

Plan Recommendations Report



Town of Royalton—Year 2030 Comprehensive Plan

Town of Royalton Waupaca County, Wisconsin

August 2007



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**RECOMMENDATION OF THE PLAN COMMISSION
TO ADOPT THE TOWN OF ROYALTON 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 Royalton 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 Royalton 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 Royalton 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, and a planning process web site.

NOW, THEREFORE, BE IT RESOLVED, that the Town of Royalton Plan Commission hereby recommends that the "Recommended Plan" of the *Town of Royalton 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 Royalton 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 Royalton Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 6th day of March, 2007.

Motion for adoption moved by:

Motion for adoption seconded by:

Voting Aye: 4 Voting Nay: 1

Gary Schaper
Plan Commission Chair

ATTEST:

Patricia Mittelstaedt
Plan Commission Secretary

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

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

SECTION 4. The Town of Royalton 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 March 20, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Royalton does, by the enactment of this ordinance, formally adopt the two documents composing the "*Town of Royalton 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 9 day of August , 2007.

Voting Aye: 2 . Voting Nay: 1

Published/Posted on: August 9 , 2007.

 Diane Bork
Town Chairperson

Attest:

 Nancy Temin

Town Clerk

Town of Royalton

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 Royalton 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 Royalton Year 2030 Comprehensive Plan* will guide community decision making in the Town of Royalton 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 Royalton. 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 Royalton 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 Royalton 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 Royalton 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 Royalton is an unincorporated rural town in central Waupaca County. It is situated midway between the Cities of Waupaca and New London and shares its southern boundary with the City of Weyauwega. The town's landscape is a balanced mix of farmland and woodland. Waterways are also a dominant landscape feature, including Waupaca County's second largest lake – White Lake. Vast wetlands, including the Royalton Marsh, cover the town. Development is dispersed throughout the town with concentrations occurring around the town's lakes and rivers, and in the rural hamlet of Royalton. Commercial land use is sparse and located mainly along the Highway 54 corridor. State Highways 54, 22, and 110, along with numerous County Highways, transect the town. Moderate levels of growth are projected that equate to increases of about 11 people per year and six to eight new homes per year. 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 the density of residential development, the protection of groundwater quality, the protection of small town quality of life, and the preservation of green space with new development. Top opportunities identified were related to business development – the growth of recreational businesses, home-based businesses, and smaller farms. Town of Royalton residents responded to two planning process surveys, and the strongest areas of consensus included the following:

- ♦ Protecting natural resources including water quality, forest lands, and wildlife habitat.
- ♦ Protecting farmland from development.
- ♦ Protecting rural character.
- ♦ Protecting property rights.
- ♦ Protecting historic sites.
- ♦ Attracting and retaining businesses to create jobs.
- ♦ Working cooperatively with other communities to get services.

It is important to the Town of Royalton 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 important to the Town of Royalton 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

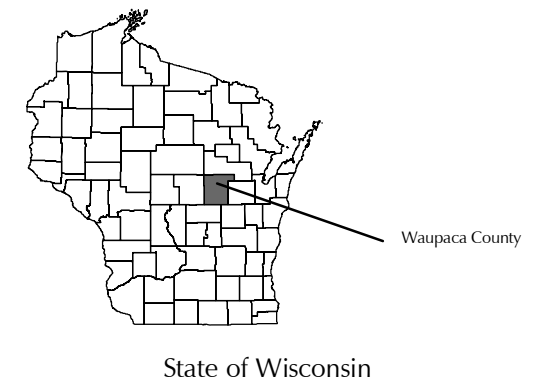
existing land use management regulations are being followed. With these themes in mind, the town's plan for implementation focuses on working with Waupaca County to improve the land use regulations that manage growth and development. The primary implementation tools contemplated by this plan include the revision of applicable zoning and land division ordinances, the protection of active livestock farms by separating them from new, non-farm, residential development, and requiring the assessment of potential community impacts for substantial development proposals like large subdivisions and commercial developments.

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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 Royalton 2030 Vision

The Town of Royalton'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: Encourage development that maintains the attractiveness and rural character of the town.

Goal: Support the maintenance and rehabilitation of the community's existing housing.

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 the protection of productive farmland with landowners' desires to exercise development rights.

Goal: Encourage the protection of groundwater quality, surface water quality, and other natural resources.

Goal: Encourage the preservation of open spaces, woodlands, and forest resources for their economic, aesthetic, and environmental values.

Goal: Encourage the preservation of the scenic beauty and rural character of the town.

Economic Development Goals

Goal: Encourage economic diversity consistent with other community goals and objectives in order to provide a stable economic base.

Intergovernmental Cooperation Goals

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

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

Land Use Goals

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

Goal: Seek a desirable pattern of land use that contributes to the realization of the town's goals and objectives 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 Royalton 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 Royalton 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 10, 2006, a public informational meeting was held on the draft *Town of Royalton Year 2030 Comprehensive Plan* at the town hall. About 120 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 March 6, 2007, the Town of Royalton Plan Commission discussed the draft comprehensive plan and passed resolution number 1 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Royalton Town Board discussed and adopted the comprehensive plan by passing ordinance number 35 on August 9, 2007.

Public Hearing

On May 21, 2007, a public hearing was held on the recommended *Town of Royalton Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. Two citizens testified during the public hearing. The citizens requested that the Town Board consider sending out postcards whenever amendments to the plan are considered, and to ensure that enough green space is retained to safeguard the town's groundwater supply. The Town Board advised that they would take all submitted comments under consideration during their final review of the recommended plan before acting on an ordinance for adoption.

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 Royalton 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 Royalton 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

- ♦ Maintain five acre lot requirement or consider higher densities? (3 votes)
- ♦ Protection of groundwater aquifer quality (3 votes)
- ♦ Small town quality of life – let's keep it. Larger towns within a one-half hour (2 votes)
- ♦ Preservation of green space with new development (2 votes)
- ♦ Need to control wildlife populations (turkey and deer) (1 vote)
- ♦ Large scale livestock feeding operations (1 vote)
- ♦ Possible need for community sewer systems around lakes and in “village” (1 vote)
- ♦ Town needs a mobile home ordinance (1 vote)
- ♦ Regulations that apply to wetlands that were drained in the past (1 vote)
- ♦ Land costs too much.
- ♦ Quality of rental/multi-family housing.
- ♦ Complaints about wintertime road maintenance – different expectations (city versus rural).
- ♦ Hunting and recreational trails conflict with residential development.
- ♦ Overuse of lakes (Bear Lake and White Lake).
- ♦ Development means more roads and road maintenance.
- ♦ Availability of police, fire, and emergency vehicles – railroad crossings are a problem.
- ♦ Traffic on Highway 54.

Opportunities

- ♦ Cottage industries and smaller farms (3 votes)
- ♦ Billboards have not obstructed views (1 vote)
- ♦ Hunting and recreation contribute to the economy of the area (1 vote)
- ♦ Good groundwater quality currently.
- ♦ Good quality of businesses currently in the town.
- ♦ Lakes and rivers benefit tourism.

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 change in your community?

- ♦ Control type of businesses.
- ♦ Control large feeding operations (livestock).
- ♦ Change wetland/farmland restrictive regulations (x2).
- ♦ More control of houses along our lakes (too much waste water draining into our lakes).
- ♦ Preserve quality of businesses.

What do you want to preserve in your community?

- ♦ Preserve groundwater quality (x4).
- ♦ Preserve rural environment.
- ♦ Preserve open spaces.
- ♦ Preserve small town quality of life (x2).
- ♦ Preserve small town family-oriented businesses (no loud racetracks, large manufacturing or retail developments).
- ♦ Would like to see our agricultural land remain.

What do you want to create in your community?

- ♦ Create a township center for meetings/voting, etc. (old building must go).
- ♦ We need ordinance to prevent undesirable entertainment facilities.
- ♦ Town needs a mobile home park or at least some control (over mobile homes).
- ♦ Create development plans.

1.6 Issues and Opportunities Policies

Policies 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 should 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 should 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 Royalton 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 Royalton and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Royalton's plan for population and housing reflects its limited housing options and a desire to retain the rural character of the town as moderate 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 Royalton does not expect that municipal sewer, water, or other 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 cities like Waupaca, New London, Weyauwega, and Manawa.

The town's plan for population and housing is focused on maintaining and improving the existing housing stock, so that future residents will be attracted to the community. The quality and ongoing maintenance of mobile and manufactured homes are of primary concern. In addition to maintaining the existing housing stock, the town has planned for adequate lands to accommodate new construction. These lands take into account projected housing growth and generous lot sizes for the provision of private on-site wastewater treatment systems and replacement areas.

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.

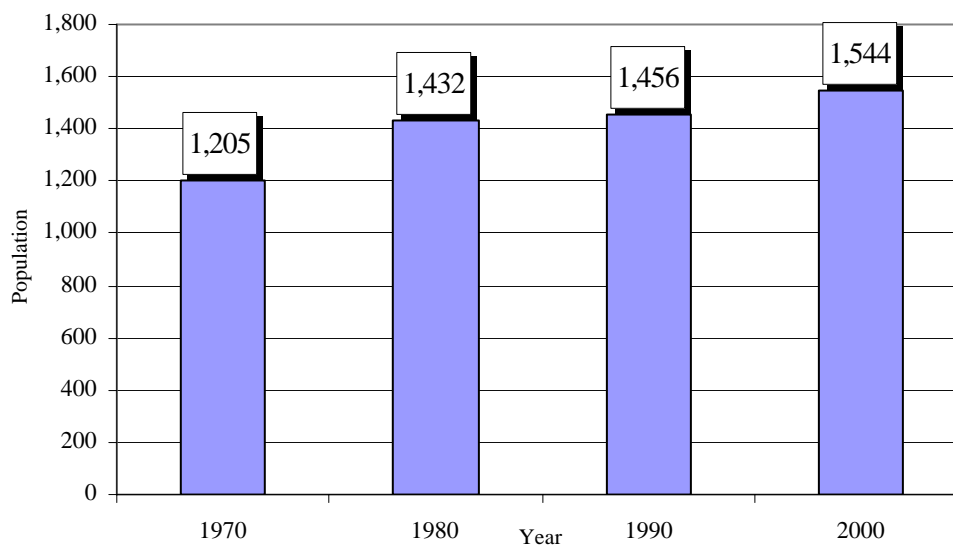
It should also be noted that some STF-3 based statistics represent estimates for a given population, and statistical estimation errors may be readily apparent in data for smaller populations. For example, the total number of housing units will be identical for both STF-1

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 Royalton for 1970 through 2000 according to the U.S. Census.

Figure 2-1
Population, Town of Royalton, 1970-2000



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

As displayed by Figure 2-1, the Town of Royalton has experienced a moderate level of population growth over the last 30 years. A total of 339 people were added to the population, representing an increase of 28.1% from 1970 to 2000. The rate of growth varied for this time period with the greatest increase taking place between 1970 and 1980. Annexation of town territory by the City of Weyauwega may have impacted these population counts.

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

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

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

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

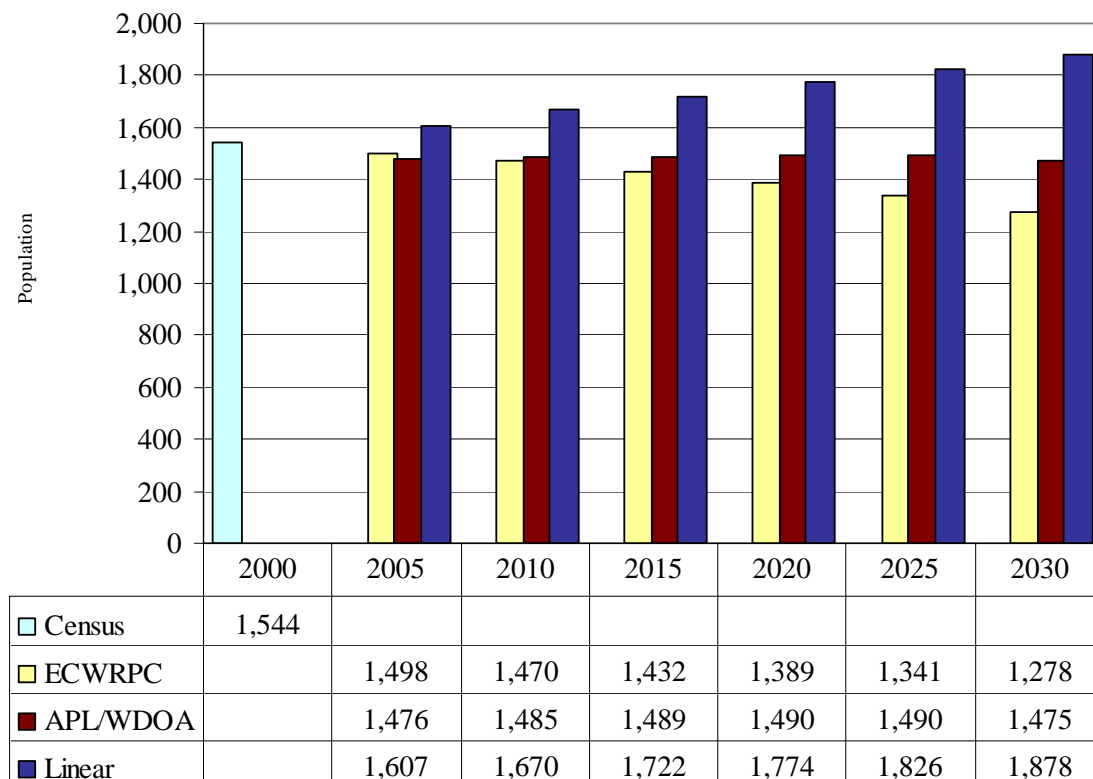
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

Population Forecasts

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

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 Royalton.

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



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

Population projections for the Town of Royalton vary widely from a projected loss of 266 people to a projected increase of 334 people. Based on local opinion, the linear projection, which projects an increase of 334 people (about 11 people per year), seems to be the most likely scenario. While the rate of growth has fluctuated in the past, the trend for the last 30 years has been an increasing population. The town's close proximity to both the growing Waupaca and New London areas, planned highway and other infrastructure improvements on the east side of the City of Waupaca (including a Highway 54 bypass), projected housing increases, and the natural amenities of the area support the likelihood of continued moderate population growth.

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 Royalton in 1990 and 2000.

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

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	604	100.0%	608	100.0%	4	0.7%
Occupied housing units	469	77.6%	524	86.2%	55	11.7%
Owner-occupied	410	67.9%	477	78.5%	67	16.3%
Renter-occupied	59	9.8%	47	7.7%	-12	-20.3%
Vacant housing units	135	22.4%	84	13.8%	-51	-37.8%
Seasonal units	119	19.7%	49	8.1%	-70	-58.8%

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.

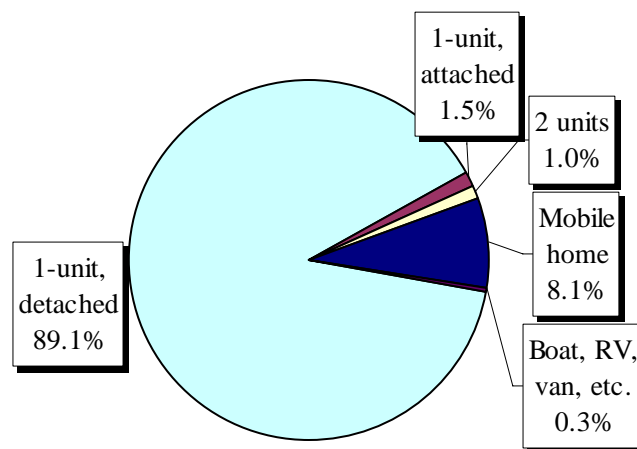
The housing supply in the Town of Royalton consists largely of owner-occupied, year round homes. In 2000, there were a total of 608 housing units in the town. Compared to Waupaca County as a whole, there are smaller proportions of rental units and vacant units, and a slightly larger proportion of seasonal units in the town. These data suggest that the housing supply in the Town of Royalton is more difficult to access for renters, but similar to the county as a whole with regard to availability and sales of vacant units. Annexation of town territory by the City of Weyauwega may have impacted these housing counts.

Between 1990 and 2000, the Town of Royalton experienced substantially different trends than Waupaca County. While owner-occupied units grew at a similar rate to the county, the total number of housing units changed very little in the town. Increases in owner-occupied units were offset by sharp drops in renter-occupied, vacant, and seasonal units. The recent trend to convert seasonal homes and cottages to year round residences appears to have impacted the Town of Royalton over this time period. Renter-occupied units in the town may also be experiencing a trend toward conversion to owner-occupancy.

Housing Units in Structure

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

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



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

These data show that the housing supply in the Town of Royalton is very homogenous. The housing supply is composed primarily of one-unit detached structures with the second largest proportion in mobile homes. Low proportions of multiple unit housing are common in rural areas that do not provide municipal sewer and water or other urban services. The occurrence of

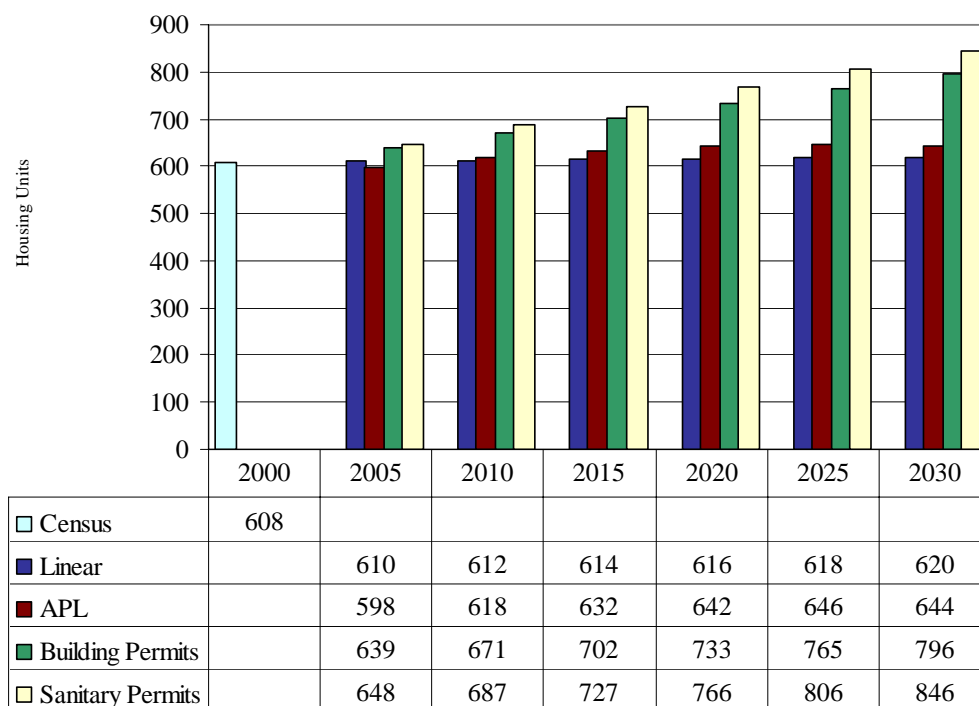
boats and recreational vehicles as housing units may be related to some of the waterfront recreational areas of the town such as White Lake, Bear Lake, and Partridge Crop Lake.

Housing Forecasts

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

Figure 2-4 displays four housing forecasts for the Town of Royalton. 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 building permit projection is based on an 11 year trend of building permits. The sanitary permit projection is based on sanitary permit information obtained from the Waupaca County Zoning Department.

Figure 2-4
Comparative Housing Forecast, 2000-2030



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

Similar to population, housing unit projections for the Town of Royalton vary widely from a projected increase of 12 units to a projected increase of 238 units. Based on local opinion, the most likely scenario seems to be the building permit and sanitary permit projections which project an increase from 188 to 238 additional housing units (about six to eight homes per year). The building permit and sanitary permit trends come from local data sources and are very accurate. Their drawback is that they establish trends over a shorter period of history. However, for the same reasons that the population is likely to continue to grow, housing units in the Town of Royalton are likely to continue to experience a moderate rate of growth into the future.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Royalton 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.
- ♦ Expect the continued conversion of seasonal to permanent structures, especially on Bear Lake and White Lake.
- ♦ 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.
- ♦ 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 Royalton appears to be affordable on the average. The median household income in the town in 1999 was \$48,804 per year, or \$4,067 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$955, and the median monthly gross rent in the town was \$567. 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 Royalton spends about 23% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Royalton spends about 14% 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, 19% of homeowners and 27% of renters in the Town of Royalton spent 30% or more of their household income on housing costs.

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

- ♦ Goal H1 and related objective 1a

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.

There is one assisted living/medical facility located in the Town of Royalton. Strong Haven is a private facility located on STH 110 near White Lake. The facility primarily provides care for mentally disabled patients.

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

- ♦ Goal H1 and related objective 1a

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 Royalton plan for preferred land use provides for some limited availability of land for the development or redevelopment of low-income and moderate-income housing. A minimum lot size of five acres is required in most of the town, which is generally too large of a lot to be affordable for low- to moderate-income households. However, the preferred land use plan includes areas of Rural Crossroads Mixed Use (RCM) in the rural hamlet of Royalton and near the intersection of Highways 54 and 110. RCM areas may allow for multiple family dwellings. The areas of the town planned for Shoreland Residential (SHR) contemplate higher densities, but due to the high value of these properties and the very limited availability of land, these areas are not good candidates for development of low- to moderate-income housing.

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 related objective 1a

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

- ♦ Goal H3 and related objectives
- ♦ Policy H2
- ♦ The Housing element recommendations

2.9 Population and Housing Goals and Objectives

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

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

Objectives

- 1.a. 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 **Encourage development that maintains the attractiveness and rural character of the town.**

Objectives

- 2.a. Encourage the use of creative development that preserves rural character, agricultural lands, productive forests, and natural resources.

Goal 3 **Support the maintenance and rehabilitation of the community's existing housing.**

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 should be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies (Source: Basic Policies).
- H2 Mobile homes permitted in the town shall meet the following criteria:
 - ♦ Placed on a foundation;
 - ♦ Anchored to the foundation;
 - ♦ Skirted to provide a finished appearance between the building and foundation;
 - ♦ Compliant with HUD regulations and no older than 1990 (Source: Strategy H3).
- H3 Manufactured homes should feature designs similar to “stick-built” homes (Source: Strategy H3).

Recommendations

- ♦ Modify applicable zoning, land division, and building code ordinances to implement community policies for mobile homes, manufactured homes, and mobile home parks (Source: Strategy H3).

3

Transportation



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3. Transportation

3.1 Transportation Plan

The land use patterns of the Town of Royalton, 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 Royalton'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 Royalton and Waupaca County, please refer to Chapter 3 of the *Inventory and Trends Report*.

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

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

3.2 Planned Transportation Improvements

The Town of Royalton does not currently have a plan for road or other transportation facility improvements. The town evaluates road conditions and plans repair projects on an annual basis. The lack of a road improvement plan makes the town ineligible for state and federal transportation funding.

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 Royalton, and no existing plans include improvements that impact the town.

The Town of Royalton has the following desires and concerns with regard to the current functional classification of highways in the town:

- ♦ The design of Highway 110 (several 90 degree corners) makes this a difficult truck route. This often pushes truck traffic to alternative routes through the town, particularly County Highways O and X.
- ♦ County Highway O should not be increased in functional classification, but rather remain a minor collector. This should be discouraged as an alternative truck route from Weyauwega to Highway 54.
- ♦ In the southeast corner of the town, portions of Landing Road and Guth Road are currently classified as minor collectors, but they do not function in that capacity. The functional classification should be changed to local road.

