6%
Strongly Disagree	1%	1%	0%	0%	1%	0%	0%	0%

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

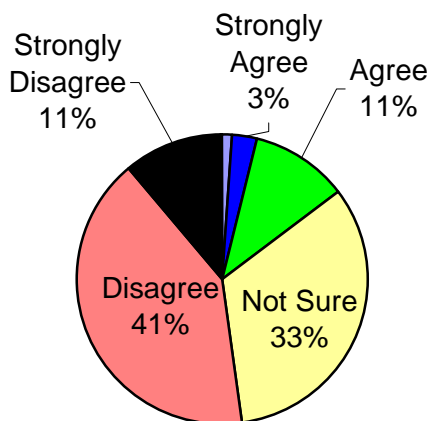


**In the Southeast Cluster**, landowners are divided regarding the need for more public land in their community. Over 1/3 (41%) agree, just over 1/4 (29%) disagree, and over 1/4 (28%) are not sure. The level of agreement varies between 27% to 50% between communities.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	1%	2%	1%	1%	0%	4%	1%
Strongly Agree	15%	9%	6%	8%	15%	6%	17%	12%
Agree	29%	23%	23%	19%	35%	34%	32%	29%
Not Sure	22%	23%	36%	32%	31%	35%	21%	28%
Disagree	29%	34%	24%	27%	16%	22%	15%	23%
Strongly Disagree	3%	10%	9%	13%	3%	3%	11%	6%

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

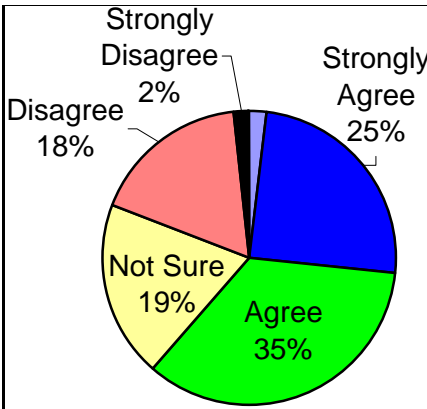


**In the Southeast Cluster**, over 1/2 (52%) disagree their community should become a bedroom community (live here, work elsewhere) (11% strongly disagree), while only 14% agree. Furthermore, 1/3 (33%) are not sure.

**Countywide**, only 13% agree and over 1/2 (55%) disagree (15% strongly disagree), while 31% are not sure. More landowners disagree and strongly disagree with this question than any other question in the survey. By type of residence, urban/suburban landowners (68%) and full-time farms (62%) disagree the most.

Q7	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	3%	0%	3%	0%	1%	0%	4%	1%
Strongly Agree	5%	3%	5%	4%	1%	2%	2%	3%
Agree	14%	10%	14%	10%	8%	11%	15%	11%
Not Sure	34%	37%	39%	37%	30%	29%	28%	33%
Disagree	34%	38%	33%	42%	48%	45%	36%	41%
Strongly Disagree	10%	12%	6%	6%	13%	14%	15%	11%

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



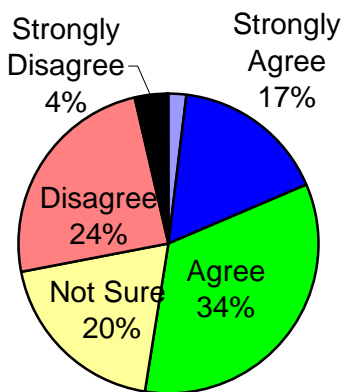
**In the Southeast Cluster**, over 1/2 (60%) agree that they should be allowed to use their property as they see fit (25% strongly agree), while 20% disagree and 19% are not sure.

**Countywide**, 59% agree (24% strongly agree) with response varying from 53% in the Southwest Cluster to 67% in the Central Cluster. By type of residence, farms agree the most (72%) and most strongly (37%). A smaller majority of urban/suburban landowners (54%) and non-county residents (52%), also agree. Less than one in ten farms (9%) and one in four urban/suburban landowners (25%) and non-county residents (26%) disagree.

Notably, there is also a direct relationship with acres owned. As acres owned increases, level of agreement also goes up from 1/2 (52%, less than one acre) to 3/4 (75%, over 500 acres). By age, 2/3 or more (65 - 72%) of landowners under age 45 agree, while 29 - 35% strongly agree and only 12 - 17% disagree. Fewer landowners age 45 and older (55% - 57%) agree and more disagree (22% - 25%). By tenure, landowners residing or visiting Waupaca County for less than five years agree a bit less (49% - 52%); those 1 - 4 years disagree more (31%).

Q23	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	0%	2%	3%	2%	0%	6%	2%
Strongly Agree	29%	32%	23%	29%	19%	18%	30%	25%
Agree	32%	36%	39%	38%	31%	45%	36%	35%
Not Sure	18%	19%	20%	15%	23%	18%	15%	19%
Disagree	18%	13%	14%	13%	23%	15%	9%	18%
Strongly Disagree	1%	0%	3%	1%	1%	3%	4%	2%

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



**In the Southeast Cluster**, over 1/2 (51%) agree that their neighbors should be allowed to use their property as they see fit (17% strongly agree). Over 1/4 (28%) disagree (4% strongly disagree), while 20% 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.

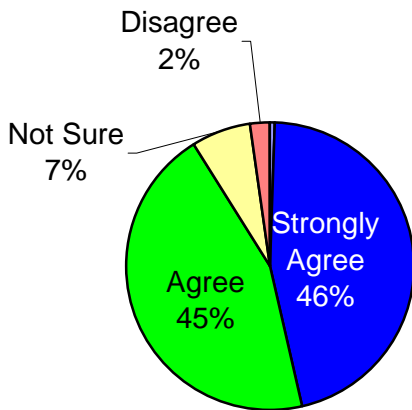
**Countywide**, 48% of landowners agree (16% strongly agree), while (30%) disagree, and 21% are not sure. A majority of landowners in the Southeast and Central Clusters also agree (51% and 53%, respectively). By type of residence, farms (62%) agree the most and nearly 1/4 (23%) strongly agree. Urban/suburban (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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	1%	2%	1%	2%	2%	4%	2%
Strongly Agree	14%	23%	18%	15%	16%	11%	25%	17%
Agree	38%	32%	27%	41%	32%	34%	32%	34%
Not Sure	18%	20%	18%	23%	19%	26%	11%	20%
Disagree	22%	23%	27%	18%	27%	23%	26%	24%
Strongly Disagree	5%	1%	8%	1%	3%	5%	2%	4%



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

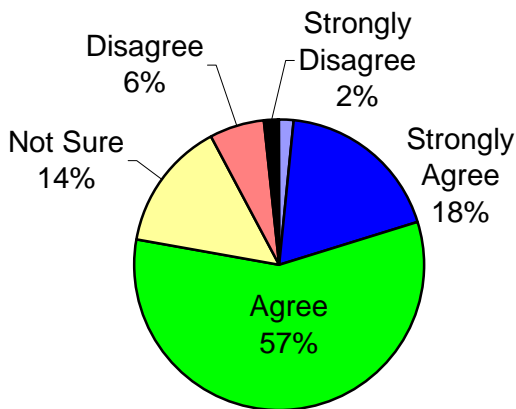


**In the Southeast Cluster**, nine in ten landowners (91%) agree that protecting their neighbor's private property rights is important (46% strongly agree), while only 2% disagree and 7% are not sure. This compares to 51% that agree their neighbor should be able to use their property as they see fit 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	1%	0%	0%	0%	2%	4%	1%
Strongly Agree	43%	52%	50%	45%	44%	43%	47%	46%
Agree	47%	42%	44%	46%	44%	45%	43%	45%
Not Sure	6%	4%	3%	6%	9%	8%	6%	7%
Disagree	3%	1%	3%	3%	2%	3%	0%	2%
Strongly Disagree	0%	0%	0%	0%	0%	0%	0%	0%