3.4 Transportation Goals and Objectives

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

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

Objectives

- 1.a. Balance competing community desires (e.g., scenic beauty, abundant wildlife, direct highway access, etc.) with the need to provide for safe roads, intersections, rail crossings, and other transportation features.
- 1.b. Reduce accident exposure by improving deficient roadways.
- 1.c. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.
- 1.d. Require developers to bear 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. Attempt to direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
- 2.c. Allow for bicycling and walking to be viable, convenient, and safe transportation choices in the community.

3.5 Transportation Policies and Recommendations

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

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

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

Policies: Town Position

- T1 New roads in land divisions shall be built to town standards (Source: Strategy T1, T3).
- T2 Developers shall bear all the costs 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 (Source: Strategy T3).

- T5 Residential subdivisions and non-residential development proposals should 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

- ♦ Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (Source: Strategy T1).
- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy T1).
- ♦ Modify the town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1).
- ♦ Require major land divisions, 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).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better achieve the town's desired commercial and industrial development pattern (Source: Strategy T3).
- ♦ Require commercial and industrial developments to submit area development plans (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 Royalton and should be monitored for their applicability to local transportation issues and opportunities.

Additional Programs

Local Roads Improvement Program

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

Local Bridge Improvement Assistance Program

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

Pavement Surface Evaluation and Rating (PASER)

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

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4 Utilities and Community Facilities



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4. Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

Efficient provision of high quality community facilities and services impacts property values, taxes, and economic opportunities, and contributes to the quality of life in the Town of Royalton. 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 Royalton.

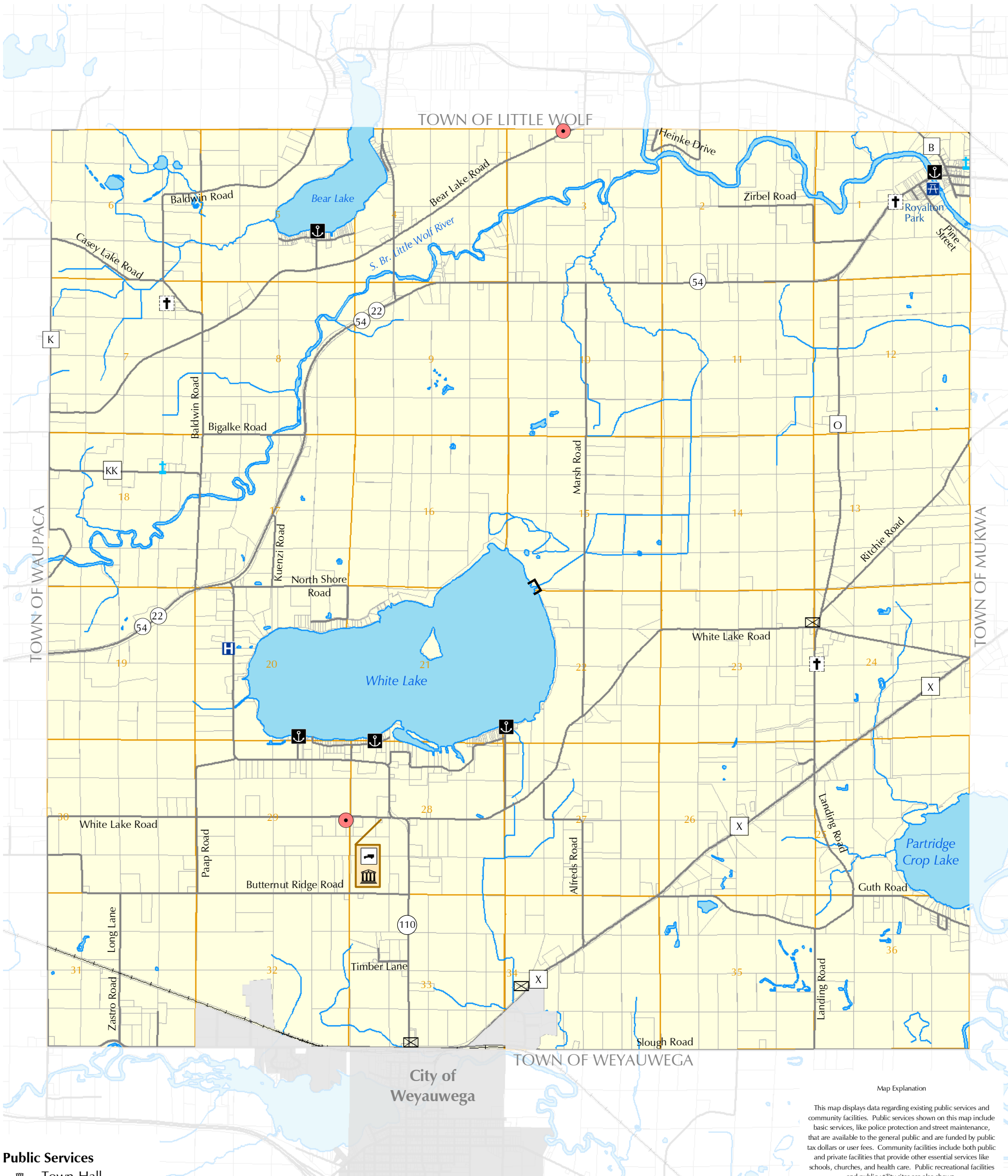
For further detail on existing utilities and community facilities in the Town of Royalton and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-21 displays the locations of existing community facilities and services found in the town.

The Town of Royalton's plan for utilities and community facilities is to maintain the limited local services and facilities, 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. Only one major upgrade to community facilities and services is presently anticipated – the replacement of the town hall. If future growth does warrant the need for other new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the new development pays directly for the associated costs.

One of the town's top concerns in the area of community facilities, groundwater quality, crosses the element boundary into the *Natural Resources* element. Groundwater is both a natural resource and a community facility in that it supplies drinking water through both private and municipal wells. This resource is recognized by the Town of Royalton as a high priority, reflected both in the survey results (see Appendix B), and the issues, opportunities, and desires (see the *Issues and Opportunities* element). Protection of groundwater quality and quantity will continue to be a challenge as the town's pattern of land use changes over time.

Another long range consideration is whether municipal sewer service will ever be needed in the town. The density of development around White Lake has already strained the capacity of the native soils to handle wastewater, and this is the primary area of concern. It is the town's desire that the need for sewer is avoided. Certain components of the Land Use element are intended to address this concern. The description of the Shoreland Residential preferred land use classification points out this issue and expresses the intent that these lands are not further subdivided. One of the main reasons for the recommended continuation of a five acre minimum lot size in the town is to ensure that every developed property has room not only for a private onsite wastewater treatment system (POWTS), but also room for a replacement area upon system failure.

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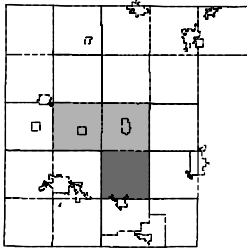


- Public Services**
- Town Hall
 - EMS/Ambulance
 - Fire Station
 - Garage
 - Library
 - Police

- 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
 - Parcel Lines



Central Planning Cluster of Waupaca County



Map Explanation

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

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

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

Source: Waupaca County and Town of St. Lawrence.

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

COMMUNITY FACILITIES & SERVICES

Town of Royalton, 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 Royalton 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 4-45.

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 Royalton. The town's biggest concerns for future community facilities are in the area of administrative facilities and services. The existing town hall is small, deteriorating in condition, and needs to be replaced. Whether the town builds a new building, rehabilitates the existing building, or utilizes an intergovernmental solution to meet this need, more detailed planning and budgeting should be pursued in this regard.

Short Term

- ♦ Purchase a voting machine and secure a place to store it.

Long Term

- ♦ Replace the town hall.

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 Royalton. No short term or long term recommendations 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. With the exception of the following recommendation for long term maintenance, existing fire protection and rescue services are anticipated to be adequate to meet the needs of the town over the planning period.

Long Term

- ♦ Maintain existing fire and ambulance service agreements.

Schools

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

Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Royalton. With the exception of the following recommendation for long term maintenance, existing facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Long Term

- ♦ Continue to maintain existing cemeteries.

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 Royalton. No short term or long term recommendations have been identified. Existing park and recreation facilities and services 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 Royalton. No short term or long term recommendations have been identified. Existing solid waste and recycling services and facilities 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 Royalton. No short term or long term recommendations have been identified. Existing communication and power facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County. Sanitary sewer service is not provided in the Town of Royalton, and the need for service is not anticipated over the planning period.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County. No short term or long term recommendations have been identified. Existing POWTS regulation services provided by Waupaca 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 Royalton, and the need for service is not anticipated over the planning period.

Stormwater Management

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

Local Roads and Bridges

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

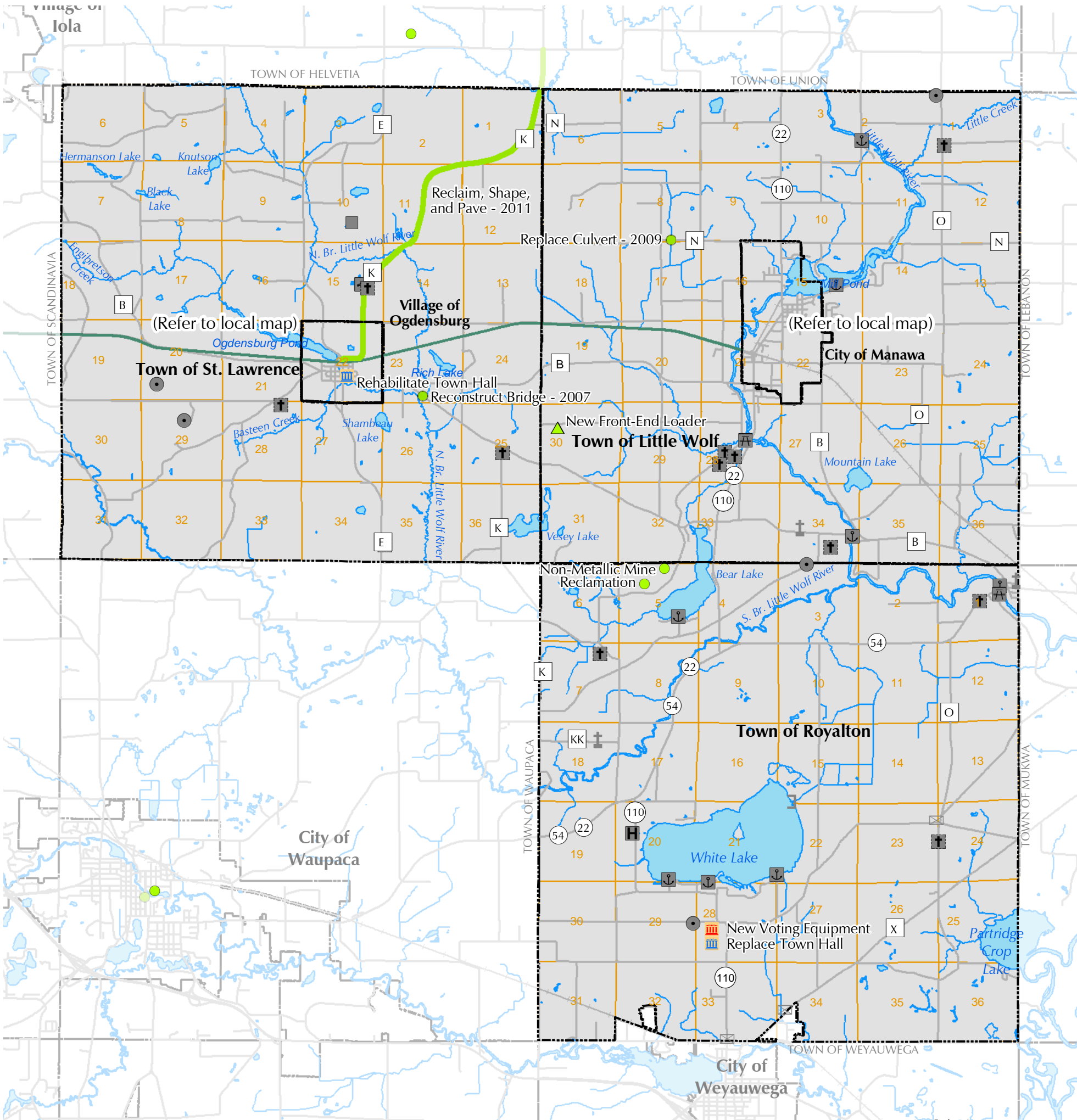
Short Term

- ♦ Continue to annually inspect and plan repair work for each year as needed.

Long Term

- ♦ Creating a five-year road improvement plan.

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PLANNED COMMUNITY FACILITIES & TRANSPORTATION IMPROVEMENTS

Central Planning Cluster - Waupaca County

Planned Improvements

Local Plans

Short Term

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

Long Term

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

Roads

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

Base Features

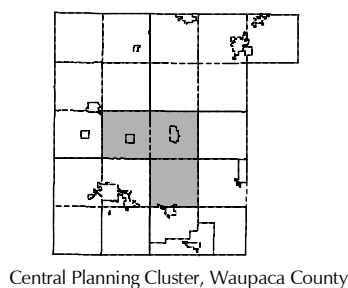
- Rivers and Streams
- Lakes and Ponds
- Municipal Boundary
- Sections

County Plans

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

State Plans

- New Road
- Reconstruct Road
- Repair Road



Central Planning Cluster, Waupaca County

0 0.5 1 1.5 2 2.5
Miles



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

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

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

Source: Waupaca County.

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

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4.3 Utilities and Community Facilities Goals and Objectives

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

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

Objectives

- 1.a. Monitor the adequacy of public utilities to accommodate anticipated future growth and desired economic development, and encourage the shared use of utility rights-of-way and communication towers.
- 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. Ensure that fire and emergency service levels as well as community facilities are appropriate for the existing and future needs and demands of the Town and its land uses.
- 1.d. Explore opportunities to provide or improve Town facilities, equipment, and services cooperatively with neighboring communities.

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. Maintain existing public access to waterways.
- 2.d. Consider the continued viability and quality of recreational pursuits when reviewing development proposals and making land use decisions.

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

Objectives

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

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

UCF2 New utility systems shall 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 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).

Recommendations

- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public 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 UCF1).
- ♦ 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).
- ♦ As needed in the future, conduct a needs assessment and develop an adequate public facilities ordinance (Source: Strategy UCF1).
- ♦ As needed in the future, conduct an impact fee study and develop an impact fee ordinance (Source: Strategy UCF1).

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

Agricultural Resources

The Town of Royalton's plan for agricultural resources is to protect active farms and the right to farm while also allowing reasonable options for residential development of rural lands. A key agricultural recommendation is to establish a setback that keeps new residential development at least ¼ mile away from active livestock farms. According to the Existing Land Use Map (Map 8-21), there were 7,767 acres of farmland in the town in 2004. While there were eight dairy farms in the town as of 2004, local opinion is that this type of agriculture will not continue over the long term. This sentiment is reflected in the preferred land use plan (refer to the *Land Use* element) as most of the town's agricultural lands have been mapped Agriculture and Woodland Transition (AWT). AWT recognizes existing agriculture, but also allows for these lands to transition to other uses like hobby farms, recreational lands, and various types of compatible development.

Natural and Cultural Resources

The Town of Royalton's plan for natural and cultural resources is to help ensure that existing state and county regulations are followed, and that potential environmental impacts are taken into consideration as development takes place. Key policies and recommendations to this end are centered around requiring developers to assess potential natural resources impacts and using site planning to place development in the best possible locations. Natural resources are abundant in the town and are highly valued by the town's residents. Groundwater is of primary concern as reflected in the town's natural resources goals and objectives, its issues, opportunities, and desires (see the *Issues and Opportunities* element), and the results of the planning process surveys (see Appendix B). Substantial natural and cultural resources are present in the town and include the following:

- ♦ 7,276 acres of wetlands including the Royalton Marsh
- ♦ 1,561 acres of surface water including White Lake, Bear Lake, Partridge Crop Lake and the South Branch and main stem of the Little Wolf River

- ♦ 9,262 acres of woodlands
- ♦ The scenic beauty of the town
- ♦ Numerous burial mounds and other archeological sites

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

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

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

Objectives

- 1.a. Protect active farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Allow for farming expansion in areas where conflict with existing residential land uses may be prevented or resolved.
- 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.

Goal 2 Balance the protection of productive farmland with landowners' desires to exercise development rights.

Objectives

- 2.a. Evaluate town lands for suitability for productive farmland and farming expansion and/or residential development.

Goal 3 Encourage the protection of groundwater quality, surface water quality, and other natural resources.

Objectives

- 3.a. Consider the potential impacts of development proposals on natural resources.
- 3.b. Maintain water quality in all Royalton lakes, rivers, and streams.
- 3.c. Encourage the use of natural buffers.
- 3.d. Monitor the need for public sanitary sewer around the lakes and in the rural hamlet of Royalton.

Goal 4 Encourage the preservation of open spaces, woodlands, and forest resources for their economic, aesthetic, and environmental values.

Objectives

- 4.a. Support growth that provides open spaces with aesthetic qualities that contribute to community character.
- 4.b. Manage growth to provide large open spaces and woodland tracts for wildlife habitat.

Goal 5 Encourage the preservation of the scenic beauty and rural character of the Town.

Objectives

- 5.a. Promote aesthetic characteristics in development proposals.
- 5.b. Encourage proper maintenance of public and private properties.
- 5.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 Royalton allows 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 or AWT shall bear the right to farm policy on the face of the recording instrument (ANC) (Source: Strategy ANC2).

ANC3 Development proposals in SHR areas shall demonstrate compliance with the Waupaca County Shoreland Zoning Ordinance and Shoreland Protection Manual (Source: Strategy ANC4).

Policies: Development Review Criteria

ANC4 New, non-farm, residential development 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).

ANC5 New, non-farm development (residential, commercial, industrial, etc.) should not be located within 1,320 feet of active livestock farming operations (Source: Strategy ANC2, ANC3).

ANC6 New, non-farm, residential structures should not be allowed within 1,000 feet of structures (barns, manure storage structures, feed storage structures, etc.) related to livestock operations with 500 or more animal units. Residential structures for affiliated parties (house for child or farm employees) are exempted from this policy.

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

Recommendations

- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better protect the right to farm, preserve active farms, and protect natural resources and green space (Source: Strategy ANC2, ANC3, ANC4).
- ♦ In order to preserve the right to farm and protect active farms, utilize a right-to-farm ordinance, and establish a setback from active livestock farms of 1320 feet for non-farm residential development (Source: Strategy ANC2, ANC3).
- ♦ In order to protect natural resources and green space, utilize a maximum residential density requirement of one new unit per 10 acres in AR areas and a minimum residential lot size of five acres (Source: Strategy ANC4).
- ♦ Maintain an up to date inventory of active 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).
- ♦ In the future, consider the possible use of site planning and limits of disturbance regulations to protect natural resources and green space (Source: Strategy ANC4).

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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 Royalton 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 Royalton and are addressed directly or indirectly in the comprehensive plan.

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

Successful plans for economic development acknowledge the importance of:

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

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

6.2 Economic Characteristics Summary

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

Attainment Level	T. Royalton		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	43	4.2%	2,175	6.3%
9th grade to 12th grade, no diploma	160	15.6%	3,847	11.1%
High school graduate (includes equivalency)	538	52.4%	15,148	43.6%
Some college, no degree	137	13.4%	6,333	18.2%
Associate degree	60	5.8%	2,067	6.0%
Bachelor's degree	61	5.9%	3,716	10.7%
Graduate or professional degree	27	2.6%	1,440	4.1%
Total Persons 25 and over	1,026	100.0%	34,726	100.0%

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

Educational attainment for the Town of Royalton as measured in 2000 was similar that of the county. A larger proportion of people in the town have high school diplomas, but slightly lower proportions have college degrees as compared to Waupaca County as a whole. These data show that Town of Royalton residents are able 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 Royalton, Waupaca County, and the State of Wisconsin for 2000.

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

Industry	T. Royalton		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	46	6.1%	1,216	4.8%
Construction	51	6.7%	1,686	6.6%
Manufacturing	252	33.3%	7,393	29.1%
Wholesale trade	22	2.9%	721	2.8%
Retail trade	87	11.5%	2,624	10.3%
Transportation and warehousing, and utilities	19	2.5%	942	3.7%
Information	32	4.2%	900	3.5%
Finance, insurance, real estate, and rental and leasing	22	2.9%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	23	3.0%	950	3.7%
Educational, health and social services	108	14.3%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	48	6.3%	1,652	6.5%
Other services (except public administration)	27	3.6%	883	3.5%
Public administration	20	2.6%	759	3.0%
Total	757	100.0%	25,370	100.0%

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

Of the 757 Town of Royalton residents employed in 2000, most worked in the manufacturing sector and the education, health, and social services sector. The breakdown of employment by industry sector in the town is very similar to that of Waupaca County as a whole.

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 Royalton, Waupaca County, and
Wisconsin, 2000

Occupation	T. Royalton		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	150	19.8%	6,438	25.4%
Service occupations	114	15.1%	3,710	14.6%
Sales and office occupations	162	21.4%	5,456	21.5%
Farming, fishing, and forestry occupations	19	2.5%	403	1.6%
Construction, extraction, and maintenance occupations	81	10.7%	2,592	10.2%
Production, transportation, and material moving occupations	231	30.5%	6,771	26.7%
Total	757	100.0%	25,370	100.0%

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

Overall, employment by occupation in the Town of Royalton is comparable to that of Waupaca County. However, a slightly smaller proportion of the town is employed in management, professional, and related occupations, and a slightly larger proportion of the town is employed in production, transportation, and material moving occupations. These data are logical given the differences between the town and the county in employment by industry and educational attainment as previously shown.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Royalton 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
- ♦ State, County and Local Road Networks
- ♦ Central Wisconsin Railroad
- ♦ Skilled and Experienced Workforce
- ♦ Electric and Gas Infrastructure
- ♦ Communications Infrastructure
- ♦ Waupaca County Economic Development Corp.
- ♦ Wisconsin Department of Commerce Programs
- ♦ Wisconsin Department of Transportation Programs

- ♦ County and Local Governments
- ♦ Manufacturing Industry
- ♦ Tourism Industry
- ♦ Dairy Industry
- ♦ Collaborative Efforts Between Governments

Weaknesses

- ♦ Lack of Business Diversity
- ♦ Lack of Capital/Financial Network for Entrepreneurs
- ♦ Tax Climate
- ♦ Lack of Available Employment Opportunities for College Graduates
- ♦ Aging Workforce

6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the Town of Royalton 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 Royalton 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 redevelop 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 8-59) for the Town of Royalton. Specifically, these include 69 acres in the planned Rural Commercial/Industrial (RCI) area at the intersection of Highways 54 and 110/22, and 228 acres in the Rural Crossroads Mixed Use areas in the rural hamlet of Royalton and at the intersection of Highways 54 and 110. There are existing commercial or industrial land uses at each of these

locations as well as undeveloped lands that would accommodate new development. While only a portion of the RCM areas is anticipated for commercial or industrial use, the planned RCI and RCM areas 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 areas mapped as RCI or RCM, 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 Royalton, as of March 2007, there were a total of two sites identified by BRRTS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary). One site is identified as an Environmental Repair (ERP) site for the Royalton Substation and the other site is identified as a spill site for United Transportation. The status of these sites should be further reviewed by the town for potential reuse or redevelopment.

6.6 Economic Development Goals and Objectives

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

Goal 1 Encourage economic diversity consistent with other community goals and objectives in order to provide a stable economic base.

- 1.a. 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. Support business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
- 1.d. Support local employment of area citizens.

6.7 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions. Many of the policies and

recommendations cross element boundaries and work together toward overall implementation strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

Recommendations are specific actions or projects that the town should be prepared to complete. The completion of these actions and projects is consistent with the town’s policies, and therefore will help the town fulfill the comprehensive plan goals and objectives. No recommendations have been identified for the *Economic Development* element at this time. The town’s economic development goals, objectives, and policies will be accomplished indirectly through other element recommendations.

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).

ED3 Large, bulky, box-like commercial structures shall be avoided (Source: Strategy LU10).

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

The Town of Royalton's plan for intergovernmental cooperation is to utilize cooperative tools for the efficient delivery of community services 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 towns. However, there is room for improvement in relations between the town and the City of Weyauwega. It is fair to say that this relationship has been strained in the recent past primarily due to annexation by the city of former town territory, as the city has grown its industrial parks to the north. Extraterritorial growth continues to be a concern, as the City of Weyauwega is planning to further expand into the town over the next 20 to 25 years.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the town.

- ♦ Road maintenance agreement with Town of Weyauwega, 1999
This agreement documents shared general maintenance of Slough Road and Haire Road with the Town of Weyauwega.
- ♦ Winter maintenance agreement with Town of Weyauwega, 1999
This agreement documents shared winter maintenance of Haire Road, Zastrow Road, Short Road, and Slough Road with the Town of Weyauwega.
- ♦ Winter maintenance agreement with Town of Mukwa, 1999
This agreement documents shared winter maintenance of Ritchie Road, Ostrander Road, Deer Haven Drive, and Depot Street with the Town of Mukwa.

- ♦ Winter maintenance agreement with Town of Waupaca, 1999
This agreement documents shared winter maintenance of Reek Road, North Military Road, and Kriese Road with the Town of Waupaca.
- ♦ Ambulance service agreement with Waupaca Area Ambulance, 1999
This agreement documents Royalton's participation in the Waupaca Area Ambulance service, currently doing business as the Weyauwega Area Ambulance service. The agreement establishes minimum insurance, equipment, personnel, and other related requirements of the ambulance service provider. The agreement sets a management fee, billing for services, a capital contribution fee, and a two year renewal term.
- ♦ Agreement establishing Weyauwega Area fire district, 1992
This agreement documents the creation of, and Royalton's participation in, the Weyauwega Area Fire District. It establishes a fire district commission and sets forth its operating procedures. The agreement proportionately divides among the participating communities (based on the assessed value of property) the responsibility for providing the fire district's budgeted costs.
- ♦ Joint powers agreement, County 911 emergency system, 2000
This agreement documents Royalton's participation in the Waupaca County 911 emergency dispatch system. The agreement establishes a central dispatch service and phone number (911) for all emergency calls. It allows the emergency service providers that serve Royalton to also respond to emergency calls outside of their normal jurisdiction.
- ♦ Agreement establishing Manawa Area fire department, 1998
This agreement documents Royalton'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.
- ♦ Municipality cooperation agreement for Manawa Area Recycling/Composting Center, 1991
This agreement details the town's participation in the Manawa Area Recycling/Composting Center as a cooperative organization. A commission is established and the purpose and duties of the commission are provided.

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

School Districts

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

Adjacent Local Governments

The Town of Royalton actively participates in intergovernmental coordination with adjacent local governments. Shared road maintenance agreements are in place with the towns of Mukwa, Waupaca, and Weyauwega. The town participates in intergovernmental agreements for fire protection, ambulance service, and emergency dispatch. Opportunities for additional cooperative efforts will likely stem from the multi-jurisdictional comprehensive planning process. Pursuing opportunities for improved relations with the City of Weyauwega may also be beneficial for the town. This relationship has been strained in the recent past primarily due to annexation by the city of former town territory, as the city has grown its industrial parks to the north. The City of Weyauwega is planning to further expand into the town over the next 20 to 25 years.

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 Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa 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 Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa City of Weyauwega
♦ Work with the school district to anticipate future growth, facility, and busing needs	Weyauwega-Fremont School District Manawa School District Waupaca School District
♦ Share the use of school district recreational and athletic facilities	Weyauwega-Fremont School District Manawa School District Waupaca School District Town of Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa City of Weyauwega
♦ Explore intergovernmental options for meeting the need for a new town hall	Town of Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa City of Weyauwega
♦ Explore intergovernmental options for meeting the need for new voting machines	Town of Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa City of Weyauwega
♦ Share excess space at the town garage	Town of Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa City of Weyauwega

Opportunity	Potential Cooperating Units of Government
♦ Share construction and maintenance equipment	Town of Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa City of Weyauwega
♦ Continue to coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Little Wolf Town of Waupaca Town of Weyauwega Town of Mukwa City of Weyauwega
♦ Reduce conflict over boundary issues through cooperative planning	City of Weyauwega
♦ Develop a boundary agreement with the adjacent city or village	City of Weyauwega
♦ Obtain a greater share of the property tax revenue for annexed lands	City of Weyauwega
♦ Obtain sewer and/or water service in areas where failing septic systems or well contamination is an issue	City of Weyauwega

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ Perceived overestimate by the City of Weyauwega for needed expansion areas into the Town of Royalton to accommodate industrial growth	Further discussion of the preferred land use maps of the city and the town
♦ City's perceived underestimate by the town for need Urban Transition areas - which may result in the city denying every town land division application within planned city expansion areas	Identification of trade-offs and mutual gains for making preferred land use map revisions Possible use of Urban Transition (UT) areas on the town's preferred land use map Possible revision of Expansion areas on the city's preferred land use map
♦ Annexation conflicts between the town and the adjacent city or village	Distribution of plans and plan amendments to adjacent and overlapping governments Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings Continued meetings of the Core Planning Committee with representation from every Waupaca County community

Potential Conflict	Process to Resolve
♦ Concern over too much intervention by Waupaca County and the state relative to local control of land use issues.	<p>Adopt a local comprehensive plan</p> <p>Take responsibility to develop, update, and administer local land use ordinances and programs</p> <p>Maintain communication with Waupaca County on land use issues</p> <p>Provide ample opportunities for public involvement during land use planning and ordinance development efforts</p>
♦ Siting of large livestock farms near incorporated areas	<p>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</p> <p>Waupaca County to administer ACTP51 performance standards for livestock operations over 500 animal units</p>
♦ Concern over the ability or willingness of Waupaca County to implement the recommendations of town plans	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p>
♦ Vastly different zoning and land division regulations from one town to the next	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <p>After plan adoption, a locally driven process to develop revisions to the county zoning and land division ordinances</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca County community</p>
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	<p>Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings</p> <p>Continued meetings of the Core Planning Committee with representation from every Waupaca</p>

Potential Conflict	Process to Resolve
	County community
	Cooperative design review ordinance development and administration

7.5 Intergovernmental Cooperation Goals and Objectives

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

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

Objectives

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

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

Objectives

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Seek mutually beneficial opportunities 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

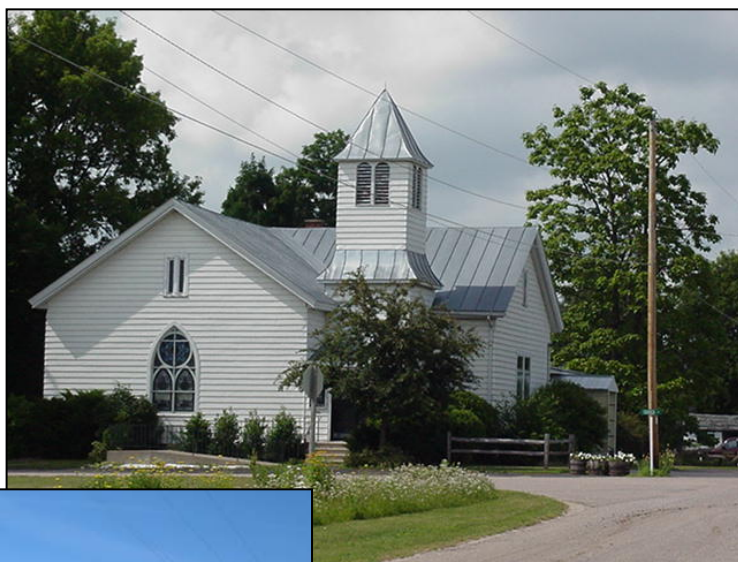
- IC1 The town will work toward recording all intergovernmental agreements in writing, including joint road maintenance agreements (Source: Basic Policies).
- IC2 Transportation issues that affect the town and neighboring communities should be jointly discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1, IC3).
- 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).

Recommendations

- ♦ Meet as needed with neighboring communities to facilitate intergovernmental cooperation and communication (Source: Strategy IC3).

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 Royalton. 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

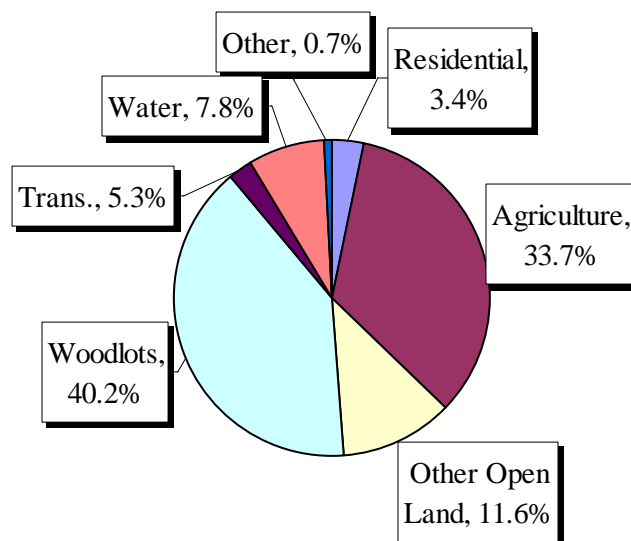
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land 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 8-21, Table 8-1, and Figure 8-1 together provides the picture of existing land use for the Town of Royalton.

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

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>	955	4.1%
Residential	794	3.4%
Multi-Family Housing	0	0.0%
Mobile Home Parks	0	0.0%
Farmsteads	60	0.3%
Group Quarters and Elder Care	23	0.1%
Commercial	30	0.1%
Utilities	4	0.0%
Institutional	6	0.0%
Industrial	0	0.0%
Mines/Quarries	38	0.2%
<u>Passive Land Use</u>	19,703	85.6%
Agriculture	7,764	33.7%
Other Open Land	2,675	11.6%
Woodlots	9,262	40.2%
Parks and Recreation	2	0.0%
<u>Base Features</u>	2,370	10.3%
Transportation	577	2.5%
Water	1,794	7.8%
Total	23,028	100.0%

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

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

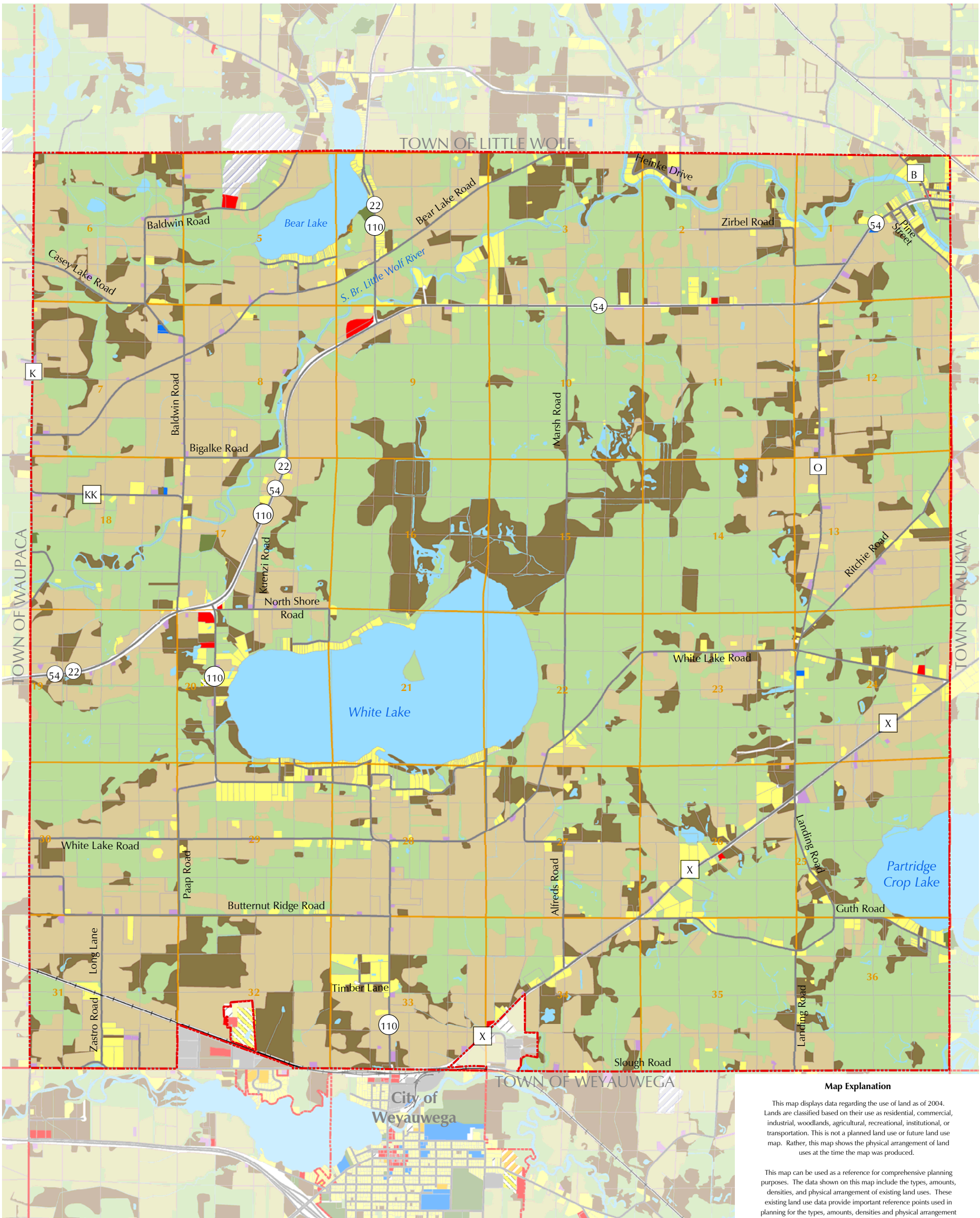


Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.
Other includes land uses which contribute less than 1% to total land use.

The Town of Royalton is a typical six mile square (or 36 square mile) town including about 23,000 acres. The town is primarily undeveloped with woodlands comprising the largest share of the landscape at 40%. Many of these woodland acres are also wetlands – another significant feature of the landscape. As shown on Map 5-13 of the *Inventory and Trends Report*, wetlands occupy about 32% of the town. The vast Royalton Marsh is situated close to the center of the town, and other substantial wetland complexes surround the South Branch of the Little Wolf River and the areas near Partridge Crop Lake that connect the town with the Lower Wolf River Bottomlands. Agriculture is another predominant land use comprising about 34% of the town. Existing agriculture lands, including dairy farms, crop fields, and smaller hobby farms, are dispersed throughout the town’s upland areas.

Development is dispersed throughout the town with concentrations occurring around the town’s lakes and rivers, and in the rural hamlet of Royalton. Development is also somewhat concentrated along County Highway X in the southeast quadrant of the town. The predominant developed use is residential including single-family homes and farmsteads. Commercial and institutional uses are present, and a non-metallic mine is located in the northwest corner of the town. Growth and change in recent years have been composed primarily of residential development. New homes and the conversion of seasonal cottages to year round homes have affected the town’s shoreland areas. Aside from shoreland development, portions of the town’s woodlands and farmlands have been converted to residential development throughout the town.

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Map Explanation




























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

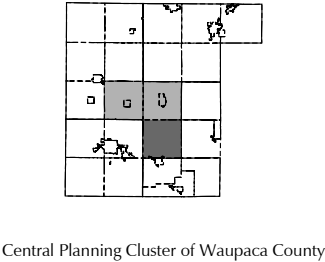
This map can be used as a reference for comprehensive planning purposes. The data shown on this map include the types, amounts, densities, and physical arrangement of existing land uses. These existing land use data provide important reference points used in planning for the types, amounts, densities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

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

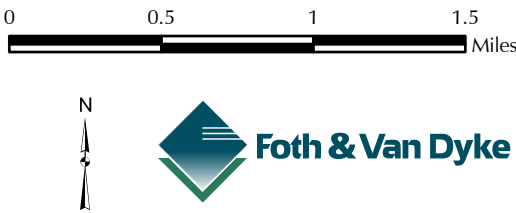
EXISTING LAND USE

Town of Royalton, Waupaca County

- Existing Land Use Classifications**
- | | | | | | |
|--|-------------------------------|---|----------------------|---|--------------|
|  | Residential |  | Woodlots |  | Federal Road |
|  | Multi-Family Housing |  | Parks and Recreation |  | State Road |
|  | Mobile Home Parks |  | Utilities |  | County Road |
|  | Farmsteads |  | Institutional |  | Local Road |
|  | Group Quarters and Elder Care |  | Industrial |  | Railroads |
|  | Commercial |  | Mines/Quarries |  | |
|  | Agriculture |  | Transportation |  | |
|  | Other Open Land |  | Water |  | |
- Roads**
- Base Features**
- | | |
|---|--------------------|
|  | Parcels |
|  | Sections |
|  | Municipal Boundary |



Central Planning Cluster of Waupaca County



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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 building 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 minimum lot size of five acres for most residential development, therefore, each projected housing unit will occupy an additional five 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 31.9 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Royalton, so resource lands are reduced by 31.9 acres per year.

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

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	877.0	30.3	37.7	12.4	19,700.6
2005	1,032.0	31.5	39.3	12.9	19,541.0
2010	1,192.0	32.8	40.8	13.5	19,381.5
2015	1,347.0	33.8	42.1	13.9	19,221.9
2020	1,502.0	34.8	43.4	14.3	19,062.3
2025	1,662.0	35.8	44.6	14.7	18,902.8
2030	1,817.0	36.9	45.9	15.1	18,743.2
# Change	940.0	6.6	8.2	2.7	-957.4
% Change	107.2%	21.6%	21.6%	21.6%	-4.9%

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

²Commercial includes commercial only.

³Industrial includes industrial, mines, and quarries.

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

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

Table 8-3 and Figure 8-2 provide a comparison of land supply and demand for the Town of Royalton. 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.

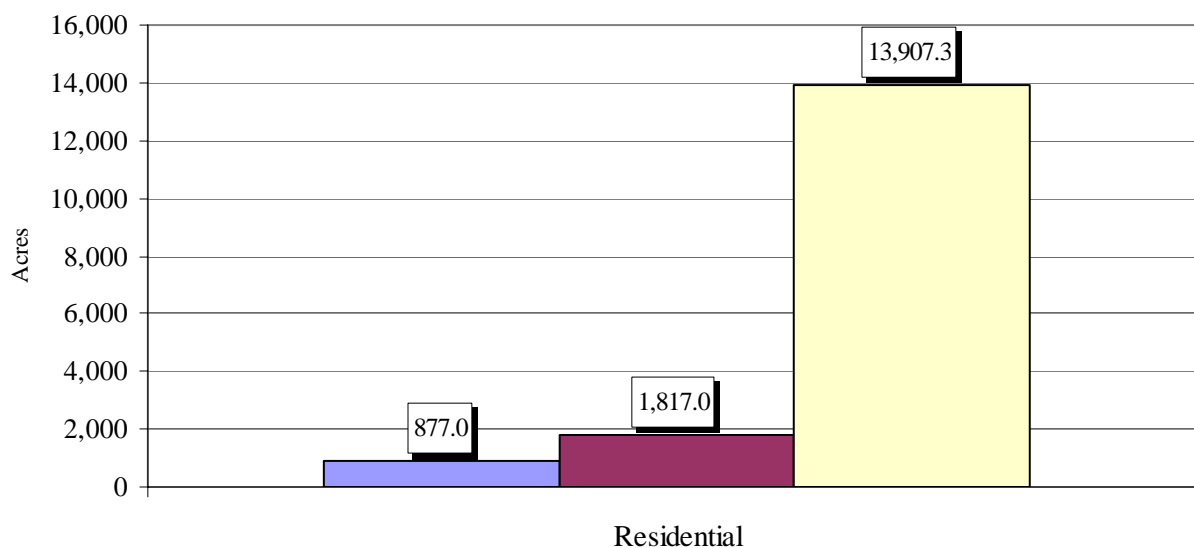
Table 8-3
Land Supply and Demand Comparison
Town of Royalton

	Residential	Commercial	Industrial
Existing Land Use	877.0	30.3	37.7
Year 2030 Land Use Projection (Demand) ¹	1,817.0	36.9	45.9
Preferred Land Use (Supply) ²	13,907.3	102.6	57.1

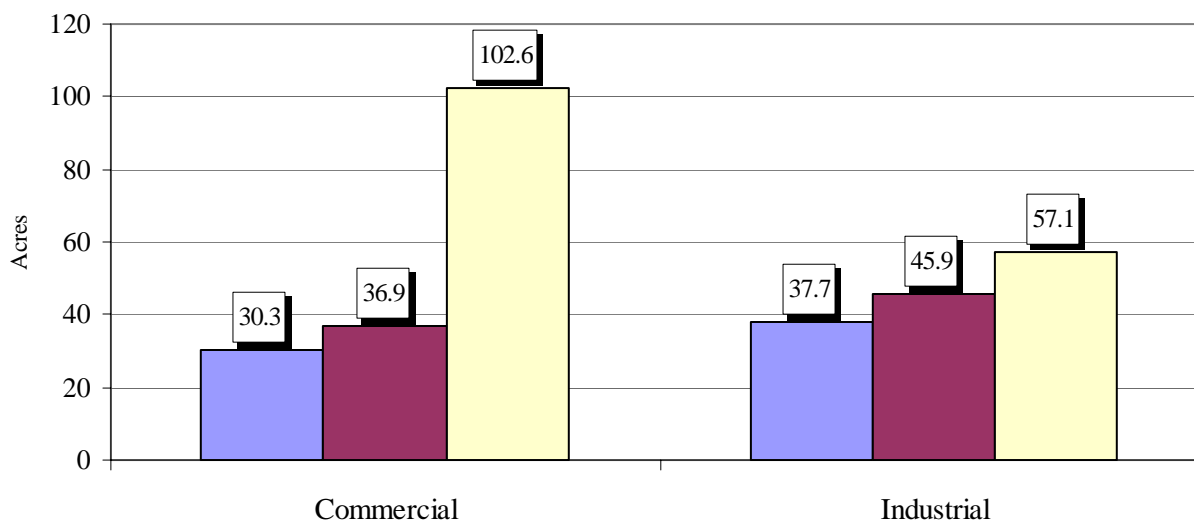
¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

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

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



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



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

The Town of Royalton has planned for a sufficient supply of land based on the projected demand. About seven and a half times the projected residential demand are provided for, primarily by the Agriculture and Woodland Transition classification. Sufficient lands for commercial and industrial use are provided for in areas planned as Crossroads-Mixed Use and Rural Commercial/Industrial. The projections for land demand were based on the highest

available projections for population and housing, so there is very little risk that demand will outweigh supply over the next 20 to 25 years. On the other hand, there is such a vast supply of land to meet the projected 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 940 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 8-59) 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 Royalton'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, 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 town's desire for flexibility in its plan is reflected in that most of the town is mapped Agriculture and Woodland Transition (AWT). AWT has been mapped throughout the town in upland areas where existing development is not necessarily concentrated, and in areas where agriculture is not expected to continue as the predominant use over the long term. Active agriculture in these areas is recognized, valued, and should not be impeded by residential development. Agriculture in these areas may also be mixed with woodlands. Dispersed residential development is expected in these areas.