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

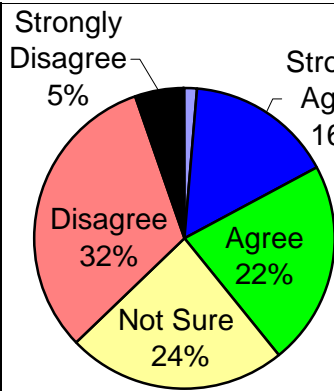


**In the Southeast Cluster**, 3/4 (75%) of landowners agree that land use strategies are necessary to protect community interests (18% strongly agree), while 8% disagree (2% strongly disagree) and 14% are not sure.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	1%	0%	0%	2%	2%	4%	2%
Strongly Agree	24%	18%	21%	14%	15%	25%	17%	18%
Agree	55%	55%	48%	55%	63%	57%	55%	57%
Not Sure	11%	17%	23%	18%	13%	15%	11%	14%
Disagree	7%	6%	8%	10%	5%	2%	9%	6%
Strongly Disagree	1%	3%	0%	3%	2%	0%	4%	2%

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



**In the Southeast Cluster**, landowners are divided about residential development not occurring in rural areas of Waupaca County (38% agree, 37% disagree, 24% not sure).

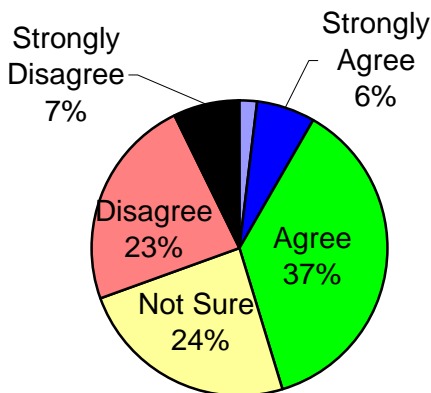
**Countywide**, landowners are also divided (40% agree, 37% disagree, 23% not sure). More landowners in Northwest, Northeast, and Central Clusters agree (41 - 44%); however, more in the Southwest disagree (40%).

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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	0%	2%	0%	2%	2%	4%	1%
Strongly Agree	21%	17%	18%	18%	12%	14%	13%	16%
Agree	15%	28%	23%	22%	22%	23%	28%	22%
Not Sure	18%	19%	21%	35%	28%	26%	11%	24%
Disagree	36%	31%	29%	22%	33%	29%	38%	32%
Strongly Disagree	8%	4%	8%	4%	4%	6%	6%	5%

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



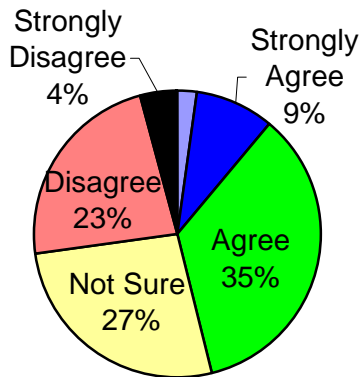
**In the Southeast Cluster**, almost 1/2 (43%) of landowners agree that if rural residential development takes place it should be scattered randomly throughout this area of Waupaca County (6% strongly agree). Over 1/4 (30%) disagree, while one in four (24%) are not sure.

**Countywide**, most landowners (43%) agree, while nearly 1/3 (32%) disagree and 24% are not sure. Nearly 1/2 (49%) of rural recreational landowners and part-time/hobby farms (48%), as well as most other rural non-farm (45%) and urban/suburban landowners (43%) agree. However, most full-time farms disagree (40%) and less than 1/3 agree (32%). Furthermore, landowners with 80 acres or less tend to agree more (43 - 47%). By tenure, landowners residing in or visiting Waupaca County 15 - 20 years are equally divided (36% agree, 35% disagree).

Q11	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	2%	1%	3%	0%	2%	2%	4%	2%
Strongly Agree	10%	6%	3%	1%	7%	3%	8%	6%
Agree	37%	41%	38%	38%	32%	54%	34%	37%
Not Sure	18%	22%	26%	33%	27%	23%	19%	24%
Disagree	23%	23%	27%	18%	25%	14%	30%	23%
Strongly Disagree	10%	8%	3%	9%	7%	5%	6%	7%



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

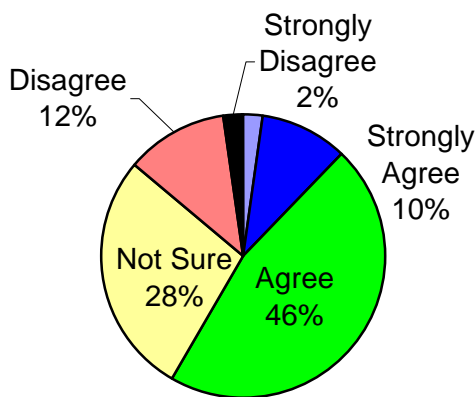


**In the Southeast Cluster**, almost 1/2 (44%) of landowners agree if rural residential development takes place it should be clustered in specific locations (9% strongly agree). Over 1/4 (27%) disagree and one in four (27%) are not sure. This is similar to the previous question and might indicate a need 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	3%	2%	2%	0%	3%	2%	2%	2%
Strongly Agree	10%	9%	6%	6%	9%	11%	13%	9%
Agree	29%	30%	50%	32%	39%	34%	34%	35%
Not Sure	26%	29%	12%	37%	27%	29%	19%	27%
Disagree	27%	27%	29%	22%	18%	23%	26%	23%
Strongly Disagree	5%	4%	2%	3%	5%	2%	6%	4%

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

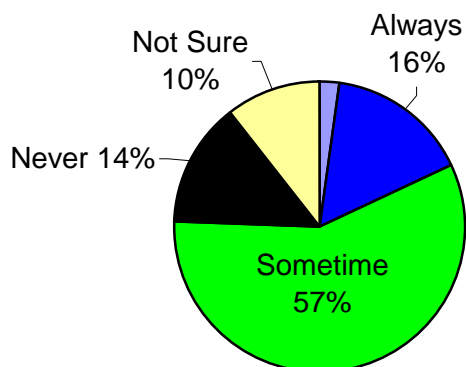


**In the Southeast Cluster**, a majority (56%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (10% strongly agree), while 14% disagree and 28% are not sure.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	1%	0%	3%	1%	3%	2%	6%	2%
Strongly Agree	11%	9%	8%	10%	11%	12%	8%	10%
Agree	48%	44%	36%	44%	49%	45%	49%	46%
Not Sure	23%	28%	38%	35%	26%	32%	21%	28%
Disagree	12%	17%	15%	8%	10%	8%	15%	12%
Strongly Disagree	5%	3%	0%	3%	1%	2%	2%	2%

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



**In the Southeast 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, 14% 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	TOTAL
Blank	4%	0%	2%	0%	3%	2%	4%	2%
Always	16%	25%	17%	23%	13%	6%	11%	16%
Sometimes	62%	54%	62%	54%	53%	69%	58%	57%
Never	11%	14%	9%	9%	20%	9%	11%	14%
Not Sure	7%	7%	11%	14%	11%	14%	15%	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
<b>Caledonia</b>	504	293	137	47%
<b>Lebanon</b>	573	305	126	41%
<b>Fremont</b>	238	146	87	60%
<b>Weyauwega</b>	226	130	67	52%
<b>New London (c)</b>	2,262 (Waup. Co. only)	724	244	34%
<b>Weyauwega (c)</b>	720	262	74	28%
<b>Fremont (v)</b>	302	162	55	34%
<b>Southeast Cluster</b>	5,823	<b>2,532</b>	<b>984</b>	<b>38.9%</b>
<b>Waupaca County</b>	19,863	<b>9,619</b>	<b>4,001</b>	<b>41.6%</b>

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.