Agriculture Retention (AR) has been mapped only in locations where individual property owners have requested to be included in a classification that is more oriented toward the preservation of agriculture over the long term. As a result, very limited areas of the town are included in the AR classification. The lower development densities associated with the AR classification are intended to help prevent conflicts between residential growth and agricultural operations (e.g., nuisance lawsuits, property owner complaints, farm equipment/traffic conflicts, etc.)

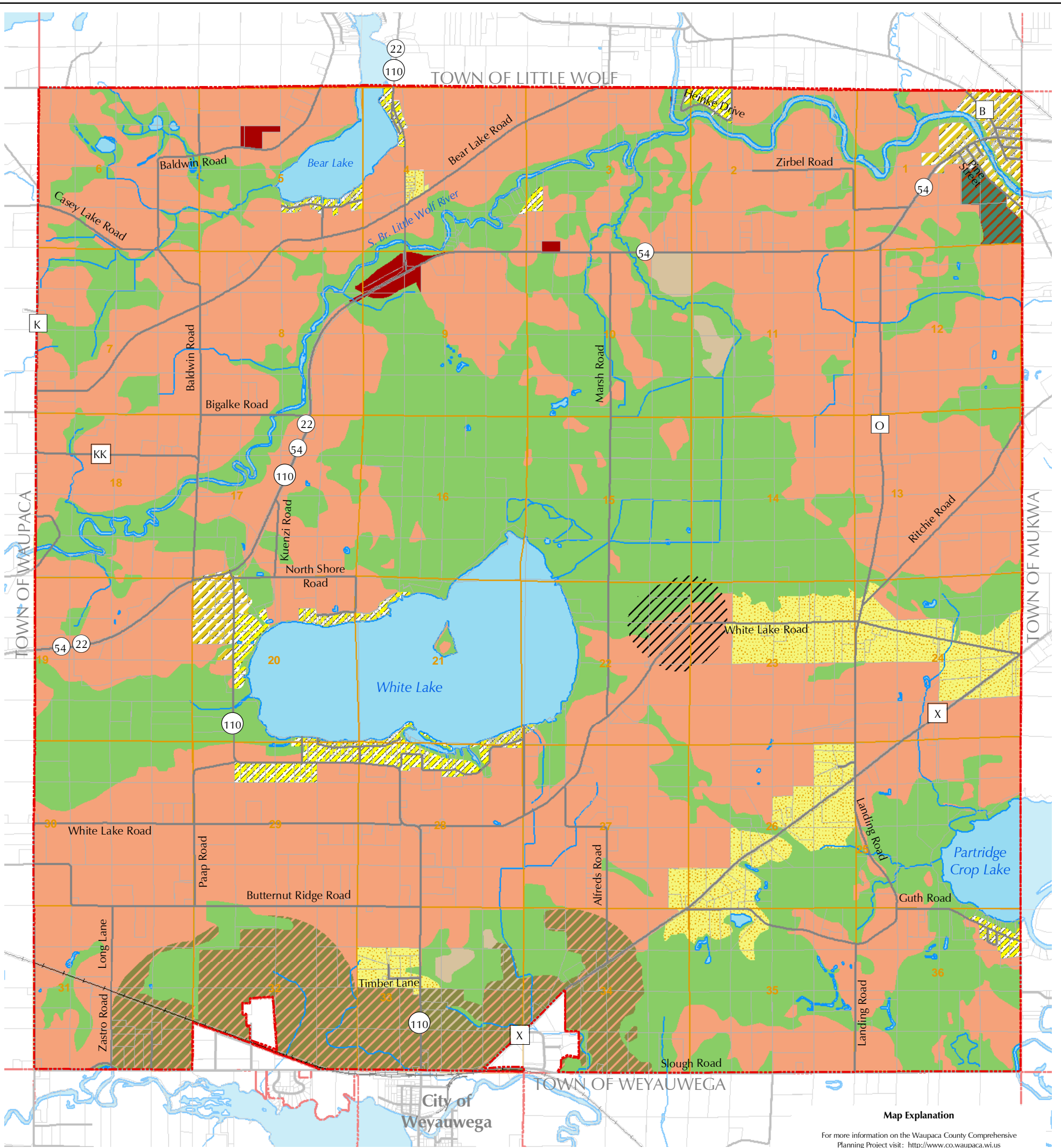
Agriculture/Urban Interface (AUI) has been mapped in an effort to support intergovernmental cooperation and the regulation by Waupaca County of livestock farms with 500 or more animal units. Livestock agriculture will be limited in these areas in order to prevent conflicts between agriculture and urban areas. Preferred development densities in these areas are determined by the overlay classification, which is AWT.

Three classifications are mapped to recognize existing concentrations of residential development: Shoreland Residential (SHR), Rural Residential (RR), and Rural Crossroads Mixed Use (RCM). SHR includes areas near the town's lakes and rivers. The SHR areas around White Lake and Bear Lake are not intended to encourage additional future development. The capacity of the soil to handle septic system waste in these areas is already strained, so new development should be very limited. RR includes areas of exiting concentrations of development away from shorelines and that do have capacity for additional infill. Future residential development is encouraged in these areas. RCM areas include the rural Hamlet of Royalton and the intersection of Highways 54 and 110. Additional residential and compatible commercial or public development is encouraged in these locations to the extent that additional private on-site wastewater treatment systems can be accommodated.

Future commercial development is accommodated through the Rural Crossroads Mixed Use and the Rural Commercial/Industrial Classifications (RCI). While only limited commercial development is expected over the planning period, it is important to the town that attention is given to aesthetics and site design. New business development in RCI and RCM 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.

Resource Protection (RP) is mapped to show the general location of regulatory wetlands and floodplains. Regulations are already in place which restrict development in these areas, and the town's plan recognizes those restrictions. Development is also not expected in areas mapped Public Recreation and Forestry (PURF). PURF includes New London FFA School Forest lands south of the rural hamlet of Royalton.



Map Explanation

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

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

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

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

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

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

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

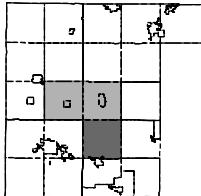
- Federal Road
- State Road
- County Road
- Local Road
- Railroads

Base Features

- Parcels
- Sections
- Municipal Boundary

Environmental Features

- Surface Water



Central Planning Cluster of Waupaca County

0 0.5 1 1.5 Miles



Foth & Van Dyke

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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.

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 Royalton, this classification includes the general locations of regulatory wetlands (five acres and larger) and floodplains.
- ♦ 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 Royalton, 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.

Public Recreation and Forestry (PURF)

- ♦ Purpose: To accommodate existing publicly owned tracts of property for the purpose of resource management and recreation.
- ♦ Primary Goal: To maintain public ownership of property to the benefit of fish and wildlife habitats, surface water quality, groundwater recharge and public outdoor recreation.
- ♦ Preferred Housing Density: No standard required.
- ♦ Preferred Use: Public forest and public recreation. Land in the PURF classification may also be used for the purpose of education and research. Support facilities such as boat launches, parking lots, shelters, etc. to accommodate the public are encouraged to enhance public use and enjoyment.
- ♦ Discouraged Uses: Uses that detract from public outdoor recreation experiences and forestry.

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: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per 10 acres. Existing lots of record could be exempt from this provision. A minimum lot size of five acres will be required. The town would consider proposals for conservation or cluster land division design in these areas.
- ♦ 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: A minimum lot size of five acres will be required. The town would consider proposals for conservation or cluster land division design in these areas.
- ♦ 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 to 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 places undue strain on existing public services such as roads and support services.

Agriculture/Urban Interface (AUI)

- ♦ Purpose: To help plan for a multi-tiered agriculture zoning system in response to Wisconsin Act 235, known as the Livestock Facility Siting Law. This classification 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 ½ 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 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.

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: A minimum lot size of five acres will be required. The town would consider proposals for conservation or cluster land division design in these areas.
- ♦ 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.

Shoreland Residential (SHR)

- ♦ Purpose: To accommodate single family residential development (both seasonal and permanent) along the town's lakes and rivers. SHR areas in the Town of Royalton are generally not intended for further division of lands, but rather for the improvement of existing homes and the very careful placement of any new development in a manner that does not impair surface water or groundwater quality.
- ♦ Primary Goal: To promote the natural resources found within these areas while allowing for residential uses.
- ♦ Preferred Housing Density: Residential densities must conform to the standards of the Waupaca County Shoreland Zoning ordinance and should stay in character with existing land use patterns.
- ♦ Preferred Use: Properties should be developed and improved to minimize impacts on the natural shoreline aesthetics, water quality, fish and wildlife habitat, and other public natural resource values of the lakes and rivers. These areas are primarily residential, but may also include compatible commercial and recreational uses.
- ♦ Discouraged Uses: Developments that have the potential to contaminate groundwater, increase erosion, decrease natural shoreline, or impair fish and wildlife habitats.

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.

Rural Crossroads-Mixed Use (RCM)

- ◆ Purpose: To include “hamlet” type development scattered throughout the unincorporated areas of Waupaca County such as Readfield, Rural, Royalton, Symco, etc.
- ◆ Primary Goal: To recognize the features of “hamlet” areas and plan for their possible expansion and overall influence on neighboring land uses.
- ◆ Preferred Density: Densities and lot sizes should be allowed to vary to accommodate new development opportunities, but the five acre minimum lot size will continue to apply.
- ◆ Preferred Use: Future uses within the RCM should be compatible with the existing mix of uses within each respective RCM area. Future development within the RCM should focus on re-development of existing parcels and on expansion of mixed-use areas on vacant land adjacent to existing development.
- ◆ 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.

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 viewshed. In the Town of Royalton, IUO is mapped in a 1,200 foot buffer around the town’s closed landfill. The potential for groundwater contamination is a risk around any closed landfill.
- ◆ 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.

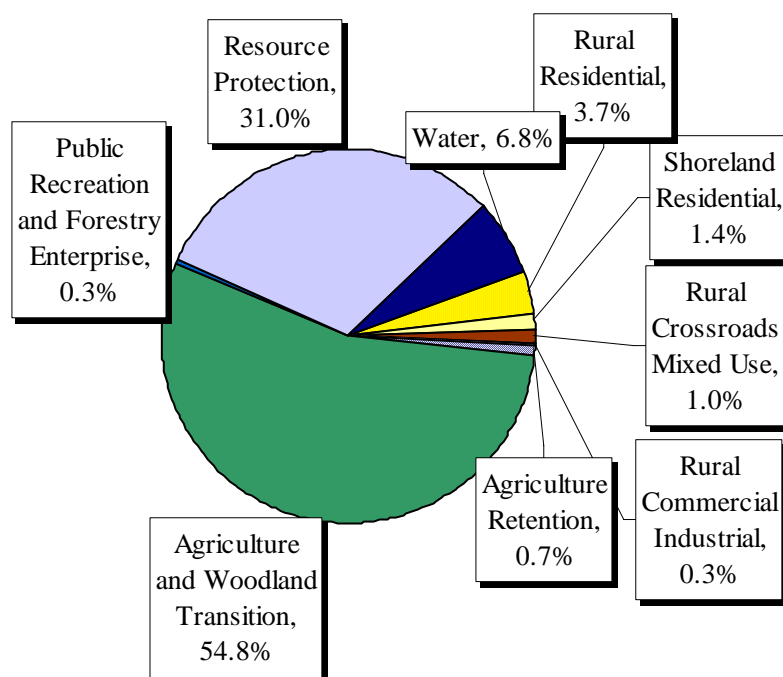
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

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

Preferred Land Use Classification	Percent of	
	Acres	Total
Rural Residential	858.1	3.7%
Shoreland Residential	319.0	1.4%
Rural Crossroads Mixed Use	227.5	1.0%
Rural Commercial Industrial	68.7	0.3%
Agriculture Retention	166.9	0.7%
Agriculture and Woodland Transition	12,599.8	54.8%
Public Recreation and Forestry Enterprise	64.0	0.3%
Resource Protection	7,119.5	31.0%
Water	1,561.1	6.8%
Total	22,984.6	100.0%

Source: Town of Royalton, 2006. Note: Includes 174.9 Intensive Use Overlay acres and 1,157.5 Agriculture Urban Interface acres.

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



Source: Town of Royalton, 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 Royalton. 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

- ◆ Lack of property and building maintenance
- ◆ Lack ordinance enforcement
- ◆ Home based businesses that take on the characteristics of a primary commercial or industrial use
- ◆ 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 or extraterritorial review conflicts may arise with the City of Weyauwega
- ◆ Siting of power transmission lines
- ◆ Siting of telecommunication towers
- ◆ Siting of wind energy towers
- ◆ Siting of solid or hazardous waste handling facilities
- ◆ Landspreading of biosolids (waste treatment products)
- ◆ Residential development next to high intensity agricultural land use and threats to the right-to-farm
- ◆ Residential development next to extraction land uses
- ◆ The over-consumption of rural lands by large lot subdivisions
- ◆ The loss of rural character in some locations

8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Royalton 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 by new development of agricultural lands and green space. 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.

- ♦ Goal H2 and the related objective, Goal H3, Objective T2b, Objective UCF1b, Objective ANC1a,
- ♦ Policies T2, UCF1, ANC4, ANC7, LU1
- ♦ The ANC 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 to avoid future land use conflicts.
- 1.b. Establish preferred lot sizes and development densities for each preferred land use classification.
- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

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

Objectives

- 2.a. Preserve natural resources and minimize potential conflicts between land uses by monitoring growth and development.
- 2.b. When new roads are necessary to accommodate development, encourage designs that provide functional connectivity with the existing road network.
- 2.c. Utilize a variety of planning tools, such as area development plans and land division regulations, to minimize land use conflicts.
- 2.d. 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.e. Identify alternatives for the management of potentially controversial land uses such as mineral extraction, landspreading of waste products, wind energy towers, telecommunications towers, major power transmission lines, adult entertainment establishments, and solid or hazardous waste facilities.

8.9 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses to the issues that the town is concerned about. Policies and recommendations become primary tools the town can use in making land use decisions.

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. 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: Town Position

- LU1 Appropriate land use design should be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, and cultural resources while accommodating residential development (Source: Strategy LU3).
- LU2 Home based business should maintain the following characteristics:
- ♦ They are conducted in a zoning district where such use is allowed;
 - ♦ They are a secondary use of a primarily residential property;
 - ♦ They have little to no outward appearance or negative impact on the surrounding neighborhood;
 - ♦ They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood;
 - ♦ There are no more than two employees that are not immediate family members (Source: Strategy LU9).
- LU3 At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it shall be discontinued or rezoned appropriately to reflect a commercial or industrial use (Source: Strategy LU9).
- LU4 Commercial development should be directed to planned clusters or nodes identified as RCI and RCM areas on the Preferred Land Use Map (Source: Strategy LU10).

- LU5 Industrial development shall be steered to neighboring cities and villages capable of providing sewer and water service (Source: Strategy LU10).
- 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).

Policies: Town Directive

- LU7 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).
- LU8 The town should work cooperatively with the City of Weyauwega 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

- LU9 The design of new commercial and industrial development shall 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).
- LU10 Proposed conditional uses shall 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).

Recommendations

- ♦ Codify by zoning ordinance, the town's conditional use review criteria and policies for managing potential land use conflicts (Source: Strategy LU9).
- ♦ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (Source: Strategy LU10).
- ♦ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy LU10).

- ♦ Work with Waupaca County to modify the applicable zoning map and district regulations to prevent non-residential uses from locating outside of areas planned for RCI or RCM (Source: Strategy LU10).
- ♦ Create a town land division ordinance to better manage potentially conflicting land uses (Source: Strategy LU9).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better manage potentially conflicting land uses (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 Royalton'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 AR classification, 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, and wetlands. The Zoning Department issues all Sanitary Permits for the county and inspects all systems for compliance with state codes. The department also administers the Wisconsin Fund Grant Program which provides funding assistance for failing private sanitary systems. It also enforces a Subdivision Ordinance which regulates division of land parcels.

Waupaca County Land Information Office

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

9 Implementation



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9. Implementation

9.1 Action Plan

In order for plans to be meaningful, they must be implemented, so the Town of Royalton'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 four implementation areas as noted in the *Timing* component. Highest priority actions are listed first, followed by medium and long term actions, and ongoing or periodic actions are listed last.

Plan Adoption and Update Actions

Priority (Short-Term) Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the Town Board (*Implementation* element).
Responsible Party: Plan Commission
Timing: Late 2006
2. Task: Adopt the comprehensive plan by ordinance (*Implementation* element).
Responsible Party: Town Board
Timing: Late 2006/Early 2007

Periodic Actions

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

2. Task: Conduct a comprehensive plan update (*Implementation* element).
Responsible Party: Plan Commission, Town Board
Timing: Every five years

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Meet as needed with neighboring communities (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: As needed

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Modify applicable land division ordinances (*Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Land Use* elements).
Responsible Party: Plan Commission and Town Board
Timing: One to three years
2. Task: Work with Waupaca County to revise the county zoning ordinance and map (*Transportation; Agricultural, Natural and Cultural Resources; Land Use* elements).
Responsible Party: Plan Commission and Town Board
Timing: One to three years

Long Term Actions

3. Task: Create a commercial/industrial site and design review ordinance (*Land Use* element).
Responsible Party: Plan Commission
Timing: Within five to 10 years
4. Task: Conduct a needs assessment and develop adequate public facilities and impacts assessment tools (*Utilities and Community Facilities* element).
Responsible Party: Plan Commission and Town Board
Timing: Within 10 years, if growth warrants
5. Task: Create site planning and limits of disturbance regulations (*Agricultural, Natural and Cultural Resources* element).
Responsible Party: Plan Commission
Timing: Within 10 years, if growth warrants

Periodic Actions

6. Task: Update the town road construction specifications (*Transportation* element).
Responsible Party: Town Board
Timing: As needed
7. Task: Update mobile home/manufactured home ordinances (*Housing* element).
Responsible Party: Town Board
Timing: Every five years

Strategic Planning Actions

Periodic Actions

1. Task: Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (*Transportation* element).
Responsible Party: Town Board
Timing: As needed
2. Task: Create an inventory of active farms, feedlots, and manure storage facilities (*Agricultural, Natural and Cultural Resources* element).
Responsible Party: Town Board
Timing: As needed

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 Royalton 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 Royalton has adopted its ordinances as a code of ordinances. In addition to the land use ordinances detailed below, the town administers the following ordinance:

- ♦ Ordinance 6 – Regulate water traffic, boating, and water sports on Bear Lake, 1987

Recommended Changes

The town should continue to include all existing and future ordinances as components of a municipal code.

Zoning

Current Status

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

Recommended Changes

The Waupaca County Zoning Ordinance will be one of the key tools for implementing the town's plan, so the town will need to work closely with the county on these issues after plan adoption. The town hopes to modify the county zoning ordinance to accomplish improved preservation of agricultural and natural resources and better manage potentially conflicting land uses. This would include codifying the town's conditional use review criteria and establishing a residential setback of 1,320 feet from active livestock farms. The zoning ordinance should better address mobile homes, manufactured homes, and mobile home parks.

The zoning ordinance should include provision for impacts assessment. Land divisions, conditional uses, and other substantial development projects should be required to include an assessment of potential transportation, natural resource, and cost of community service impacts. Multiple site development alternatives should be required in these instances as well.

The town will need to work with the county to revise the zoning map and district regulations. Implementing the AR density provisions is one concern, and better achieving the town's desired commercial and industrial development pattern is another. The zoning map and district regulations should be modified to direct most commercial uses to locate in areas planned for RCI or RCM.

Land Division Regulations

Current Status

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

Town Ordinance 19 (Land Divisions, 1987) establishes a minimum lot size of five acres and requires every new, primary, residential structure to be located on its own parcel.

Recommended Changes

Land division regulations will be another key tool for implementing the town's preferred land use plan. This may be achieved through the Waupaca County Subdivision Ordinance, or through improvements to the town's ordinance. The town would prefer to accomplish as much as possible through the county ordinance.

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

Site Plan and Design Review

Current Status

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

Recommended Changes

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

Official Map Regulations

Current Status

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

Recommended Changes

The town does not anticipate the need for an official map during the planning period. In lieu of an official map, land division ordinance requirements for area development planning and limits of disturbance should be sufficient to preserve planned future rights-of-way and public sites.

Sign Regulations

Current Status

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

Recommended Changes

Consideration to sign design should be given when developing site plan and design review requirements described above.

Erosion Control and Stormwater Management

Current Status

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

Recommended Changes

No specific recommended changes have been brought forward in the area of erosion control and stormwater management regulations.

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 specific, recommended changes have been brought forward in the area of historic preservation ordinances.

Building, Housing, and Mechanical Codes

Current Status

Ordinance 1 (Building Code Amendment, 2001) revised the minimum standards that apply to mobile and manufactured homes. In order to receive a building permit, mobile and manufactured homes must be valued at no less than \$15,000, must be attached to an appropriate foundation, and must be no older than 1990.

Recommended Changes

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

Sanitary Codes

Current Status

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

Recommended Changes

No specific recommended changes have been brought forward in the area of sanitary codes.

Driveway and Access Controls

Current Status

Ordinance 31 (Access Driveways, 2003) requires a town permit for driveways that access town roads. It establishes standards for driveway and intersection spacing, number of driveways per parcel, minimum and maximum driveway width, and other driveway design standards.

Recommended Changes

No specific recommended changes have been brought forward in the area of driveway and access ordinances.

Road Construction Specifications

Current Status

Ordinance 16 (Acceptance of private roads by the town, 1987) 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's road construction specifications should be modified to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.

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

- ♦ Pursuit of grant funding for capital improvements (*Transportation* element)
- ♦ Road improvement planning (*Transportation* element)
- ♦ Area development planning (*Transportation, Utilities and Community Facilities* elements)

- ♦ Possible use of impact fees over the long term (*Utilities and Community Facilities* element)
- ♦ Meeting with adjacent units of government (*Intergovernmental Cooperation* element)
- ♦ Comprehensive plan evaluations and updates (*Implementation* element)

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

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

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

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

- ♦ **Public Notification.** At least 30 days before the public hearing on a plan adopting or amending ordinance, persons that have requested to receive notice must be provided with notice of the public hearing and a copy of the adopting ordinance. This only applies if the proposed plan or amendment affects the allowable use of their property. The town is responsible for maintaining the list of persons who have requested to receive notice, and may charge a fee to recover the cost of providing the notice.
- ♦ **Ordinance Adoption and Final Distribution.** Following publication of a Class I notice, a public hearing must be held to consider an ordinance to adopt or amend the comprehensive plan. Ordinance approval requires a majority vote of the Town Board. The final plan report or amendment and adopting ordinance must then be filed with (a) through (f) of the distribution list above that received the recommended comprehensive plan or amendment.

Updates

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

9.5 Integration and Consistency of Planning Elements

Implementation Strategies for Planning Element Integration

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

Housing	Economic Development
<ol style="list-style-type: none"> 1. Create a range of housing options 2. Create opportunities for quality affordable housing 3. Change the treatment of mobile and manufactured homes 	<ol style="list-style-type: none"> 1. Change community conditions for attracting business and job growth 2. Change community conditions for retaining existing businesses and jobs 3. Create additional tax base by requiring quality development and construction 4. Create more specific plans for economic development
Transportation	Intergovernmental Cooperation
<ol style="list-style-type: none"> 1. Create efficiencies in the cost of building and maintaining roads (control taxes) 2. Preserve the mobility of collector and/or arterial roads 3. Create safe emergency vehicle access to developed properties 4. Create improved intersection safety 5. Create more detailed plans for transportation improvements 6. Create road connectivity 7. Create a range of viable transportation choices 	<ol style="list-style-type: none"> 1. Create intergovernmental efficiencies for providing services and facilities 2. Create a cooperative approach for planning and regulating development along community boundaries 3. Preserve intergovernmental communication
Utilities and Community Facilities	Land Use
<ol style="list-style-type: none"> 1. Create efficiencies in the cost of providing services and facilities (control taxes) 2. Create more detailed plans for facility and service improvements 3. Create intergovernmental efficiencies for providing services and facilities 4. Create improved community facilities and services 5. Preserve the existing level and quality of community facilities and services 6. Preserve the quality of outdoor recreational pursuits 7. Create additional public recreation facilities 8. Create opportunities to maximize the use of existing infrastructure 	<ol style="list-style-type: none"> 1. Preserve the existing landscape by limiting growth 2. Preserve valued features of the landscape through site planning 3. Preserve development rights 4. Create development guidelines using selected criteria from <i>What If</i> suitability mapping 5. Create an overall pattern of growth that is dispersed 6. Create an overall pattern of growth that is clustered 7. Create an overall pattern of growth that is concentrated 8. Preserve the influence of market forces to drive the type and location of development 9. Create a system of development review that prevents land use conflicts 10. Create a system of development review that manages the location and design of non-residential development
Agricultural, Natural, and Cultural Resources	
<ol style="list-style-type: none"> 1. Preserve agricultural lands 2. Preserve the right to farm 3. Preserve active farms 4. Preserve natural resources and/or green space 5. Preserve rural character 6. Create targeted areas for farming expansion 7. Create targeted areas for forestry expansion 8. Preserve historic places and features 	

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

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

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

The Town of Royalton 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:

- ♦ H4: Change the treatment of mobile and manufactured homes
- ♦ T1: Create efficiencies in the cost of building and maintaining roads (control taxes)
- ♦ T3: Create safe emergency vehicle access to developed properties
- ♦ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes)
- ♦ UCF5: Preserve the existing level and quality of community facilities and services
- ♦ ANC2: Preserve the right to farm
- ♦ ANC3: Preserve active farms
- ♦ ANC4: Preserve natural resources and/or green space
- ♦ IC:1 Create intergovernmental efficiencies for providing services and facilities
- ♦ IC3: Preserve intergovernmental communication
- ♦ LU3: Preserve development rights
- ♦ 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 Royalton 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 Royalton 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 Royalton has established a Transportation element policy that states, "New roads in land divisions shall be built to town standards." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure is simply if roads in land divisions were built to town standards since the plan's adoption, and how many of those were not to standard. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

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

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

9.7 Implementation Goals and Objectives

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

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

Objectives

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

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

Objectives

- 2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.
- 2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

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

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

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

Policies: Town Directive

- I1 The town 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 should 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).

Appendix A

Existing Land Use Classifications
Development Potential Scenarios

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Waupaca County Comprehensive Planning Existing Land Use Code Key

Residential

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

Multi-Family Housing

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

Mobile Home Parks

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

Farmsteads

- ◆ Farm Residences
 - ◆ Mowed Land Surrounding Houses
-

Group Quarters and Elder Care

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

Commercial

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

Agriculture

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

Other Open Land

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

Parks and Recreation

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

Woodlots

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

Utilities

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

Institutional

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

Industrial

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

Mines/Quarries

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

Transportation

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

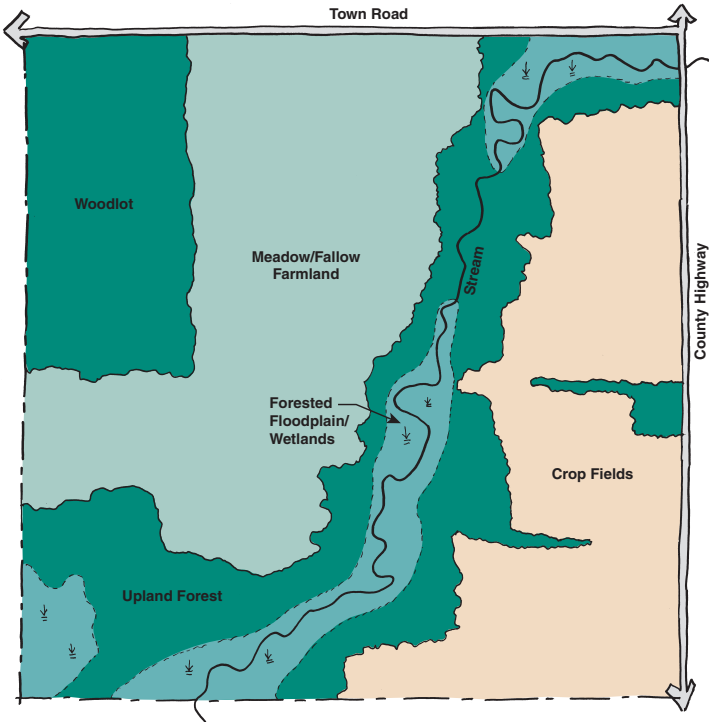
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family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

Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 40 Acres

◆ Undeveloped Site – 160 Acres

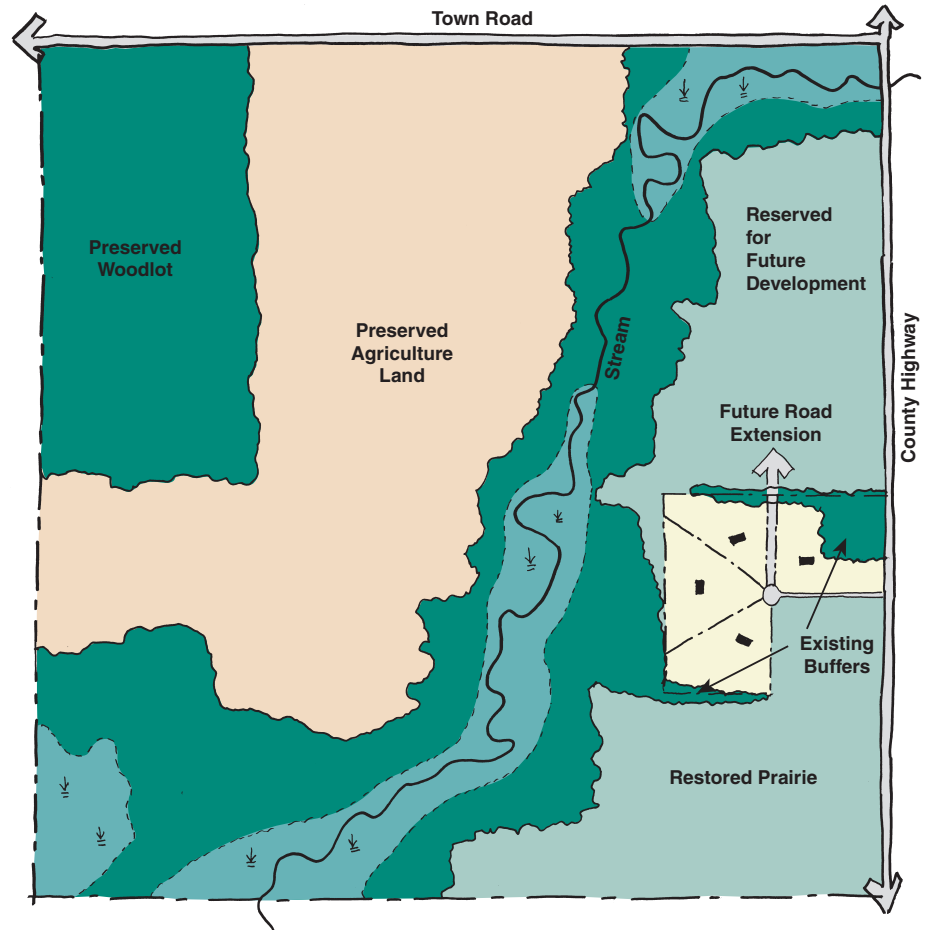
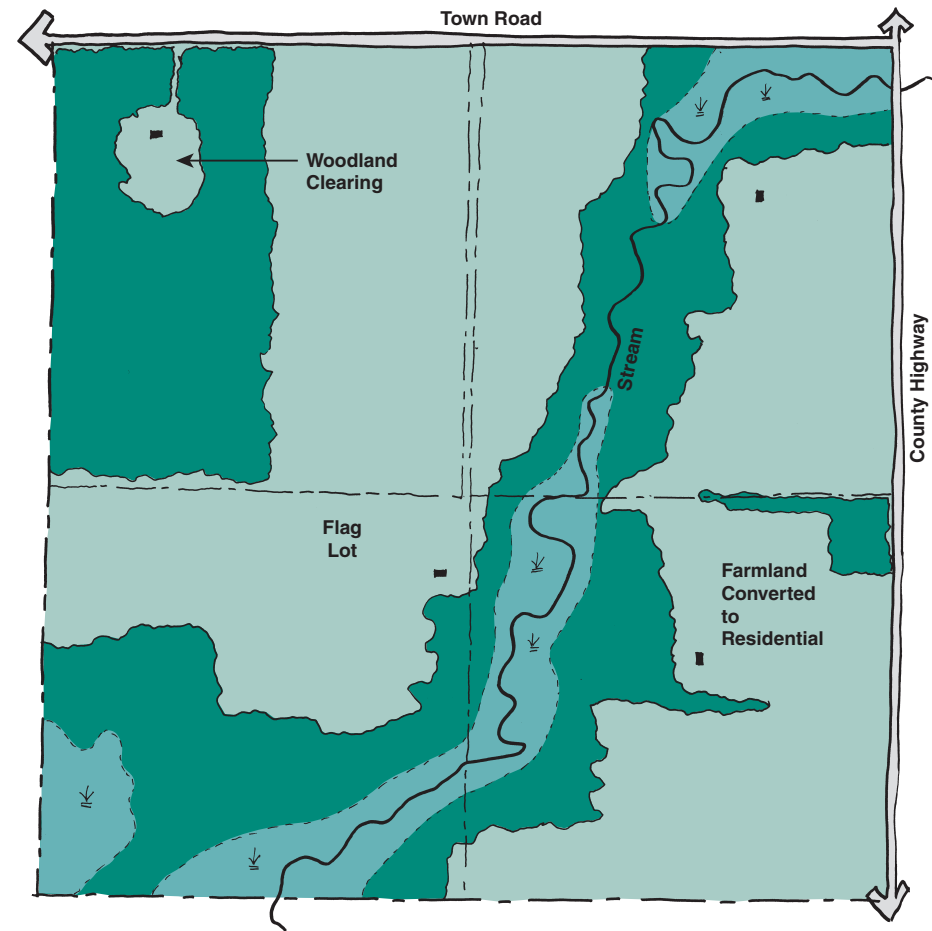


Conventional Development

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

Conservation Development

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

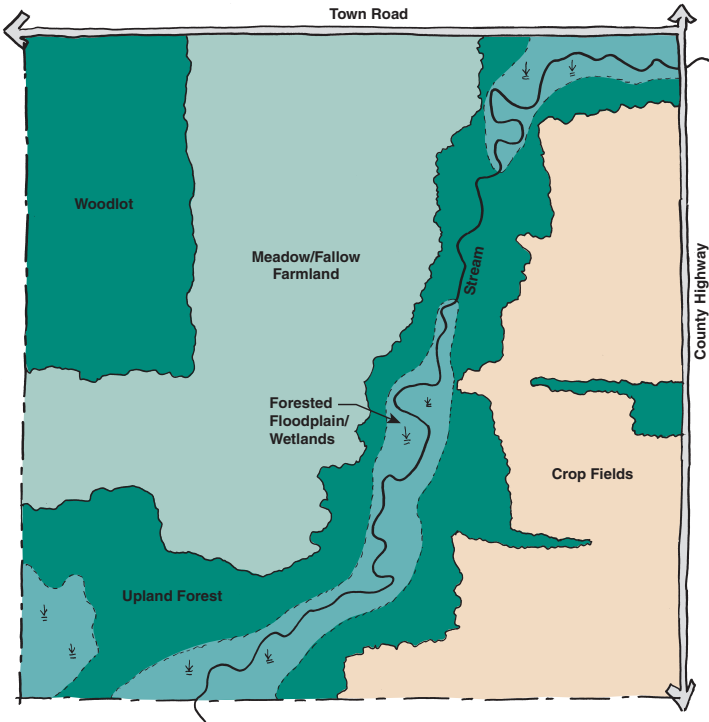


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres

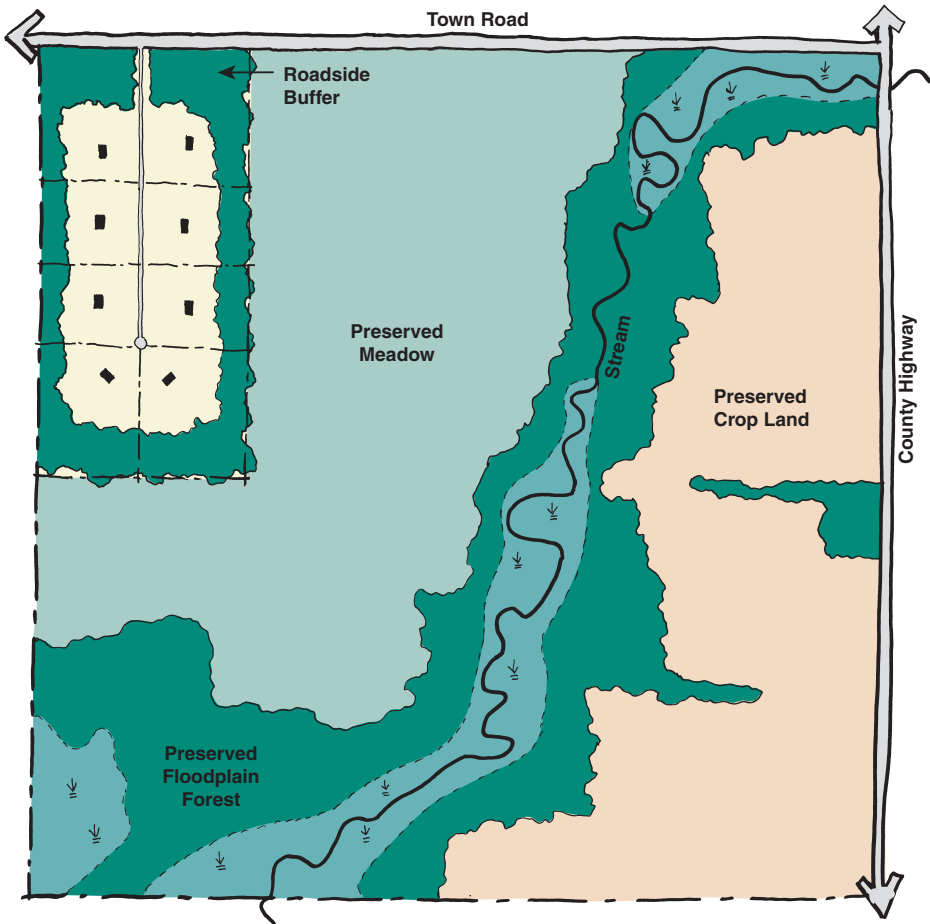
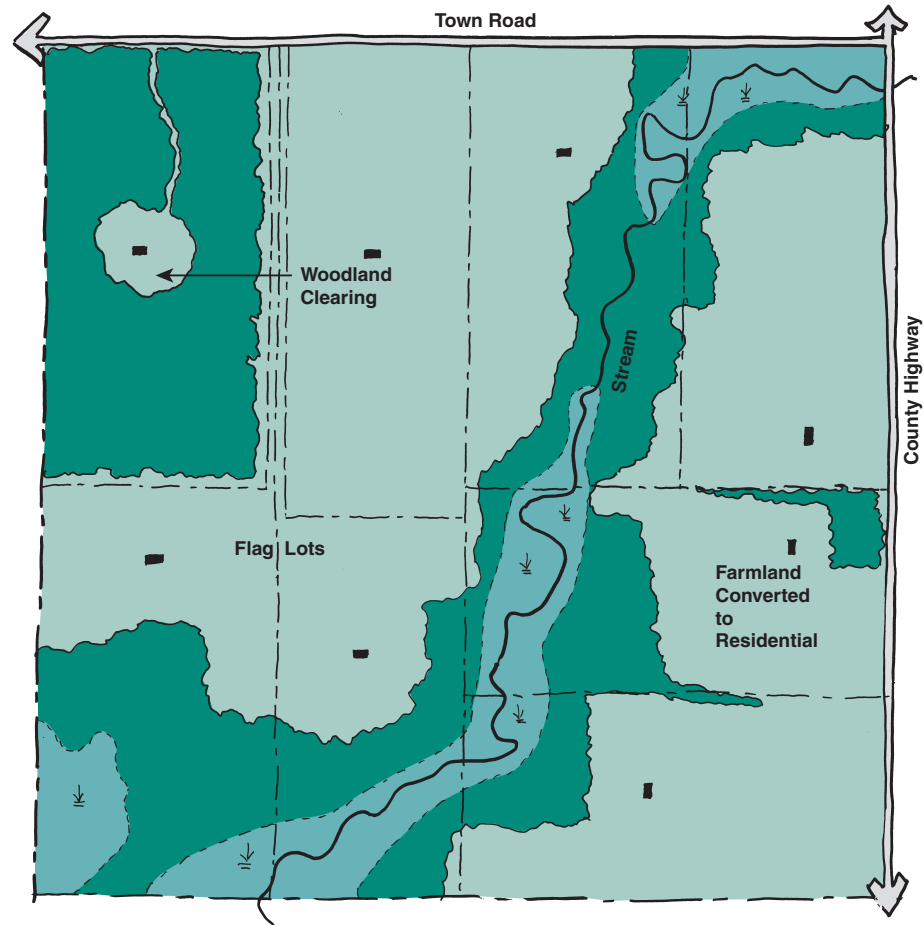


Conventional Development

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

Conservation Development

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

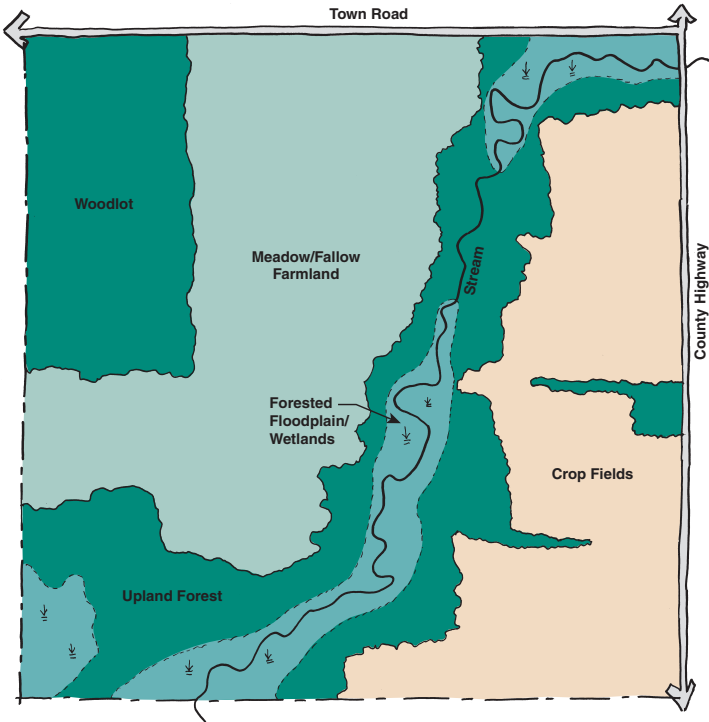


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres

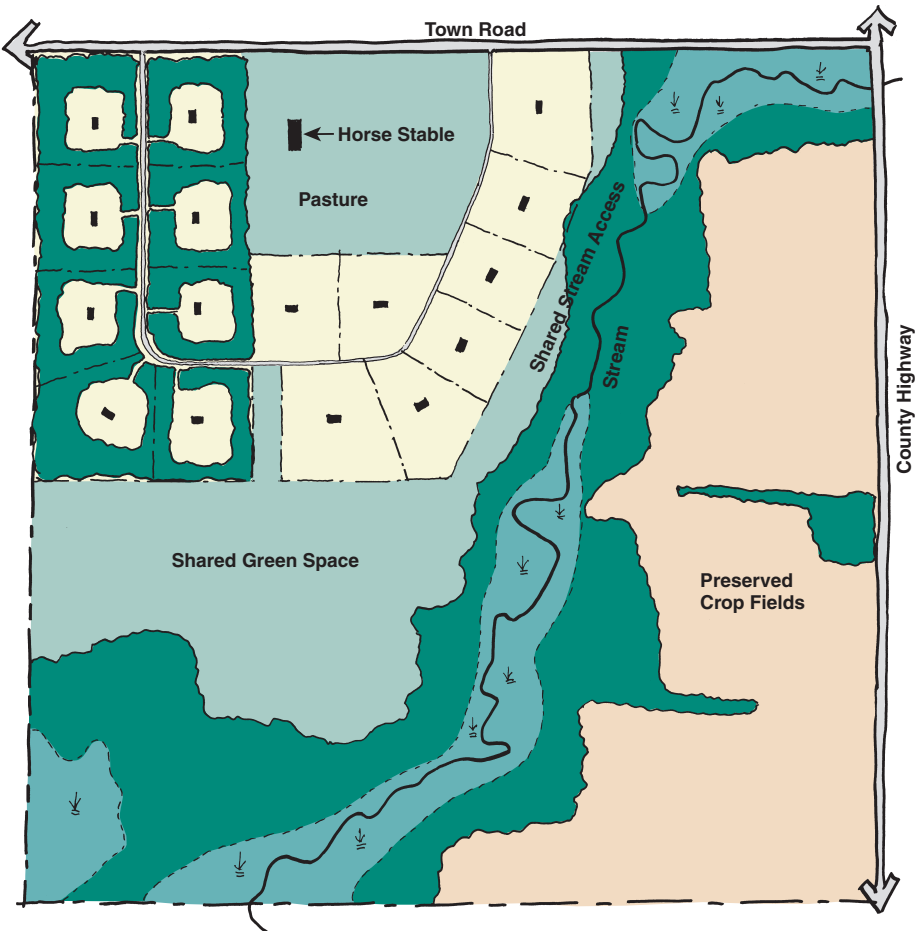
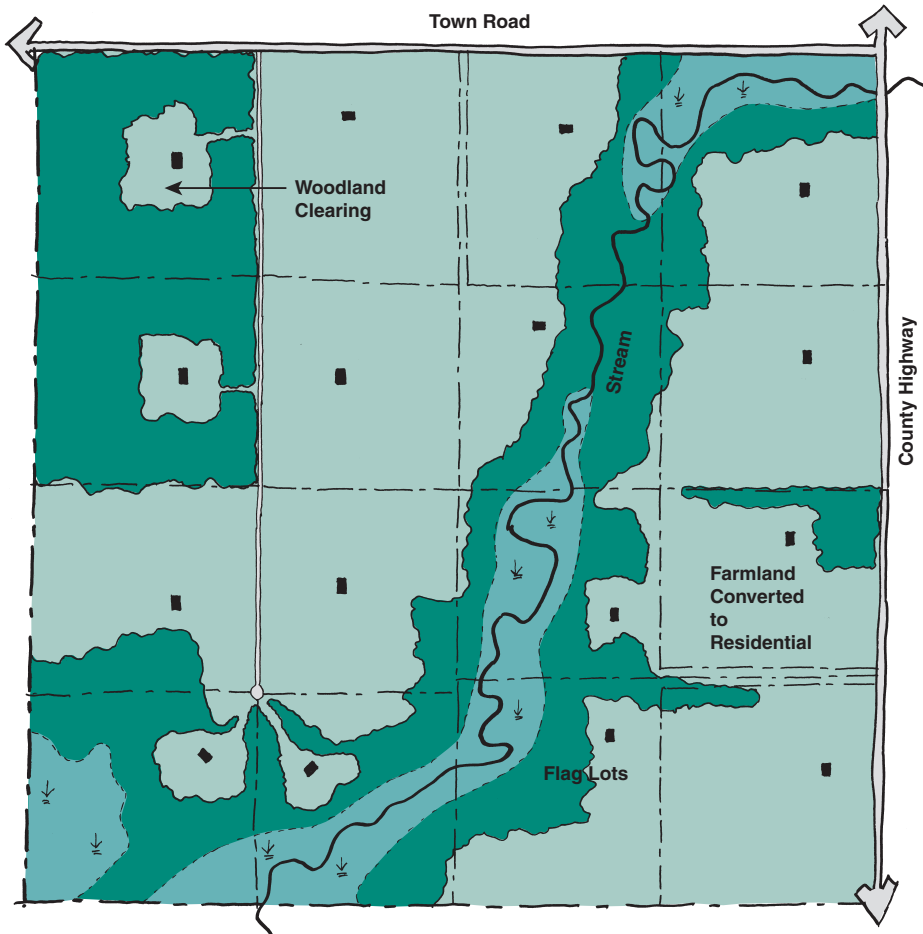