	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	CLUSTER
Margin of Error	+/- 6	+/- 7	+/- 7	+/-8	+/- 5	<b>+/- 10</b>	<b>+/- 11</b>	<b>+/- 2</b>

### 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](http://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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Urban/Suburban</b>	12%	6%	16%	12%	88%	76%	46%	<b>43%</b>
<b>Rural Non-farm</b>	58%	54%	37%	44%	3%	8%	4%	<b>29%</b>
<b>Farm</b>	13%	20%	11%	11%	0%	1%	0%	<b>8%</b>
<b>Hobby Farm</b>	10%	10%	7%	9%	1%	0%	0%	<b>5%</b>
<b>Shoreland</b>	1%	0%	18%	8%	4%	6%	33%	<b>7%</b>
<b>Absentee</b>	7%	10%	10%	17%	3%	8%	17%	<b>8%</b>

## " 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>&lt; 1 acre</b>	3%	2%	25%	24%	84%	62%	73%	<b>42%</b>
<b>1- 10 acres</b>	58%	52%	36%	48%	12%	27%	20%	<b>34%</b>
<b>11- 40 acres</b>	22%	23%	17%	12%	2%	7%	4%	<b>12%</b>
<b>41- 80 acres</b>	7%	7%	7%	7%	1%	1%	4%	<b>4%</b>
<b>81- 200 acres</b>	9%	8%	9%	3%	1%	1%	0%	<b>4%</b>
<b>201- 500 acres</b>	0%	6%	5%	6%	0%	1%	0%	<b>2%</b>
<b>&gt; 500 acres</b>	1%	2%	1%	0%	0%	0%	0%	<b>1%</b>

## " 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>18 - 24 yrs.</b>	0%	1%	1%	1%	1%	3%	0%	<b>1%</b>
<b>25 - 34 yrs.</b>	5%	12%	8%	13%	15%	8%	18%	<b>11%</b>
<b>35 - 44 yrs.</b>	23%	27%	14%	18%	20%	20%	16%	<b>21%</b>
<b>45 - 54 yrs.</b>	30%	23%	31%	25%	23%	22%	18%	<b>25%</b>
<b>55 - 64 yrs.</b>	20%	21%	20%	12%	19%	20%	20%	<b>19%</b>
<b>65 - 74 yrs.</b>	15%	9%	20%	22%	13%	15%	15%	<b>15%</b>
<b>75 - 84 yrs.</b>	6%	6%	5%	7%	6%	5%	13%	<b>6%</b>
<b>85 &amp; over</b>	1%	1%	1%	0%	3%	7%	0%	<b>2%</b>

## " 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>&lt; 1 years</b>	3%	1%	1%	6%	6%	3%	9%	<b>4%</b>
<b>1-4 years</b>	10%	15%	13%	8%	12%	11%	20%	<b>13%</b>
<b>5-10 years</b>	13%	20%	17%	12%	15%	18%	15%	<b>16%</b>
<b>11-14 years</b>	15%	7%	5%	12%	11%	8%	6%	<b>10%</b>
<b>15-20 years</b>	13%	14%	11%	12%	9%	3%	9%	<b>10%</b>
<b>&gt; 20 years</b>	46%	42%	53%	49%	46%	58%	41%	<b>47%</b>

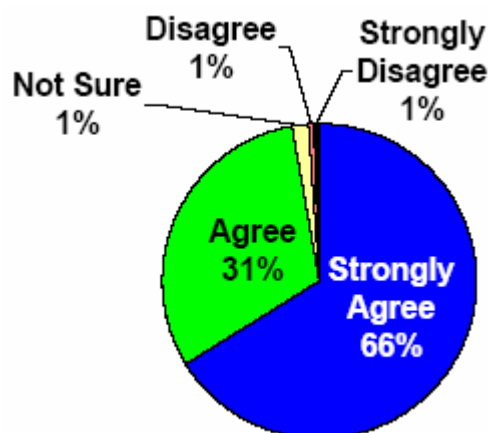
## The “9 Elements” of Comprehensive Planning

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."

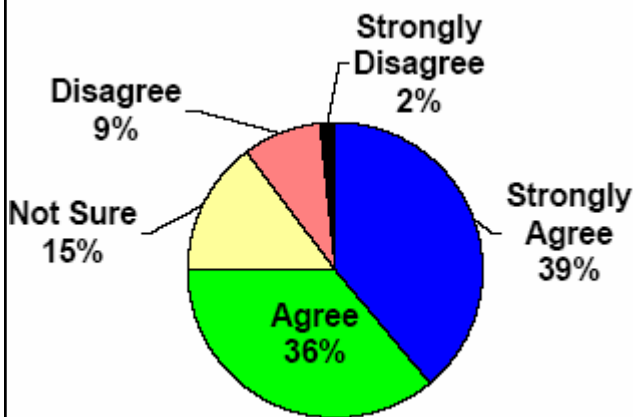


**Countywide**, a majority (97%) agree (66% strongly agree) that protecting lakes, streams, wetlands, and groundwater is important, the highest consensus of any survey question, while only 2% disagree (1% strongly disagree) and 1% are not sure. By type of residence, a majority of respondents strongly 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	67%	60%	62%	67%	64%	68%	84%	<b>66%</b>
<b>Agree</b>	31%	33%	32%	30%	34%	31%	16%	<b>30%</b>
<b>Not Sure</b>	1%	5%	5%	1%	1%	0%	0%	<b>2%</b>
<b>Disagree</b>	1%	1%	0%	1%	1%	1%	0%	<b>1%</b>
<b>Strongly Disagree</b>	0%	1%	1%	1%	0%	0%	0%	<b>1%</b>



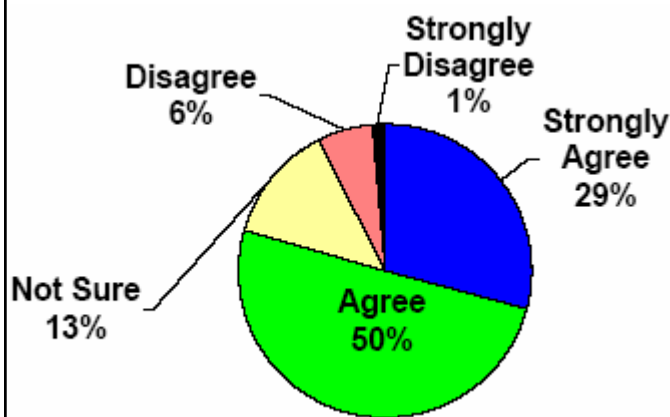
## " Protecting large, connected tracts of forestland from being broken apart is important to me."



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	40%	36%	45%	45%	34%	42%	44%	<b>41%</b>
<b>Agree</b>	41%	38%	30%	35%	43%	36%	38%	<b>37%</b>
<b>Not Sure</b>	10%	14%	16%	12%	15%	15%	9%	<b>13%</b>
<b>Disagree</b>	8%	10%	7%	5%	7%	7%	9%	<b>7%</b>
<b>Strongly Disagree</b>	1%	2%	2%	3%	1%	0%	0%	<b>1%</b>

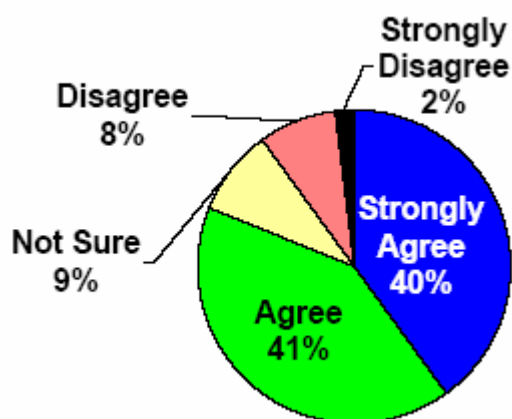
## " Protecting historical sites and structures is important to me."