Conventional Development

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

Conservation Development

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

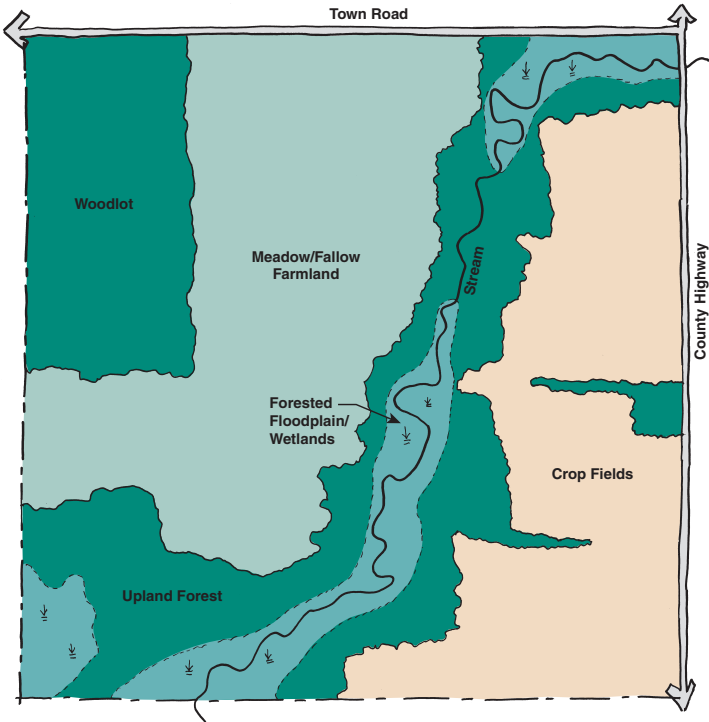


Waupaca County Comprehensive Planning

Rural Land Development Potential

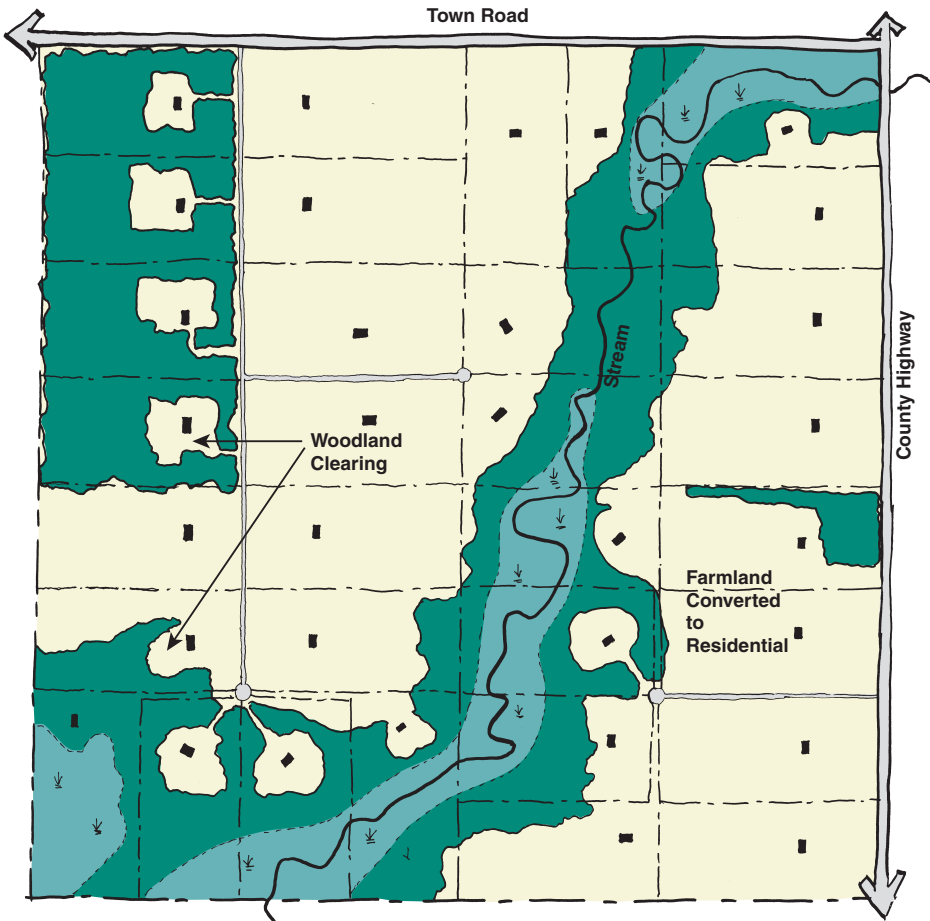
Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres



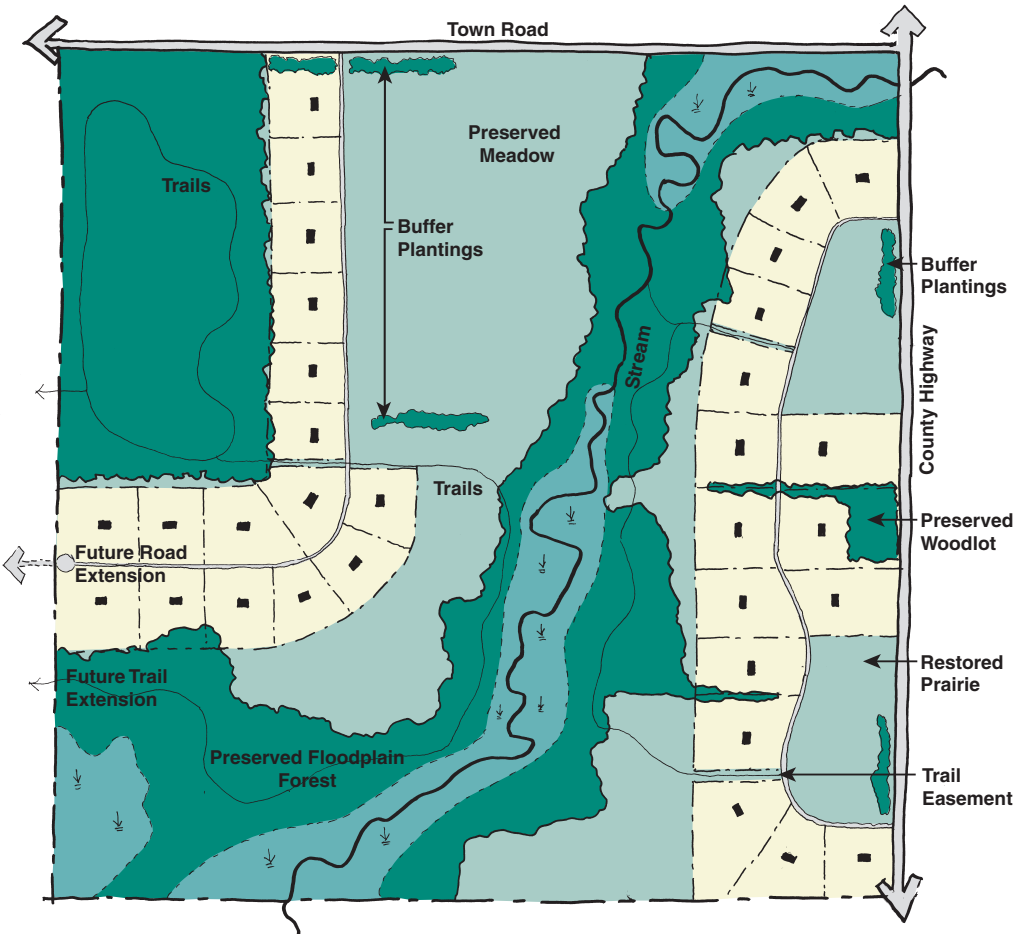
Conventional Development

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



Conservation Development

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

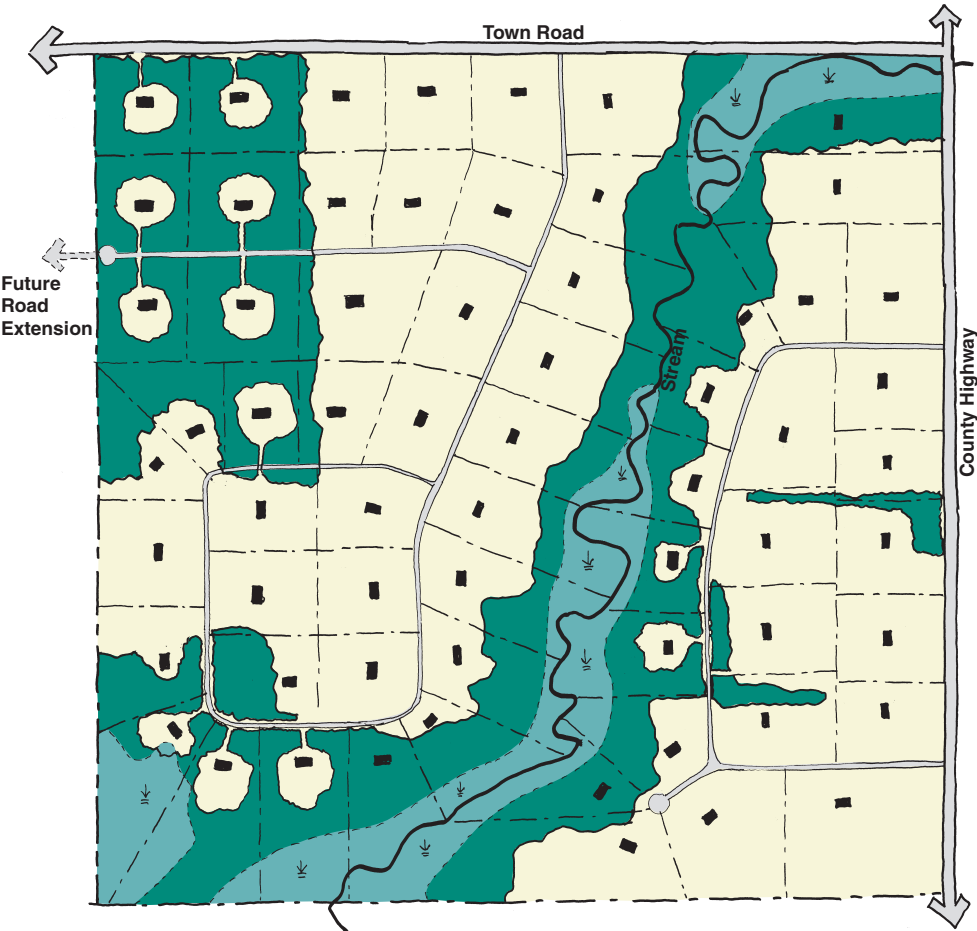
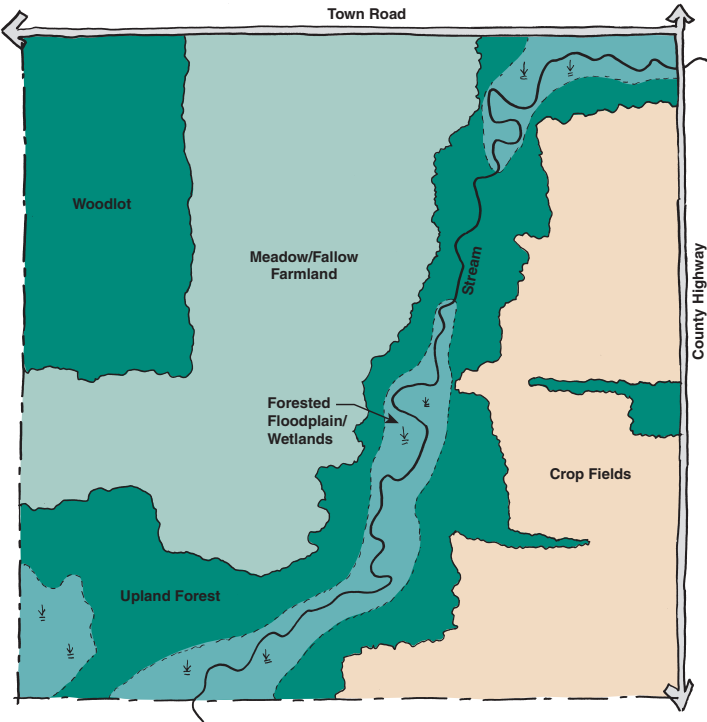


Waupaca County Comprehensive Planning

Rural Land Development Potential

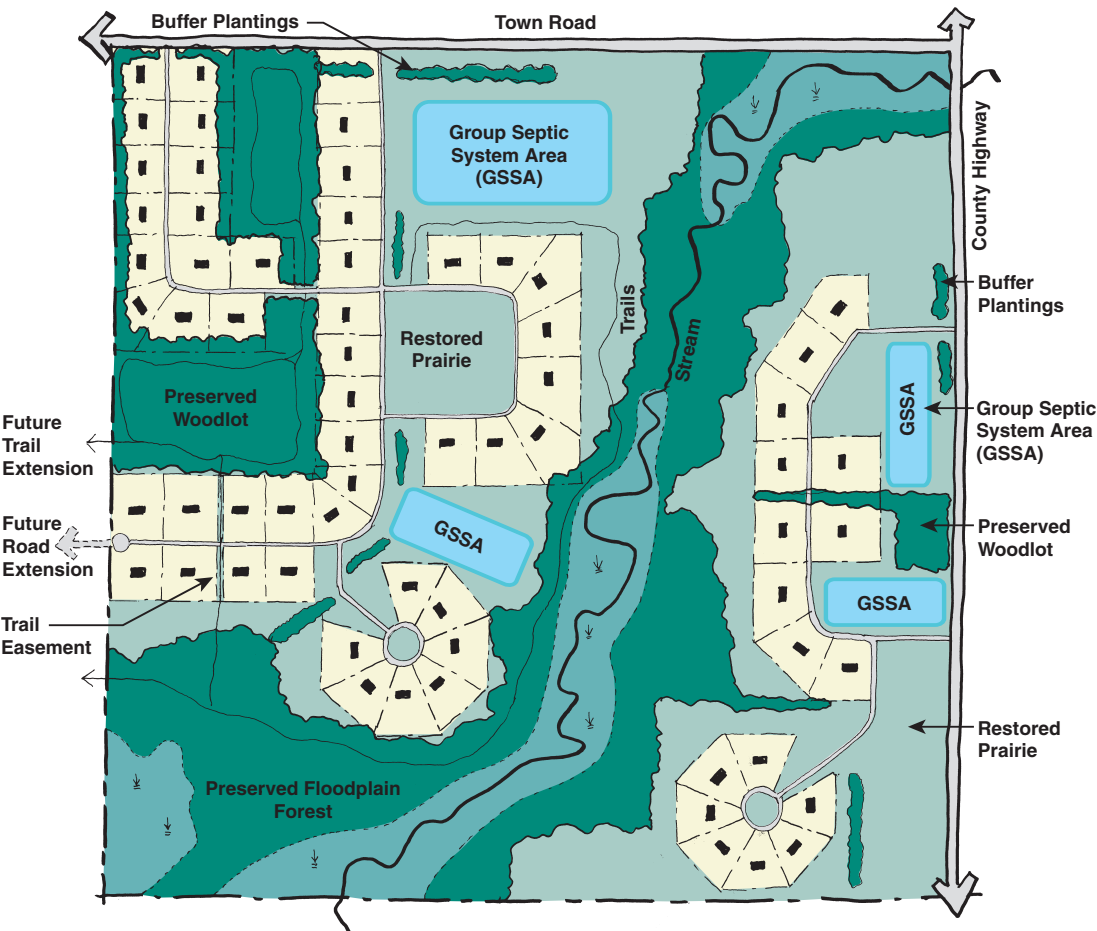
Density Scenario = 1 Unit Per 2.5 Acres

◆ Undeveloped Site – 160 Acres



Conventional Development

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



Conservation Development

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

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Appendix B

Public Participation Plan and Survey Results

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DEC 21 2004

Resolution No. 31

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

WHEREAS, The Town/Village/City of ROYALTON 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 ROYALTON 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 9th day of Dec, 2004

APPROVED by a vote of 3 ayes 0 nays

Shane Bork
(Chair/President/Mayor)

Nancy Termon, Clerk
Attest

Resolution No. 29

A Resolution by the Governing Body of

The Town of Royalton

Adopting a Public Participation and Education Plan

WHEREAS, The Town of Royalton 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

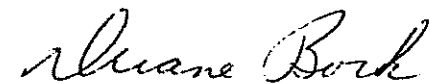
WHEREAS, Section 66.1001 (4)(a) of the Wisconsin Statutes specified that local governments preparing a comprehensive plan must adopt written procedures that are *"Designed to foster public participation, including open discussion, communication programs, information services and public meetings for which 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 member of the public to the governing body and for the governing body to respond to such written comments;"* and

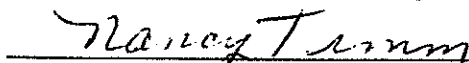
NOW, THEREFORE, BE IT RESOLVED, that the attached Public Participation and Education Plan is adopted by the Town of Royalton to foster public participation throughout the comprehensive planning process consistent with the spirit and intent of section 66.1001(4)(a) of the Wisconsin Statutes.

ADOPTED this 8 day of July, 2004

APPROVED by a vote of: 3 ayes 0 nays



Duane Bork, Chairman of the Town of Royalton



Attest: Nancy Timm, Clerk of the Town of Royalton

Town of Royalton

Comprehensive Plan

Public Participation

and

Education Plan

Adopted by the Town Board of the Town of Royalton

Date _____ 2004

Acknowledgements

In accordance with State law, the (insert municipality name and name of committees or boards that worked on the Public Participation and Education Plan) worked during 2004 to learn about and incorporate the principles of a strong public participation and education effort into this document. The citizens who put their time and energy into developing a strong plan to involve the public include:

(insert names of people who worked on the Public Participation and Education Plan)

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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

(insert municipality name) Comprehensive Plan:

Public Participation and Education Plan

I. Background

A. Introduction

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

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

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

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

B. Wisconsin's Comprehensive Planning Law

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

C. Public Participation Required in the Law

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

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

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

D. Waupaca County Comprehensive Planning

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

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

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

Choose Option 1. or Option 2.

OPTION 1. (This option states that you'll post all public meetings but other wise adopt the public participation and education plan as adopted by the County Board. If option 1 is chosen, delete reference to part III. C. in the table of contents)

(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 post all public meetings in addition to supporting the public participation tools that will be implemented as part of the County Public Participation and Education Plan.

*as deemed necessary by the
Rogation Town Board.*

OPTION 2 (This options 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)

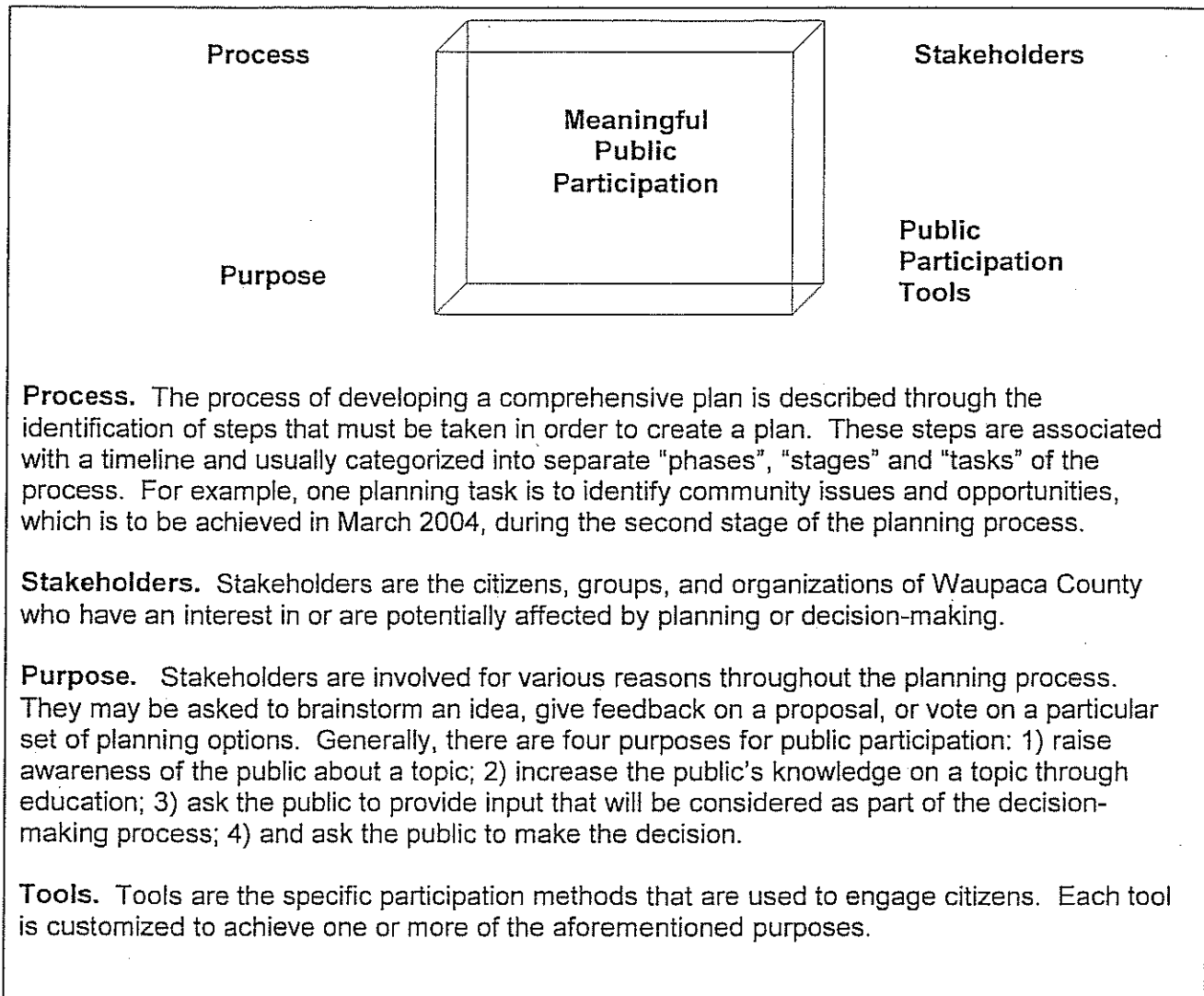
(insert municipality name) has reviewed the Waupaca County Public Participation and Education Plan and feels that the public participation tools that will be implemented throughout Waupaca County per the guidance provided in the document effectively attempt to include the public in the planning process. 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.