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	27%	29%	36%	34%	27%	28%	25%	<b>31%</b>
<b>Agree</b>	49%	46%	42%	49%	51%	50%	29%	<b>46%</b>
<b>Not Sure</b>	18%	14%	12%	7%	13%	16%	9%	<b>13%</b>
<b>Disagree</b>	6%	9%	7%	9%	7%	5%	6%	<b>7%</b>
<b>Strongly Disagree</b>	1%	2%	2%	0%	2%	0%	0%	<b>2%</b>

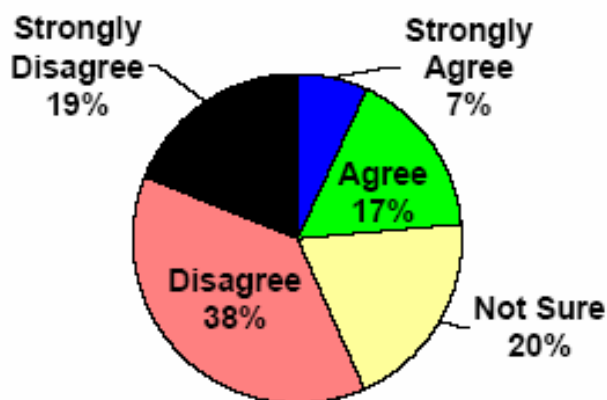
## " Protecting farmland in my community from development is important to me."



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	43%	47%	40%	51%	36%	28%	45%	<b>41%</b>
<b>Agree</b>	36%	40%	40%	39%	47%	57%	40%	<b>43%</b>
<b>Not Sure</b>	10%	5%	7%	4%	12%	8%	5%	<b>7%</b>
<b>Disagree</b>	7%	7%	12%	3%	5%	7%	7%	<b>7%</b>
<b>Strongly Disagree</b>	4%	1%	2%	3%	1%	0%	2%	<b>2%</b>

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

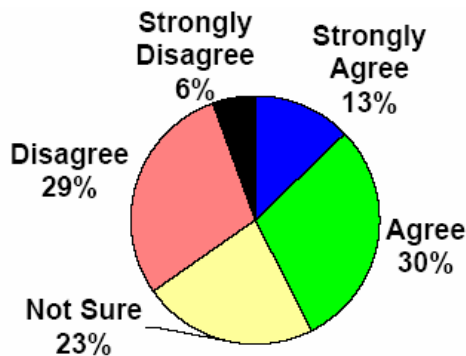


**Countywide**, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/suburban landowners disagree less (50%) and agree more (26%). Farms disagree 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	13%	10%	3%	15%	5%	3%	5%	<b>8%</b>
<b>Agree</b>	16%	15%	13%	15%	16%	15%	31%	<b>16%</b>
<b>Not Sure</b>	14%	16%	18%	8%	21%	32%	9%	<b>18%</b>
<b>Disagree</b>	27%	37%	54%	42%	40%	32%	35%	<b>38%</b>
<b>Strongly Disagree</b>	29%	22%	11%	20%	17%	18%	20%	<b>20%</b>

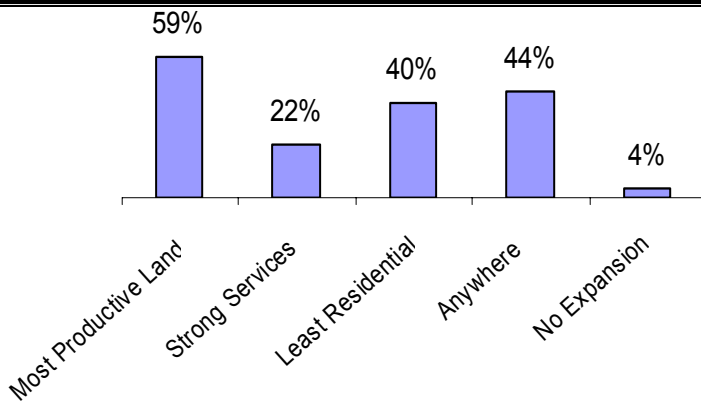
**" Future homes, which are not part of a farm operation, should not be allowed near existing farming operations."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	16%	17%	15%	12%	14%	12%	13%	<b>14%</b>
<b>Agree</b>	30%	28%	24%	33%	29%	24%	41%	<b>29%</b>
<b>Not Sure</b>	26%	26%	28%	27%	24%	24%	20%	<b>25%</b>
<b>Disagree</b>	19%	24%	29%	24%	27%	31%	22%	<b>25%</b>
<b>Strongly Disagree</b>	9%	5%	3%	4%	7%	8%	4%	<b>6%</b>

**" Where should future dairy and livestock expansion occur?"**

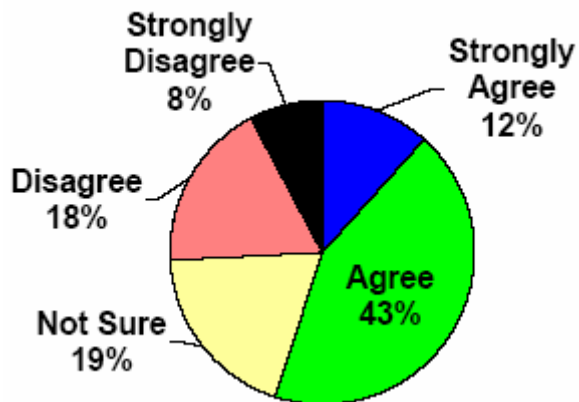


In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Most productive land</b>	69%	63%	61%	52%	66%	54%	56%	<b>62%</b>
<b>Strong services</b>	20%	25%	24%	31%	18%	22%	25%	<b>22%</b>
<b>Least residential</b>	35%	33%	43%	37%	42%	46%	36%	<b>39%</b>
<b>Anywhere</b>	47%	43%	45%	43%	42%	43%	55%	<b>44%</b>
<b>No expansion</b>	4%	4%	2%	6%	2%	3%	2%	<b>3%</b>

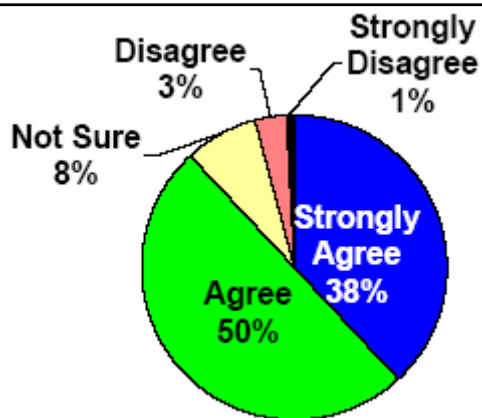
**"A portion of new homes built in this area of Waupaca County should provide housing opportunities for low and moderate income residents."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	4%	6%	14%	13%	12%	15%	11%	<b>10%</b>
<b>Agree</b>	36%	37%	40%	36%	50%	52%	45%	<b>43%</b>
<b>Not Sure</b>	24%	19%	22%	24%	18%	14%	18%	<b>20%</b>
<b>Disagree</b>	26%	27%	20%	22%	14%	15%	20%	<b>20%</b>
<b>Strongly Disagree</b>	10%	11%	5%	4%	6%	4%	5%	<b>7%</b>