II. The Public Participation Process

A. The 4 Dimensions of Public Participation

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

Figure 1. 4-Dimensions of Public Participation



1. The Process Dimension

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

2. The Stakeholder Dimension

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

Table 1. Stakeholder Analysis

Housing Element

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

Cultural / Historical Preservation Element

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

Table 1. Stakeholder Analysis (continued)

Agriculture Element

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

Natural Resources Element

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

Transportation

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

Utilities / Community Facilities Element

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

Table 1. Stakeholder Analysis (continued)

<u>Economic Development Element</u>
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
<u>General</u>
1) School Districts – Administration
2) Youth
3) Retirees - Seniors
4) Service Clubs (e.g., Rotary, Kiwanis, Lions)
5) Religious Groups
6) Different Income Levels

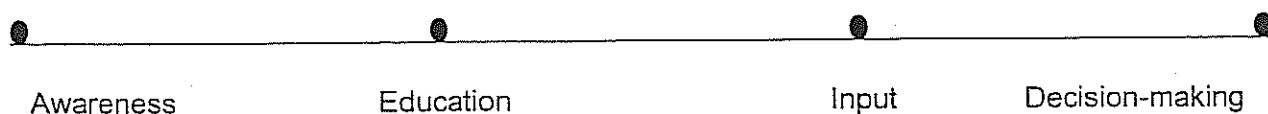
3. The Purpose Dimension

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



Awareness

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

Education

Education efforts are intended to increase the public's capacity to provide informed input and make informed decisions. Input can certainly be given and decisions made absent education, but they would be characterized as uninformed. Just as a general prefers to have his or her soldiers properly equipped and trained for battle, community leaders prefer to receive informed input and have knowledgeable decisions made.

Input

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

Decision-making

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

4. The Tools Dimension

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

III. Public Participation in the Waupaca County Comprehensive Planning Process

This section of the Public Participation and Education Plan is divided into two (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.

Yardsticks

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

Mass Media

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

Public Notice and Comment

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

B. Public Participation Tools by Planning Stage

Stage 1: Pre-planning

Tasks to be Achieved:

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

Tools to be Used:

County Board (used for decision-making)

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

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

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

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

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

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

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

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

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

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

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

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

Local Governmental Units (used for decision-making)

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

- ✓ adopting Village Powers (if applicable).

Stage 2: Education and Background Information Gathering

Tasks to be Achieved:

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

Tools to be Used:

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

During this stage, local governmental units are responsible for:

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

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

Clusters are groups of communities in 5 regions of Waupaca County that will meet on the same evening in the same location in order to expedite and increase coordination of the planning process. Each Cluster Committee is comprised of 3 representatives from each local unit of government in the cluster. The Cluster Committee is the placeholder for education and discussion of intergovernmental cooperation.

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

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

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

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

Stage 3: Identification of issues, opportunities and desires

Tasks to be Achieved:

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

Tools to be Used:

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

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

Survey (used for input gathering)

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

Focus Groups (used for input gathering)

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

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

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

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

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

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

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

Stage 4: Element Education and Setting Goals and Measurable Objectives

Tasks to be Achieved:

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

Tools to be Used:

Education Programs (used for education)

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

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

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

Stage 5: Constraints Identification

Tasks to be Achieved:

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

Tools to be Used:

Education Programs (used for education)

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

Focus Groups (used for input gathering)

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

Core Planning Committee (used for decision-making)

The CPC will choose constraints for the County Comprehensive Plan.

Cluster Committees (used for decision-making)

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

Newspaper Flyer (used for awareness)

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

Stage 6: Land Use Goals, Objectives, and Mapping

Tasks to be Achieved:

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

- ✓ review and finalize future land use map

Tools to be Used:

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

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

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

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

Stage 7: Decision-making and Policy and Program Development

Tasks to be Achieved:

- ✓ Recommend plan policies, programs, and implementation tools

Tools to be Used:

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

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

Core Planning Committee (used for decision-making)

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

Stage 8: Document Revision and Approval

Tasks to be Achieved:

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

Tools to be Used:

Local Committees/Commissions (decision-making)

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

Open House (used for input gathering)

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

Public Hearing (used for input gathering)

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

Local Governmental Units (used for decision-making)

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

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

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

Public Hearing (used for input gathering)

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

County Board (used for decision-making)

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






C. Public Participation Tools to be Implemented by (insert municipality name) (this section only applies to you if option 2. was chosen earlier)

Appendix 1. Brief Summary of Waupaca County Planning Process Public Participation Tools

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
Planning Tasks Description of assignments that must be achieved to complete a planning stage		<ul style="list-style-type: none">• Choose consultant• Approve grant application• Appoint County Core Planning Committee (CPC)• Approve plan process• Approve contract• Approve budget• Appoint subcommittees• Approve ground rules & responsibilities• Approve Public Participation and Education Plan (PPEP)	<ul style="list-style-type: none">• Towns adopt village powers• Appoint plan commissions/committees• Appoint cluster representative• Process participation ground rules, etc. education• Compile technical and spatial data• Prepare data analyses• Distribute data to all local units• Confirm data accuracy• Redistribute data to all local units	<ul style="list-style-type: none">• Present data and analyses• Compile issues, opportunities and desires for all substantive planning elements• Develop issues, opportunities and desire statements
Participation Tools 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">• General Awareness Tools• County board (DM) appoints two CPC members and approves process, budget, contract, and PPEP• CPC (DM) approves process, budget, contract, ground rules and responsibilities and PPEP• Management subcommittee (DM) recommend budget, contract, and ground rules and responsibilities• Participation subcommittee (DM) develop and recommend PPEP• Education sessions (E) education programs on plan process design	<ul style="list-style-type: none">• General Awareness Tools• Cluster groups (DM) appoint chair and vice chair• Kickoff meeting (E, I) general education of the plan process• Plan commission workshops (Ed) provide information about forming a plan commission/committee• Local governments (DM) create local plan commissions/committees• Citizens (DM) field check data	<ul style="list-style-type: none">• General Awareness Tools• Youth Slogan Contest (A) involve youth to create a plan slogan to promote awareness of planning process• Survey (I) identify citizen-based opportunities, issues, and desires with incentives to return survey• Focus Groups (DM) identify expert-based issues, opportunities and desires for five planning issues• Cluster Informational Meeting (E, I) provide planning education, review community data, and identify issues, opportunities and desires
Purpose of Involvement				
Awareness Tools: (A)				
Education Tools: (E)				
Input Tools: (I)				
Decision-Making Tools: (DM)				

Goal Setting & Constraints Identification

Element Integration & Policy Development

 Stage 4 Element Education & Setting Goals & Measurable Objectives	 Stage 5 Constraints Identification	 Stage 6 Land Use Goals, Objectives & Mapping	 Stage 7 Decision-Making & Policy & Program Development	 Stage 8 Document Revision & Approval
<ul style="list-style-type: none"> • Element education • Develop goals and measurable objectives education • Discuss broad policy options 	<ul style="list-style-type: none"> • Constraints education • Identify a menu of possible constraints (legal, physical, etc. constraints to future development) • Identify tradeoffs and impacts • Create constraints map, adjust as necessary • Present preliminary future land use categories 	<ul style="list-style-type: none"> • Element and future land use mapping education • Develop land use goals and objectives • Develop and present future land use alternatives • Identify and resolve inconsistencies • Modify future land use alternatives • Choose a preferred future land use scenario • Develop final maps • Draft policy options and implementation tools 	<ul style="list-style-type: none"> • Implementation tools education • Develop local policy options, identify implementation tools, and develop action plan to accomplish these 	<ul style="list-style-type: none"> • Develop draft local plans • Present local policies and plan maps • Recommend local draft plans for adoption • Adopt local plans • Resolve conflicts and inconsistencies • Develop draft county plan • Present county policies and plan maps • Recommend county draft plan for adoption • Adopt county plan
<ul style="list-style-type: none"> • General Awareness Tools • Direct contact (A) contact targeted stakeholders for participation at cluster meetings • Educational Sessions (Ed) at beginning of each cluster meeting for each element • Public Input (I) opportunity at each cluster meeting for public to voice concerns • Cluster Meetings (DM) develop element goals and objectives and discuss broad policy options 	<ul style="list-style-type: none"> • General Awareness Tools • Focus Groups (F) identify constraints based on data, public input, and goals and objectives • Educational Sessions (E) conduct education illustrating how constraints are selected and used for future land use mapping • Cluster groups (DM) develop constraints maps, review preliminary land use categories 	<ul style="list-style-type: none"> • General Awareness Tools • Community Fair (A, E) provide information and activities regarding land use for adults and youth • Cluster group (DM) develop land use related goals, objectives, constraints and mapping categories; approve preferred land use alternatives; discuss implementation tools • Open House (E, I) Discuss how maps were created and gather citizen input • Website (A, Ed) post land use scenario maps. Create forum for public input • Educational Sessions (Ed) Discuss how alternatives were created and how they influence the plan 	<ul style="list-style-type: none"> • General Awareness Tools • Cluster group (DM) develop local policies, identify implementation tools, and develop action plan to accomplish these 	<ul style="list-style-type: none"> • General Awareness Tools • Open House (Ed, I) Review the plan and gather public input • Public Hearing (F) Gather public input concerning the plan

MONTHS

- a. **Cluster Workshop:** Meetings of the local communities in a regional format. Break-out sessions with dedicated facilitator for each community.
- b. **Chwiler: Informational Meeting:** Meetings of the local communities in a regional format. No break-out sessions.
- c. **Core 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:** Waupaca County Planning & Zoning Committee.

Appendix 3. Waupaca County Comprehensive Plan Recommended Cluster Meeting Schedule

Background Information and Issue Identification

1. Cluster Informational Meeting

- ♦ Introduction to planning process
- ♦ Discuss cluster rules and responsibilities
- ♦ Appoint chairs and vice chairs
- ♦ Assign creation of local public participation/education plan
- ♦ Assign gathering of local land use information
 1. Existing local plans, studies, and ordinances
 2. Utility and community facility information
 3. Existing intergovernmental agreements
 4. Existing transportation plans

2. Cluster Workshop

- ♦ Present results of local data gathering
 1. Demographics
 2. Housing
 3. Existing land use
- ♦ Present results of focus groups
- ♦ Identify local and regional issues, opportunities, and desires

Goals & Objectives Focus Natural & Cultural Resources

3. Cluster Workshop

- ♦ Present information on Natural & Cultural Resources
- ♦ Develop Natural & Cultural Resource goals and objectives

4. Cluster Workshop

- ♦ Share local draft goals and objectives with the cluster group
- ♦ Discuss broad Natural & Cultural Resource policy and implementation options

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

11. Cluster Workshop

- ♦ Review suitability maps, Land Use categories, and related goals and objectives
- ♦ Develop Land Use goals, objectives, and categories

12. Cluster Informational Meeting

- ♦ Invite all community residents/property owners to attend
- ♦ Present draft Land Use goals, objectives, and categories
- ♦ Obtain feedback and input from the public

Policies and Implementation Focus

13. Cluster Workshop

- ♦ Review and validate adjusted Land Use goals, objectives, and categories
- ♦ Discuss broad Land Use policy and implementation options

14. Cluster Workshop

- ♦ Present alternative Land Use scenarios based on suitability maps
- ♦ Continue discussion of policy and implementation options

15. Cluster Workshop

- ♦ Modify Land Use scenarios as needed
- ♦ Finalize local policies and implementation tools

16. Cluster Workshop

- ♦ Discuss action plan
- ♦ Finalize implementation strategy

Revision and Approval Process

17. Cluster Workshop

- ♦ Review preliminary draft of local plan
- ♦ Prepare for public presentation of draft plan

INTRODUCTION

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

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

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

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

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

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



SURVEY BACKGROUND

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

SURVEY METHODOLOGY

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

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

SURVEY RESPONSE

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

Community	Occupied Housing Units	Surveys Sent	Surveys Returned	Response Rate
Manawa (C)	530	197	83	42.0%
Ogdensburg (V)	94	51	16	31.5%
Little Wolf	511	332	123	37.0%
Royalton	524	371	139	37.4%
St. Lawrence	284	238	61	25.6%
Central Cluster	2,053	1,190	422	35.5%
Waupaca County	19,863	10,575	4,033	38.1%

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

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

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

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

	Little Wolf	Royalton	St. Lawrence	Manawa (C)	Ogdensburg (V)	Central Cluster	Waupaca County
Margin of Error	+/- 8	+/- 8	+/- 12	+/-10	+/- 23	+/- 4	+/- 1

HOW TO READ THE REPORT

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

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

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

NORTHWEST CLUSTER

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

SOUTHWEST CLUSTER

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

NORTHEAST CLUSTER

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

SOUTHEAST CLUSTER

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

"Type of residence."

In the Central Cluster, most respondents (40%) identified their primary residence as rural/non-farm; 28% were urban/suburban; 22% were rural farm; and 9% 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	0%	1%	3%	0%	6%	1%
Urban / Suburban	16%	11%	0%	92%	38%	28%
Rural Farm	36%	20%	31%	0%	19%	22%
Rural Non-Farm	43%	50%	56%	8%	38%	40%
Not Waupaca Co	5%	18%	10%	0%	0%	9%

"Use of rural residential property."

In the Central Cluster, nearly 1/2 (44%) of all rural residents were farms (24% part-time/hobby farms; 20% full-time farms); 33% stated "other" rural non-farm use; 20% 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	3%	4%	0%	0%	3%
Full-time farm	27%	13%	23%	14%	0%	20%
Part-time/hobby farm	23%	25%	25%	0%	44%	24%
Recreational	13%	27%	17%	29%	33%	20%
Other	35%	32%	32%	57%	22%	33%

" Total acres owned in Waupaca County."

In the Central Cluster, 1/2 (50%) of respondents own 10 acres or less (32% 1 - 10 acres; 18% less than one acre); 17% own 11 to 40 acres; 10% own 41 to 80 acres; 13% own 81 to 200 acres; and 8% 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	0%	1%	3%	6%	0%	2%
< 1 acre	11%	10%	0%	57%	6%	18%
1- 10 acres	32%	41%	20%	23%	38%	32%
11- 40 acres	18%	15%	31%	6%	31%	17%
41- 80 acres	10%	14%	15%	2%	6%	10%
81- 200 acres	15%	13%	21%	2%	13%	13%
201- 500 acres	13%	4%	8%	4%	6%	7%
> 500 acres	2%	1%	2%	0%	0%	1%

" Age."

In the Central Cluster, most respondents (31%) are 65 years and older; 10%, 60 to 64; 8%, 55 to 59; 23%, 45 to 54; 19%, 35 to 44; 8% 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	0%	2%	2%	0%	0%	1%
20 - 24 yrs.	1%	1%	0%	2%	0%	1%
25 - 34 yrs.	9%	8%	7%	7%	13%	8%
35 - 44 yrs.	24%	16%	18%	16%	19%	19%
45 - 54 yrs.	25%	22%	21%	23%	13%	23%
55 - 59 yrs.	10%	12%	2%	6%	0%	8%
60 - 64 yrs.	11%	9%	15%	6%	19%	10%
65 & over	20%	31%	36%	40%	38%	31%

" Years residing in/ visiting Waupaca County."

In the Central Cluster, over 3/4 (76%) of respondents either resided in or visited Waupaca County for over 20 years; 5%, 15 to 20 years; 8%, 11 to 14 years; 5%, 5 to 10 years; 4%, 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	0%	0%	1%
< 1 years	0%	2%	0%	1%	0%	1%
1-4 years	6%	2%	2%	5%	0%	4%
5-10 years	6%	4%	5%	8%	0%	5%
11-14 years	8%	9%	5%	10%	0%	8%
15-20 years	5%	7%	2%	2%	25%	5%
> 20 years	74%	75%	87%	73%	75%	76%

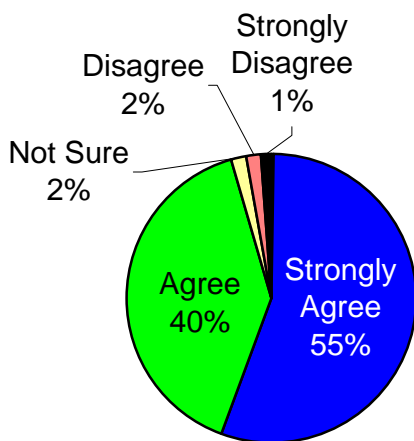
NATURAL RESOURCE VALUES AND DESIRES

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."

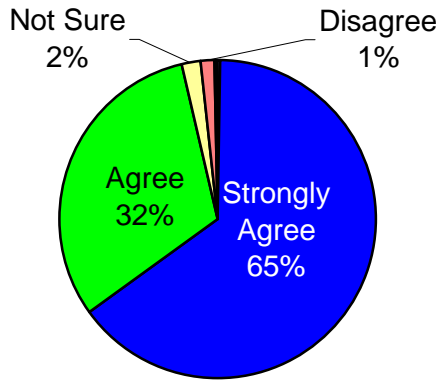


In the Central Cluster, protecting natural resources is important to almost all landowners. 95% of respondents agree with more than 1/2 (55%) that strongly agree, while only 3% disagree.

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

Q3	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	0%	0%	0%	0%	0%
Strongly Agree	62%	53%	54%	49%	63%	55%
Agree	33%	42%	41%	48%	25%	40%
Not Sure	3%	0%	3%	0%	6%	2%
Disagree	1%	3%	0%	1%	6%	2%
Strongly Disagree	1%	1%	2%	1%	0%	1%

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

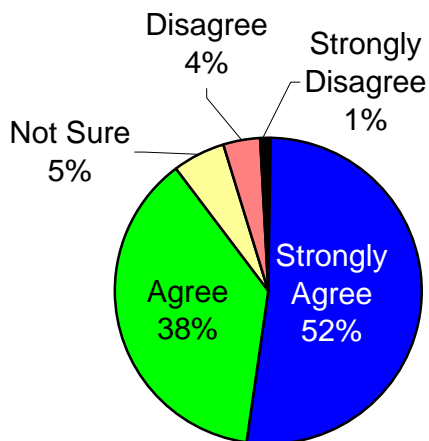


In the Central Cluster, protecting water resources is important to almost all landowners. 97% agree with nearly 2/3 (65%) that strongly agree, while only 1% disagree.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	0%	0%	0%	0%	0%
Strongly Agree	67%	62%	70%	59%	75%	65%
Agree	28%	34%	28%	39%	19%	32%
Not Sure	3%	1%	2%	1%	0%	2%
Disagree	1%	2%	0%	1%	6%	1%
Strongly Disagree	0%	1%	0%	0%	0%	0%

" Protecting wildlife habitat is important to me."

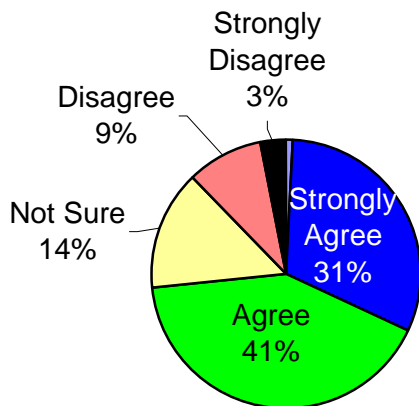


In the Central Cluster, 90% of landowners agree that protecting wildlife habitat is important (52% strongly agree), while 5% disagree.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	0%	0%	0%	0%	0%
Strongly Agree	51%	55%	48%	47%	75%	52%
Agree	38%	33%	44%	43%	19%	38%
Not Sure	7%	6%	2%	7%	0%	5%
Disagree	2%	5%	5%	2%	6%	4%
Strongly Disagree	1%	1%	2%	0%	0%	1%

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

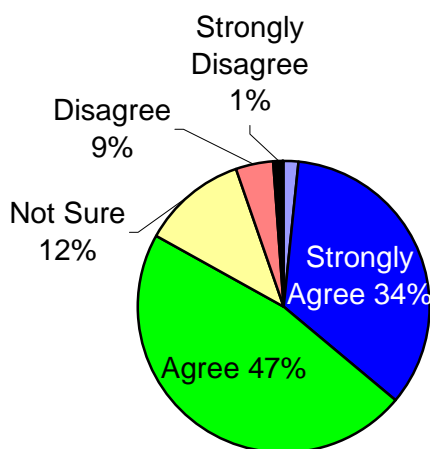


In the Central Cluster, nearly 3/4 (72%) of landowners agree that strategies should be adopted to prevent forest fragmentation (31% strongly agree), while 12% disagree.

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

Q15	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	0%	0%	2%	0%	1%
Strongly Agree	29%	29%	39%	28%	44%	31%
Agree	42%	42%	33%	48%	25%	41%
Not Sure	16%	12%	16%	13%	19%	14%
Disagree	7%	12%	8%	8%	6%	9%
Strongly Disagree	3%	4%	3%	0%	6%	3%

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



In the Central Cluster, most landowners (81%) agree that the amount of water that runs off from development into our surface water should be decreased (34% strongly agree), while 10% disagree.