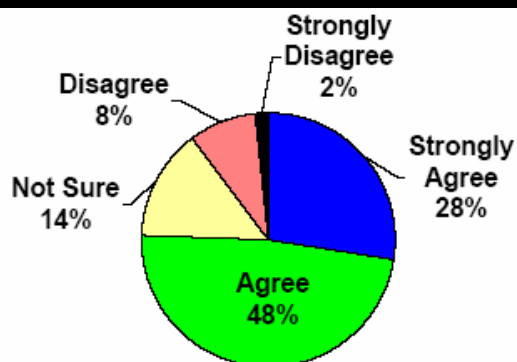
**"Waupaca County communities should pool resources to attract and/or retain companies that will create jobs."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	34%	35%	37%	35%	51%	30%	45%	<b>40%</b>
<b>Agree</b>	54%	56%	52%	53%	42%	54%	51%	<b>50%</b>
<b>Not Sure</b>	7%	6%	9%	8%	5%	9%	2%	<b>6%</b>
<b>Disagree</b>	5%	2%	1%	5%	1%	4%	2%	<b>3%</b>
<b>Strongly Disagree</b>	0%	1%	0%	0%	0%	3%	0%	<b>1%</b>

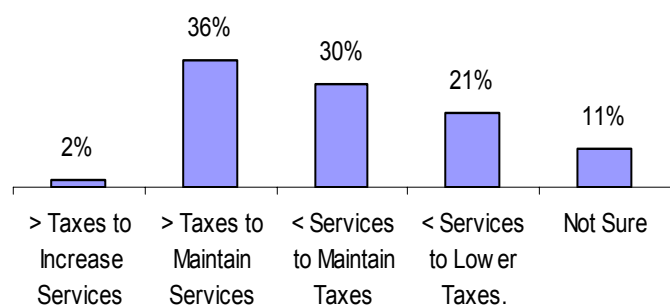
## "Community services, like schools, roads, and police and fire protection, should be combined and provided jointly by communities if money will be saved."



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	22%	28%	30%	23%	27%	23%	31%	<b>26%</b>
<b>Agree</b>	57%	52%	52%	42%	45%	45%	44%	<b>49%</b>
<b>Not Sure</b>	13%	12%	9%	18%	16%	18%	9%	<b>14%</b>
<b>Disagree</b>	7%	8%	8%	15%	8%	9%	13%	<b>9%</b>
<b>Strongly Disagree</b>	1%	1%	1%	2%	4%	5%	2%	<b>2%</b>

## "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.

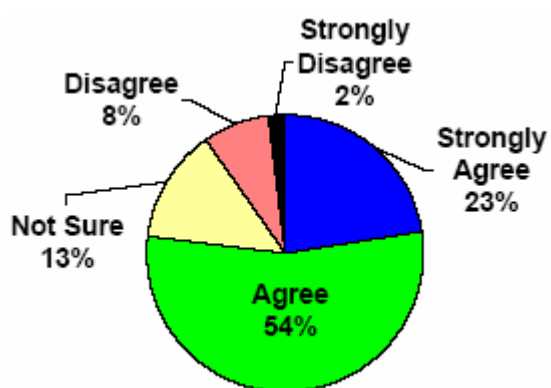
**Countywide**, the opinion is divided. 2% felt taxes should increase to increase services, 36% stated taxes should increase to maintain existing services, 30% felt services should be decreased to maintain existing tax

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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Taxes Increased, Services Increased</b>	1%	2%	2%	2%	2%	6%	1%	<b>2%</b>
<b>Taxes Increased, Services Same</b>	40%	34%	40%	32%	33%	41%	40%	<b>36%</b>
<b>Taxes Same, Services Decreased</b>	35%	31%	25%	26%	25%	23%	29%	<b>28%</b>
<b>Taxes Decreased, Services Decreased</b>	15%	19%	22%	29%	21%	17%	23%	<b>20%</b>
<b>Not Sure</b>	9%	14%	11%	12%	18%	14%	7%	<b>13%</b>



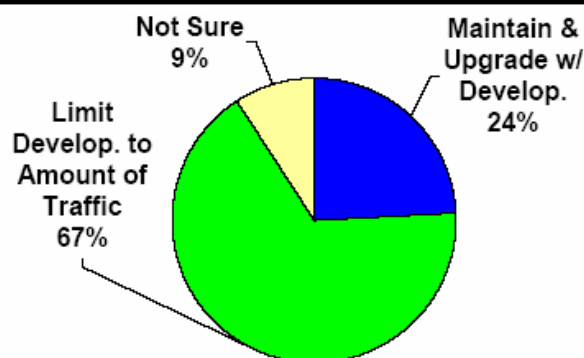
**" The placement of new residential development should be managed in order to control community service costs, like schools, roads, and police and fire protection."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	24%	17%	23%	22%	23%	12%	27%	<b>22%</b>
<b>Agree</b>	57%	63%	55%	58%	57%	68%	53%	<b>58%</b>
<b>Not Sure</b>	13%	14%	11%	13%	12%	15%	13%	<b>13%</b>
<b>Disagree</b>	4%	5%	9%	1%	7%	4%	7%	<b>6%</b>
<b>Strongly Disagree</b>	1%	2%	1%	4%	1%	1%	0%	<b>2%</b>

**" 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

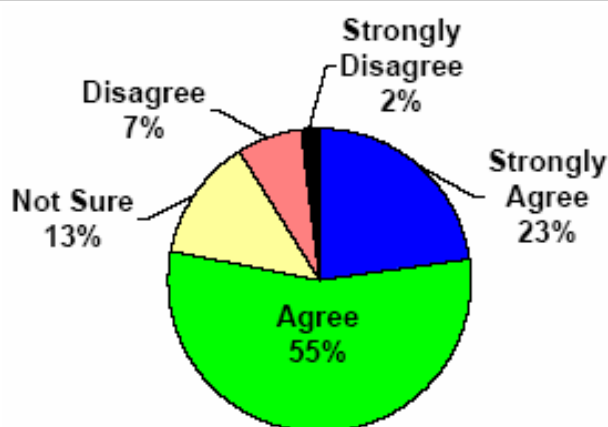
Q23	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Maintenance &amp; Upgrades Increase w/ Development</b>	20%	19%	21%	19%	24%	31%	26%	<b>23%</b>
<b>Limit Residential Development w/ amount of Traffic</b>	72%	71%	69%	76%	63%	56%	68%	<b>67%</b>
<b>Not Sure</b>	7%	10%	10%	4%	13%	13%	6%	<b>10%</b>

## LAND USE VALUES AND DESIRES

Waupaca County's land base is 751 square miles or 480,640 acres. Over half (51%) of this is farmland, while forests (23%), wetlands/water (23%), and urban areas (3%) comprise the rest. There are 35 general purpose units of government that provide leadership over this land base, including, 22 towns, 6 cities, 6 villages, and the county. As noted earlier, during the 1990s, Waupaca County witnessed 12.2% population growth (5,627) coupled with an increase of 2,367 housing units (2000 Census). From 1995 – 2002, growth led to the conversion of almost 1,400 acres of farmland to a non-agricultural use (Wisconsin Ag Statistics Service, 2004). According to Waupaca County sanitary records, from 1992 – 2004 new construction accounted for the addition of 27,862 acres in residential lots (including associated property) in the towns. This growth provides many opportunities and dilemmas that communities can choose to address during the comprehensive planning process.

The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment, the transportation system, the economy, or the agriculture industry to name a few. Ultimately, almost every community decision affects land use and every land use decision affects the community. This survey provides insight into landowner opinions regarding some land use policies and strategies communities might consider as part of the planning process.

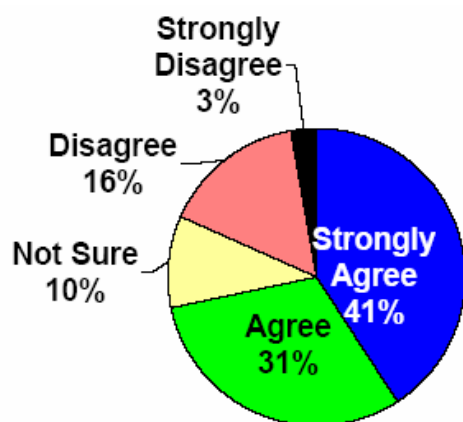
### " Land use strategies are necessary to protect our community interests."



**Countywide**, over 3/4 (78%) agree (23% strongly agree) that land use strategies are necessary to protect our community interests, while 9% disagree (2% strongly disagree) and 13% are not sure. As acres owned increases, level of agreement generally declines (79% less than one acre to 59% over 500 acres). Level of agreement generally increases with age (73%, age 25 to 34; 83%, over 85). And, although almost 3/4 of farms agree, they agree less than others by type or residence (72% rural hobby farm; 73% rural farm).

Q16	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	26%	21%	24%	23%	23%	12%	24%	<b>22%</b>
<b>Agree</b>	53%	53%	53%	58%	56%	67%	51%	<b>56%</b>
<b>Not Sure</b>	13%	16%	13%	13%	16%	15%	13%	<b>14%</b>
<b>Disagree</b>	4%	9%	9%	0%	4%	5%	13%	<b>6%</b>
<b>Strongly Disagree</b>	3%	2%	1%	6%	2%	0%	0%	<b>2%</b>

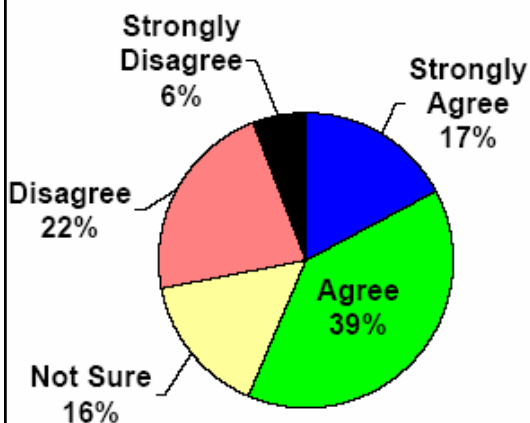
## " I should be allowed to use my property as I see fit."



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	43%	49%	47%	43%	35%	34%	36%	<b>41%</b>
<b>Agree</b>	22%	27%	24%	42%	34%	41%	25%	<b>30%</b>
<b>Not Sure</b>	10%	12%	12%	8%	15%	8%	13%	<b>12%</b>
<b>Disagree</b>	23%	11%	14%	6%	13%	12%	20%	<b>15%</b>
<b>Strongly Disagree</b>	2%	1%	3%	2%	3%	4%	5%	<b>3%</b>

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

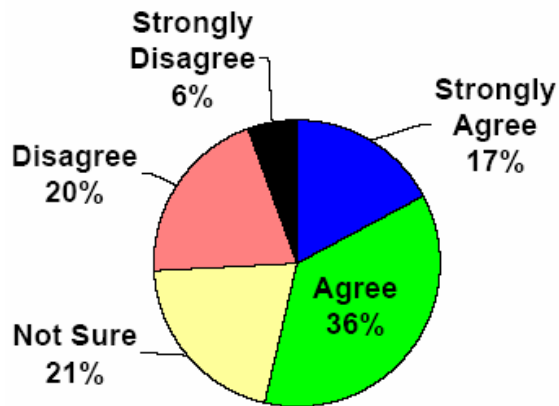


**Countywide**, a majority (56%) agree (17% strongly agree) that their neighbors should be allowed to use their property as they see fit, while 28% disagree (6% strongly disagree), and 16% are not sure. There is a direct relationship with acres owned. As acres owned increases, level of agreement also 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	15%	20%	23%	27%	18%	14%	15%	<b>18%</b>
<b>Agree</b>	36%	44%	39%	38%	39%	41%	40%	<b>39%</b>
<b>Not Sure</b>	14%	14%	16%	17%	18%	24%	16%	<b>17%</b>
<b>Disagree</b>	28%	17%	21%	14%	22%	18%	22%	<b>21%</b>
<b>Strongly Disagree</b>	7%	6%	1%	5%	3%	4%	7%	<b>5%</b>



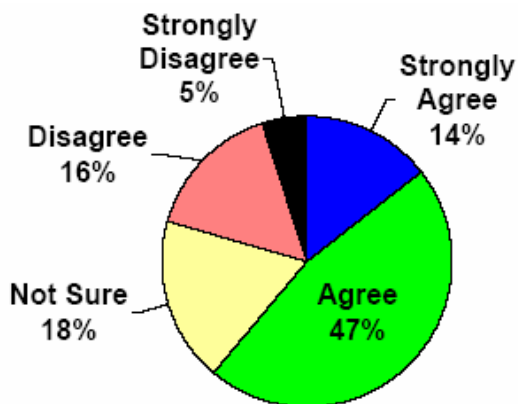
**" Having more public land available for recreational activities in my community is important to me."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	16%	17%	21%	16%	23%	18%	17%	<b>18%</b>
<b>Agree</b>	38%	34%	44%	37%	37%	36%	44%	<b>39%</b>
<b>Not Sure</b>	20%	21%	13%	25%	19%	27%	22%	<b>21%</b>
<b>Disagree</b>	21%	22%	17%	15%	16%	15%	15%	<b>17%</b>
<b>Strongly Disagree</b>	4%	6%	6%	6%	4%	4%	2%	<b>4%</b>

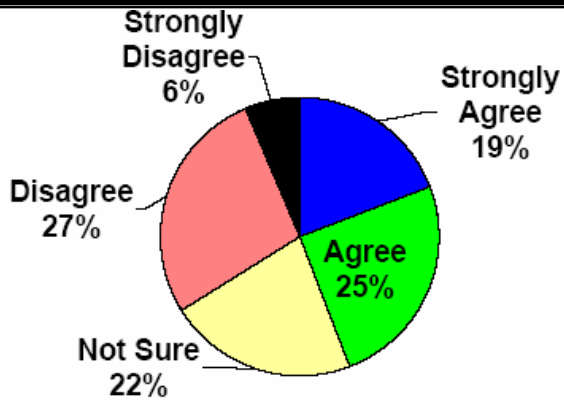
**" Design standards, like landscaping, building characteristics, and signage, should be implemented for new development so community character can be preserved."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	9%	14%	22%	12%	13%	11%	22%	<b>14%</b>
<b>Agree</b>	45%	40%	43%	45%	49%	57%	44%	<b>46%</b>
<b>Not Sure</b>	22%	23%	15%	20%	19%	22%	24%	<b>20%</b>
<b>Disagree</b>	19%	19%	16%	17%	14%	8%	9%	<b>15%</b>
<b>Strongly Disagree</b>	5%	5%	5%	6%	5%	3%	2%	<b>5%</b>

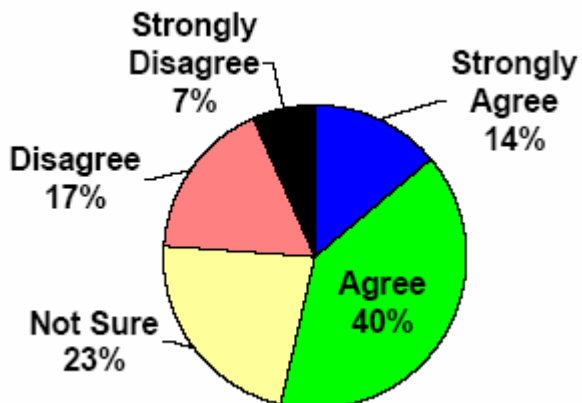
**" Residential development should not occur in rural areas  
(defined as not in a city or village) of Waupaca County."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	28%	21%	24%	18%	16%	14%	11%	<b>19%</b>
<b>Agree</b>	26%	29%	23%	28%	27%	24%	31%	<b>27%</b>
<b>Not Sure</b>	14%	21%	20%	25%	24%	32%	31%	<b>24%</b>
<b>Disagree</b>	23%	22%	25%	21%	29%	27%	22%	<b>24%</b>
<b>Strongly Disagree</b>	9%	6%	8%	7%	3%	3%	5%	<b>6%</b>

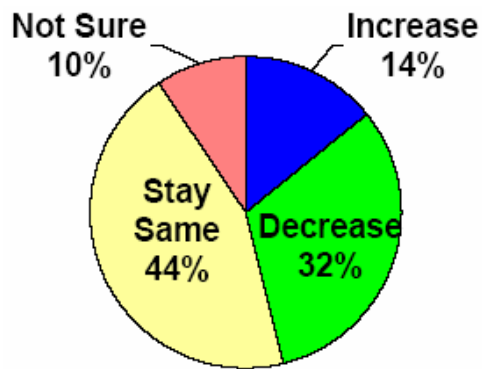
**" If rural residential development takes place, it should be widely  
scattered throughout this area of Waupaca County."**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Strongly Agree</b>	21%	17%	14%	23%	10%	14%	16%	<b>23%</b>
<b>Agree</b>	40%	42%	43%	38%	39%	42%	49%	<b>61%</b>
<b>Not Sure</b>	17%	23%	17%	15%	27%	30%	15%	<b>33%</b>
<b>Disagree</b>	18%	10%	21%	18%	19%	11%	16%	<b>25%</b>
<b>Strongly Disagree</b>	4%	7%	6%	6%	6%	4%	4%	<b>8%</b>

**“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?”**



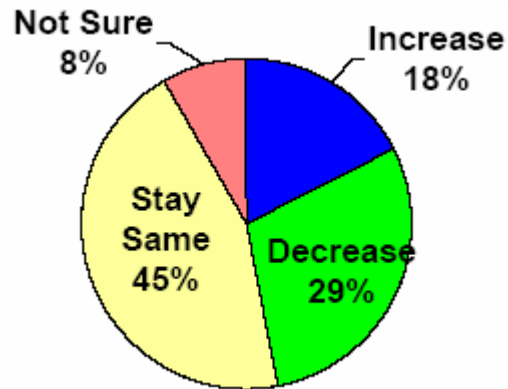
**Countywide**, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Increase</b>	7%	7%	16%	18%	15%	28%	24%	<b>15%</b>
<b>Decrease</b>	52%	50%	26%	32%	29%	18%	27%	<b>35%</b>
<b>Stay the Same</b>	36%	33%	49%	38%	46%	38%	44%	<b>41%</b>
<b>Not Sure</b>	5%	10%	8%	12%	10%	16%	5%	<b>9%</b>

**“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?”**



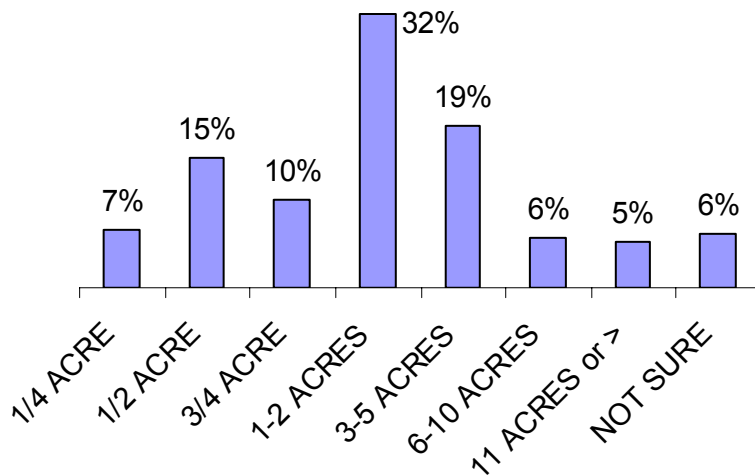
**Countywide**, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>Increase</b>	9%	5%	16%	20%	17%	34%	22%	<b>16%</b>
<b>Decrease</b>	50%	50%	26%	31%	24%	11%	24%	<b>32%</b>
<b>Stay the Same</b>	36%	38%	51%	41%	49%	45%	49%	<b>44%</b>
<b>Not Sure</b>	4%	6%	7%	8%	10%	11%	5%	<b>8%</b>

## " 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

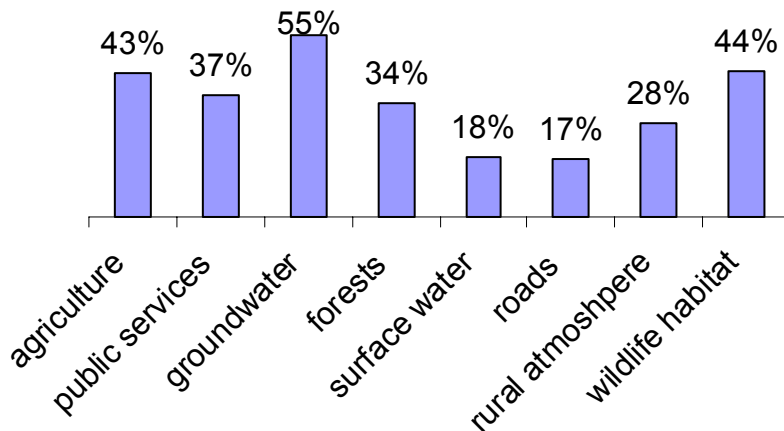
3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500+ acres preferred 3 - 5 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
<b>1/4 acre</b>	1%	1%	7%	1%	18%	12%	9%	<b>8%</b>
<b>1/2 acre</b>	2%	4%	13%	19%	28%	22%	25%	<b>16%</b>
<b>3/4 acre</b>	4%	4%	11%	7%	15%	16%	24%	<b>11%</b>
<b>1 - 2 acres</b>	34%	39%	31%	31%	22%	24%	24%	<b>29%</b>
<b>3 - 5 acres</b>	39%	33%	24%	22%	6%	8%	9%	<b>20%</b>
<b>6 - 10 acres</b>	12%	8%	8%	6%	1%	5%	0%	<b>5%</b>
<b>11 or more acres</b>	4%	7%	2%	6%	2%	0%	0%	<b>3%</b>
<b>Not Sure</b>	3%	5%	3%	6%	10%	12%	9%	<b>7%</b>

## " 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%).

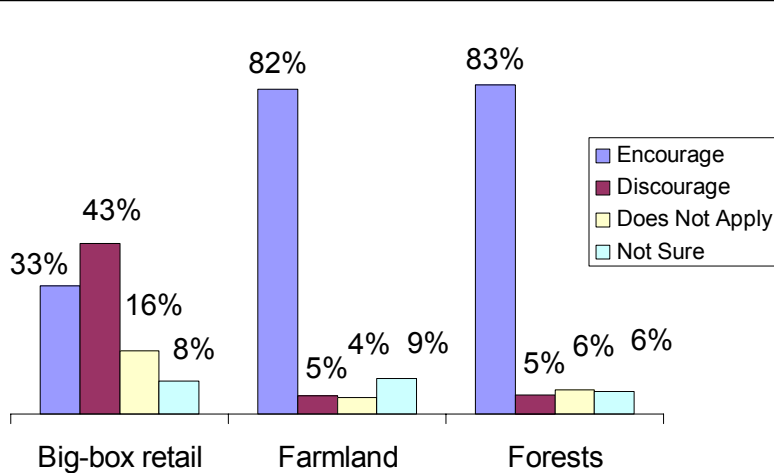
By type of residence, either agriculture or groundwater was identified as the most important factor. Rural hobby farms (51%) and rural farms (66%) ranked agriculture as most important, while all others ranked groundwater as most important (56%, urban/suburban; 61%, shoreland; 53%, rural non-farm; 54%, 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Agriculture	42%	63%	36%	48%	50%	54%	40%	49%
Cost/quality of public services	30%	30%	39%	37%	43%	38%	45%	37%
Quality/quantity groundwater	53%	48%	53%	43%	55%	55%	49%	52%
Forested areas	42%	37%	37%	31%	36%	27%	31%	36%
Surface water	17%	14%	18%	18%	11%	19%	24%	15%
Roads	20%	13%	17%	22%	14%	16%	18%	16%
Rural/small town atmosphere	34%	30%	29%	25%	19%	18%	35%	26%
Wildlife habitat	45%	47%	52%	54%	49%	46%	47%	48%



**" 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%).

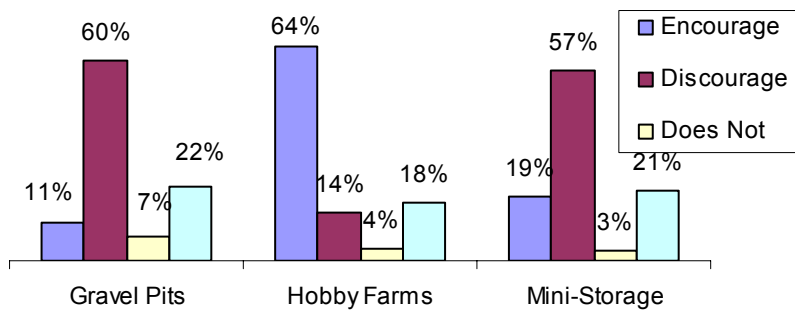
**Forests** - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Encourage	14%	17%	27%	31%	58%	43%	28%	35%
Discourage	56%	43%	47%	54%	30%	23%	52%	41%
Does not apply	24%	20%	16%	12%	2%	20%	15%	14%
Not Sure	6%	21%	10%	3%	10%	13%	6%	10%

Q25 FARMLAND	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Encourage	95%	89%	86%	89%	73%	75%	76%	83%
Discourage	2%	1%	6%	5%	7%	6%	7%	5%
Does not apply	0%	2%	1%	2%	12%	13%	9%	6%
Not Sure	3%	7%	7%	5%	8%	6%	7%	6%

Q25 FORESTS	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Encourage	96%	82%	89%	90%	69%	71%	78%	81%
Discourage	1%	2%	5%	3%	7%	9%	7%	5%
Does not apply	0%	6%	1%	3%	16%	19%	9%	9%
Not Sure	3%	10%	5%	3%	7%	1%	6%	6%

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



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

**Gravel Pits** - A majority (60%) stated discourage gravel pits, while 11% stated encourage, 7% does not apply, and 22% not sure. The level of encouragement was directly related to acres

owned (7%, less than one acre; 55%, over 500 acres), with the owners of over 500 acres stating encourage more often than discourage. Rural farms also stated encourage more often (21%), but a slight majority (51%) still stated discourage.

**Hobby Farms** - A majority (64%) stated encourage hobby farms, while 14% stated discourage, 4% does not apply, and 18% not sure. Respondents owning less than one acre stated encourage (56%) less often, while those owning 11 to 80 acres stated encourage more often (71%). The percentage indicating encourage peaked in the 35 to 44 age cohort (79%) and declined with age (71%, age 45 to 54; 64%, age 55 to 64; 54%, age 65 to 74; 40%, age 75 to 84; 42%, over age 85). As would be expected, rural hobby farms stated encourage more often (92%) as did rural non-farm (71%). Respondents with 1 to 20 years of tenure stated encourage more often (68% - 73%), while those with over 20 years stated encourage less often (60%).

**Mini-Storage** - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated discourage less often (39% - 45%). Urban residents stated discourage less often (50%), while those with less than 5 years of tenure indicated discourage more often (62% - 63%).

Q25 GRAVEL PITS	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Encourage	15%	17%	5%	13%	6%	12%	6%	10%
Discourage	64%	53%	57%	55%	60%	54%	66%	59%
Does not apply	1%	7%	14%	10%	11%	13%	17%	9%
Not Sure	20%	24%	24%	22%	23%	21%	11%	22%

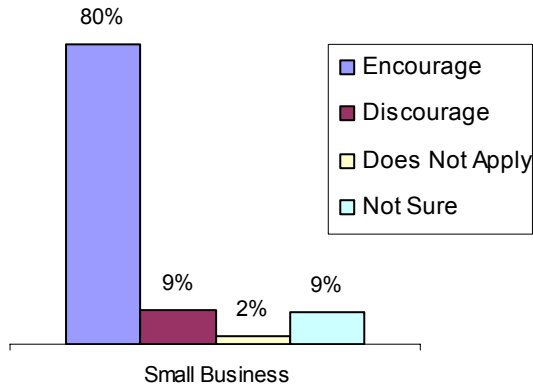
Q25 HOBBY FARMS	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Encourage	76%	68%	76%	65%	49%	57%	56%	62%
Discourage	12%	13%	10%	19%	21%	13%	15%	16%
Does not apply	0%	2%	0%	0%	12%	12%	9%	6%
Not Sure	11%	17%	15%	16%	18%	19%	20%	16%

Q25 MINI-STORAGE	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Encourage	22%	16%	23%	32%	19%	25%	23%	21%
Discourage	56%	65%	53%	45%	56%	52%	58%	56%
Does not apply	2%	3%	1%	2%	3%	1%	0%	2%
Not Sure	21%	16%	23%	21%	23%	22%	19%	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**



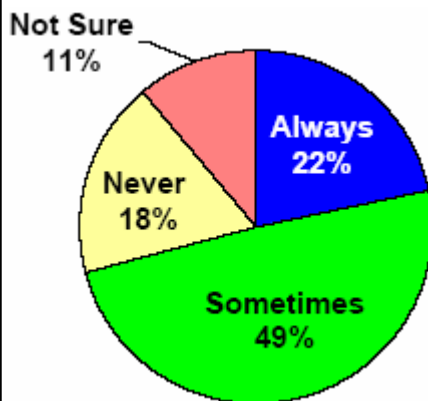
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Encourage	73%	63%	84%	81%	90%	81%	93%	81%
Discourage	16%	18%	4%	11%	5%	8%	2%	9%
Does not apply	3%	4%	0%	2%	1%	3%	0%	2%
Not Sure	8%	14%	12%	6%	4%	8%	6%	8%

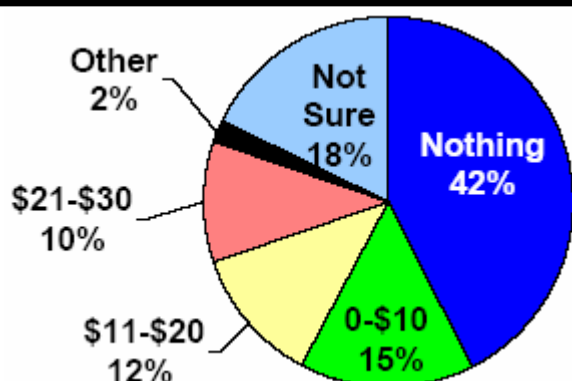
**" Should landowners in your area be compensated not to develop their land?"**



**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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Always	27%	30%	24%	17%	18%	23%	25%	23%
Sometimes	45%	48%	52%	52%	50%	47%	49%	49%
Never	21%	14%	19%	18%	22%	15%	19%	19%
Not Sure	7%	8%	5%	12%	10%	15%	8%	9%

## " 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	CAL.	LEB.	FREMONT	WEY.	N.L. (C)	WEY. (C)	FREM. (V)	SE CLUSTER
Nothing	32%	35%	36%	40%	46%	39%	46%	40%
\$0 - \$10	17%	18%	21%	9%	18%	19%	9%	17%
\$11 - \$20	13%	14%	10%	12%	11%	8%	19%	12%
\$21 - \$30	15%	10%	13%	16%	6%	9%	9%	10%
Other	3%	2%	1%	4%	4%	1%	2%	3%
Not Sure	20%	21%	19%	18%	15%	23%	15%	18%

## 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