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

Q18	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	2%	0%	1%	0%	2%
Strongly Agree	31%	34%	43%	31%	50%	34%
Agree	52%	47%	41%	47%	31%	47%
Not Sure	11%	10%	11%	16%	13%	12%
Disagree	2%	5%	3%	5%	6%	4%
Strongly Disagree	2%	1%	2%	0%	0%	1%

AGRICULTURE VALUES AND DESIRES

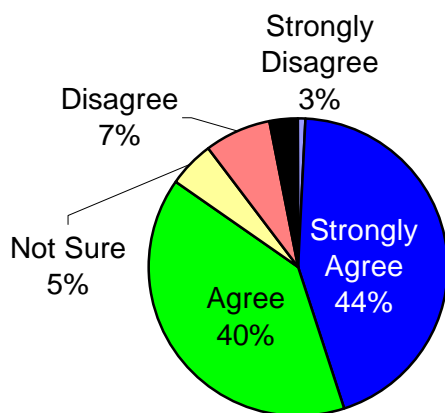
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified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

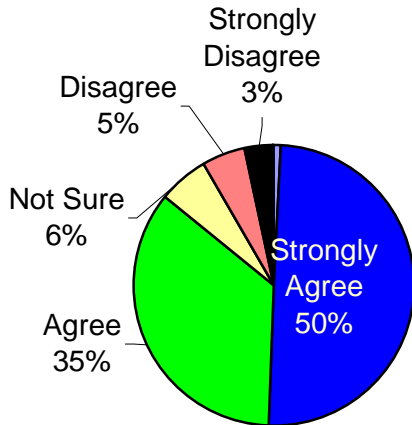


In the Central Cluster, over 3/4 (84%) of landowners agree that protecting their community's farmland is important (44% strongly agree), while 10% disagree. The percentage of respondents that agree varies from 79% to 94% between communities.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	1%	0%	1%	0%	1%
Strongly Agree	40%	46%	54%	37%	63%	44%
Agree	39%	35%	36%	53%	31%	40%
Not Sure	9%	5%	3%	2%	0%	5%
Disagree	8%	10%	2%	5%	6%	7%
Strongly Disagree	3%	4%	5%	1%	0%	3%

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

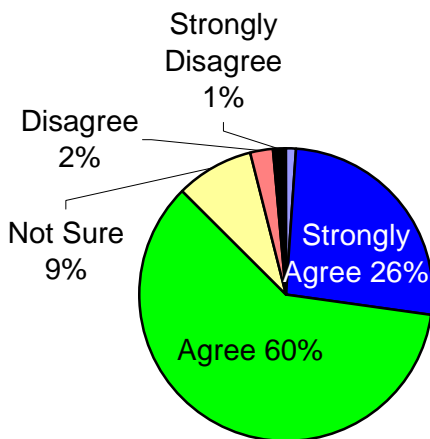


In the Central Cluster, even more landowners (85%) agree and 1/2 (50%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (8%) disagree.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	1%	2%	0%	0%	1%
Strongly Agree	48%	50%	61%	41%	63%	50%
Agree	35%	32%	30%	46%	31%	35%
Not Sure	6%	6%	3%	7%	6%	6%
Disagree	7%	6%	0%	5%	0%	5%
Strongly Disagree	3%	4%	5%	1%	0%	3%

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

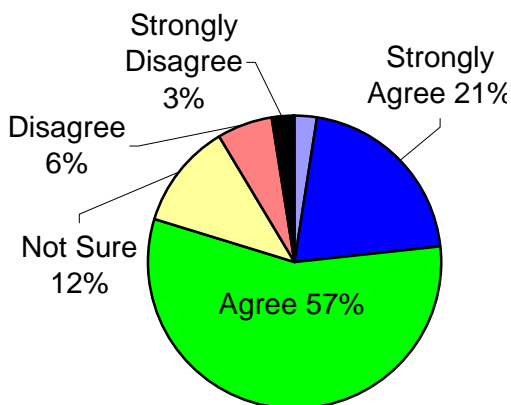


In the Central Cluster, over 3/4 (86%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (26% strongly agree), while only 3% disagree. The Central Cluster strongly agrees the most compared to other regions (17% - 23%).

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	0%	0%	1%
Strongly Agree	28%	22%	34%	23%	31%	26%
Agree	56%	63%	52%	66%	69%	60%
Not Sure	10%	8%	11%	8%	0%	9%
Disagree	3%	3%	0%	2%	0%	2%
Strongly Disagree	0%	4%	2%	0%	0%	1%

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

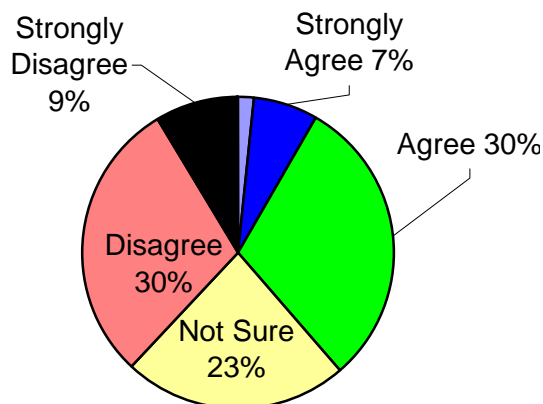


In the Central Cluster, over 3/4 (78%) agree that land use strategies should balance residential growth with farmland protection (21% strongly agree), while 9% disagree. The level of agreement varies from 72% to 82% between communities.

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

Q24	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	2%	2%	2%	0%	2%
Strongly Agree	20%	19%	23%	20%	38%	21%
Agree	60%	53%	59%	60%	38%	57%
Not Sure	8%	17%	8%	11%	13%	12%
Disagree	6%	6%	5%	6%	13%	6%
Strongly Disagree	2%	4%	3%	0%	0%	3%

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

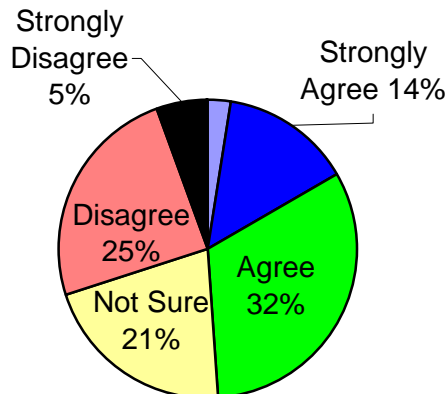


In the Central Cluster, landowners are equally divided regarding future farm expansion not being allowed near existing homes (37% agree, 39% disagree). Nearly 1/4 are not sure (23%).

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	2%	6%	2%
Strongly Agree	6%	6%	8%	6%	13%	7%
Agree	33%	28%	25%	37%	19%	30%
Not Sure	22%	24%	21%	25%	19%	23%
Disagree	29%	30%	36%	24%	31%	30%
Strongly Disagree	8%	10%	10%	5%	13%	9%

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

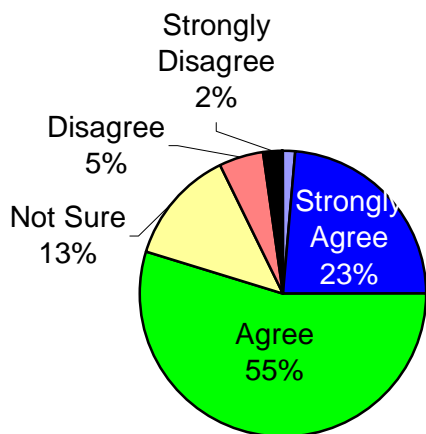


In the Central Cluster, almost 1/2 (46%) of landowners agree that future homes should not be allowed near existing farming operations (14% strongly agree). However, 30% disagree, with a large percentage that are not sure (21%). Compared to the previous question, there is more agreement to limit future 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	0%	5%	6%	3%
Strongly Agree	17%	14%	11%	13%	6%	14%
Agree	28%	29%	31%	45%	31%	32%
Not Sure	27%	22%	13%	18%	13%	21%
Disagree	19%	26%	39%	18%	38%	25%
Strongly Disagree	7%	7%	5%	1%	6%	5%

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

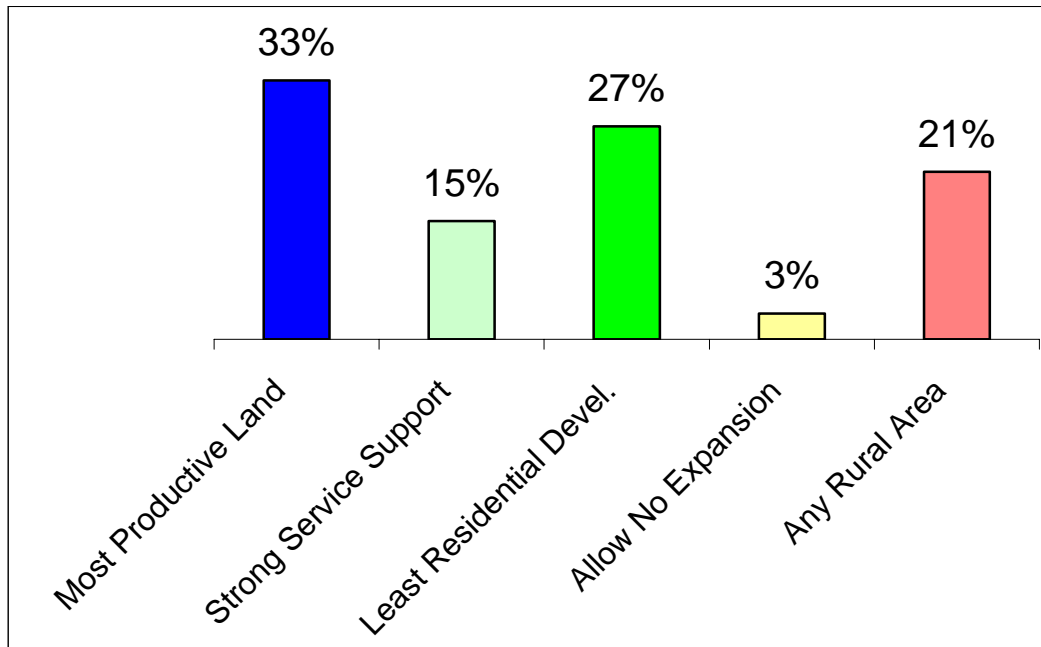


In the Central Cluster, over 3/4 (78%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (23% strongly agree), while 7% disagree. The Central Cluster strongly agrees the most compared to other regions (13% - 20%).

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	2%	0%	0%	1%
Strongly Agree	23%	23%	23%	24%	31%	23%
Agree	55%	57%	49%	58%	44%	55%
Not Sure	12%	14%	13%	11%	13%	13%
Disagree	4%	3%	10%	6%	13%	5%
Strongly Disagree	3%	1%	3%	1%	0%	2%

" Where should future dairy and livestock expansion occur?"



In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **In the Central Cluster**, most landowners (33%) identified that expansion should occur on the most productive land. The second choice most often identified (27%) was to locate expansion in areas with the least amount of residential development. Any rural area ranked third (21%). Areas with strong service support ranked fourth (15%). Only 3% said no expansion should take place, which is consistent with the low percentage of respondents (7%) that did not want expansion to occur as noted in the previous question. The answers provided by this question should prove extremely useful as communities determine how they will address Wisconsin's new livestock facility siting and expansion law.

Countywide, ranking of these choices did not change by Cluster or within demographic variables.

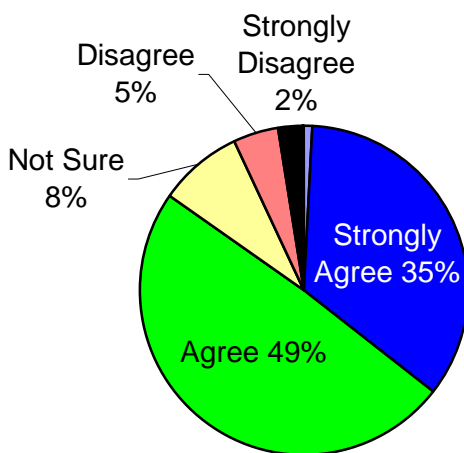
Q20	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Most Productive Land	31%	34%	33%	35%	35%	33%
Strong Service Support	17%	16%	17%	10%	15%	15%
Least Residential Development	25%	28%	23%	33%	23%	27%
Allow No Expansion	4%	3%	6%	2%	0%	3%
Any Rural Area	23%	20%	22%	20%	27%	21%

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."

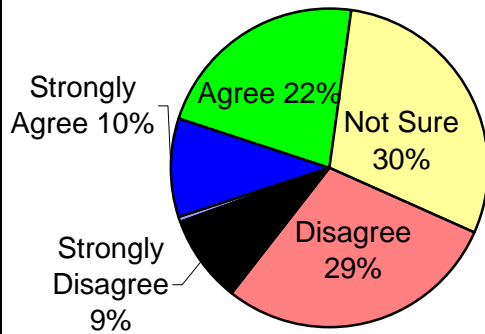


In the Central Cluster, over 3/4 (84%) of landowners agree that rural character should be protected in their community (35% strongly agree), while few disagree (7%).

Countywide, 85% of landowners agree (35% strongly agree), while 6% disagree and 9% are not sure. The percentage of respondents that agree varies from 83% in the Northeast Cluster to 90% in the Northwest Cluster. By type of residence, rural landowners strongly agree the most (45% part-time/hobby farms; 39% "other" rural non-farm; 38% non-county residents; 33% full-time farms). While 82% of urban/suburban landowners also agree, less than 1/3 (28%) strongly agree.

Q8	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	0%	0%	0%	0%	1%
Strongly Agree	37%	30%	46%	24%	63%	35%
Agree	45%	50%	46%	61%	25%	49%
Not Sure	6%	12%	3%	11%	6%	8%
Disagree	7%	4%	3%	2%	6%	5%
Strongly Disagree	2%	4%	2%	1%	0%	2%

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



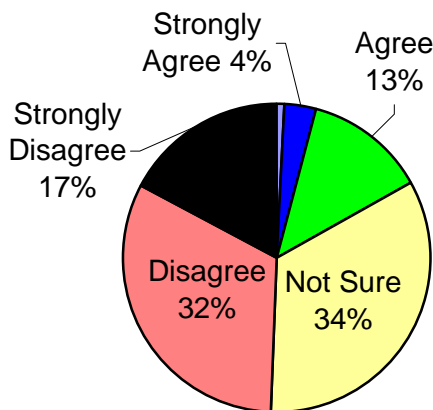
In the Central Cluster, landowners are divided regarding the need for more public land in their community. Over 1/3 (38%) disagree, just under 1/3 (32%) agree, and more than 1/4 (30%) are not sure.

Countywide, respondents are also divided (37% agree; 34% disagree; 28% not sure). A greater percentage agree in the Southwest (43% agree, 31% disagree) and Southeast (41% agree, 29% disagree), while a greater percentage disagree in the Northeast (29% agree, 38% disagree), Northwest (33% agree, 41% disagree) and Central (32% agree, 38% disagree) Clusters. Some regional difference might be explained by the fact that nearly 1/2 (45%) of urban/suburban

landowners agree, while a majority of all farms (53%) and nearly 2/3 (64%) of full-time farms disagree. In addition, most of those who own less than ten acres (44 - 48%) and those under 55 years old (41 - 45%) also agree. By tenure, a majority of landowners residing in or visiting Waupaca County for less than five years (71%, less than one year; 53% 1 to 4 years) agree and strongly agree the most (31% and 20%, respectively). Most from 5 - 20 years (42% - 44%) also agree, while most (38%) who owned land for more than 20 years disagree. Due to the high number of respondents who have owned land more than 20 years (68%), their response to this question heavily weights the countywide average.

Q9	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	0%	0%	0%	0%	0%
Strongly Agree	7%	11%	11%	12%	13%	10%
Agree	20%	26%	20%	22%	19%	22%
Not Sure	33%	22%	31%	37%	19%	30%
Disagree	28%	31%	31%	24%	31%	29%
Strongly Disagree	11%	10%	7%	5%	19%	9%

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

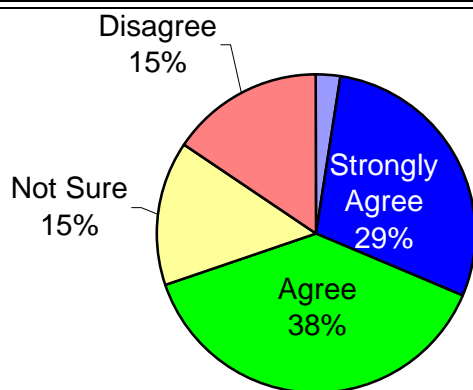


In the Central Cluster, almost 1/2 (49%) disagree their community should become a bedroom community (live here, work elsewhere) (17% strongly disagree), while only 17% agree. Furthermore, over 1/3 (34%) are not sure. The level of disagreement varies from 31% to 58% between communities.

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

Q7	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	0%	0%	1%
Strongly Agree	3%	3%	3%	1%	25%	4%
Agree	7%	14%	11%	17%	19%	13%
Not Sure	33%	42%	28%	25%	25%	34%
Disagree	40%	27%	33%	31%	25%	32%
Strongly Disagree	15%	13%	25%	25%	6%	17%

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



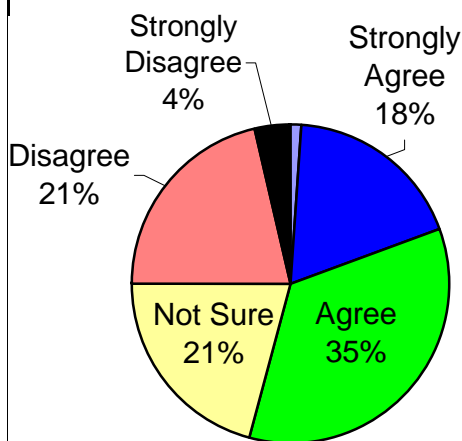
In the Central Cluster, 2/3 (67%) agree that they should be allowed to use their property as they see fit (29% strongly agree), while 15% disagree and 15% are not sure.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	4%	2%	2%	2%	0%	3%
Strongly Agree	28%	30%	33%	20%	44%	29%
Agree	37%	36%	41%	45%	25%	38%
Not Sure	16%	15%	10%	17%	6%	15%
Disagree	15%	16%	15%	14%	25%	15%
Strongly Disagree	0%	1%	0%	1%	0%	0%

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



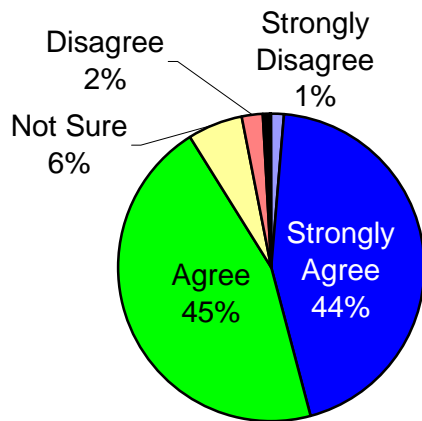
In the Central Cluster, over 1/2 (53%) agree that their neighbors should be allowed to use their property as they see fit (18% strongly agree). 1/4 (25%) disagree (4% strongly disagree), while 21% are not sure. This is less than the 2/3 (67%) who agreed in the previous question that they should be able 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	0%	0%	0%	1%
Strongly Agree	18%	20%	18%	16%	19%	18%
Agree	33%	35%	38%	36%	31%	35%
Not Sure	20%	21%	21%	23%	19%	21%
Disagree	24%	18%	21%	24%	13%	21%
Strongly Disagree	2%	5%	2%	1%	19%	4%

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

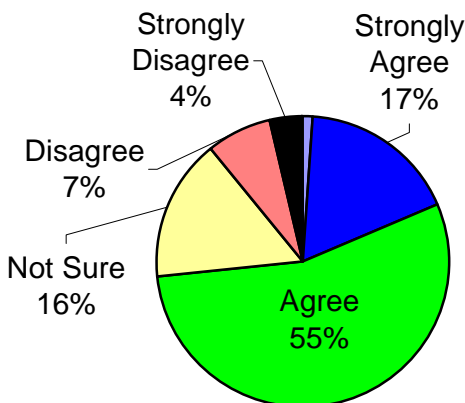


In the Central Cluster, nine in ten landowners (89%) agree that protecting their neighbor's private property rights is important (44% strongly agree), while only 3% disagree and 6% are not sure. This compares to just over 1/2 (53%) that agree their neighbor should be able to use their property as they 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	2%	0%	0%	1%
Strongly Agree	37%	47%	49%	42%	69%	44%
Agree	54%	41%	39%	49%	25%	45%
Not Sure	2%	9%	5%	6%	6%	6%
Disagree	3%	1%	5%	1%	0%	2%
Strongly Disagree	0%	2%	0%	1%	0%	1%

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

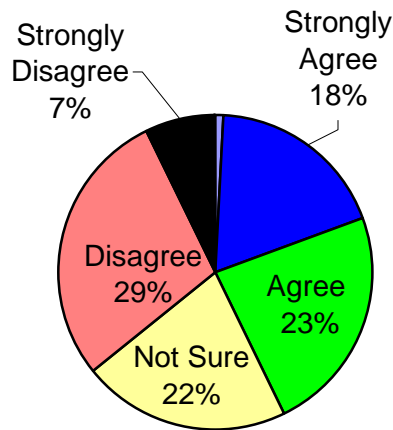


In the Central Cluster, almost 3/4 (72%) of landowners agree that land use strategies are necessary to protect community interests (17% strongly agree), while 11% disagree (4% strongly disagree) and 16% are not sure. Level of agreement varies from 64% to 79% between communities.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	2%	1%	0%	1%
Strongly Agree	16%	19%	16%	14%	31%	17%
Agree	57%	52%	48%	65%	44%	55%
Not Sure	14%	17%	20%	14%	13%	16%
Disagree	7%	9%	10%	5%	0%	7%
Strongly Disagree	4%	4%	5%	0%	13%	4%

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



In the Central Cluster, landowners are divided about residential development not occurring in rural areas of Waupaca County (41% agree, 36% disagree, 22% not sure). Level of agreement varies from 35% to 45% between communities.

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

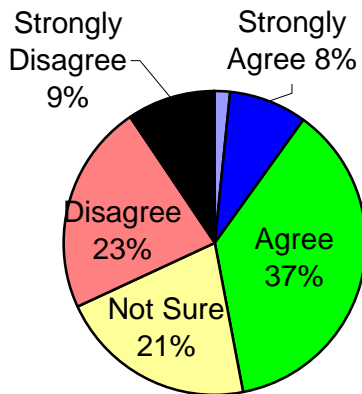
Some regional differences might be explained by the fact that nearly 1/2 of all part-time/hobby farms (48%), rural recreational landowners (47%), and full-time farms (44%) agree. In addition, those who own from 11 to 40 acres (43%), 81 to 200 acres (44%), and those less than age 45 (42 - 55%) are also more likely to agree.

Urban/suburban landowners disagree the most (40%). And, although more full-time farms strongly agree the most (25%), nearly one-third (32%) disagree. Those who disagree more include landowners with more than 200 acres (38 - 45%), as well as those age 60-64 (44%).

Nearly 1/2 (49%) residing or visiting in Waupaca County for 5 - 10 years agree (37% disagree), while most of those 11 - 14 years (44%) disagree (32% agree).

Q10	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	0%	0%	1%
Strongly Agree	14%	19%	21%	17%	44%	18%
Agree	21%	26%	23%	24%	13%	23%
Not Sure	25%	16%	25%	23%	25%	22%
Disagree	28%	29%	25%	33%	19%	29%
Strongly Disagree	9%	9%	7%	4%	0%	7%

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

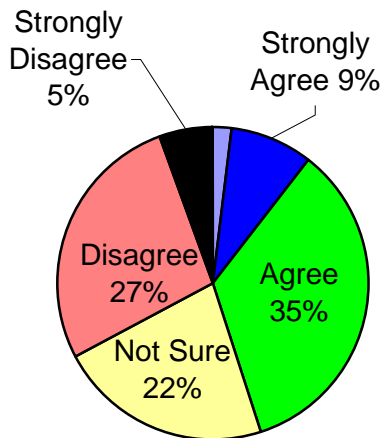


In the Central Cluster, almost 1/2 (45%) of landowners agree that if rural residential development takes place it should be scattered randomly throughout this area of Waupaca County (8% strongly agree). Nearly 1/3 (31%) disagree, while one in five (21%) were not sure.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	4%	0%	2%	1%	0%	2%
Strongly Agree	8%	10%	5%	6%	19%	8%
Agree	36%	34%	36%	46%	31%	37%
Not Sure	15%	27%	20%	23%	19%	21%
Disagree	28%	20%	28%	16%	19%	23%
Strongly Disagree	10%	9%	10%	8%	13%	9%

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

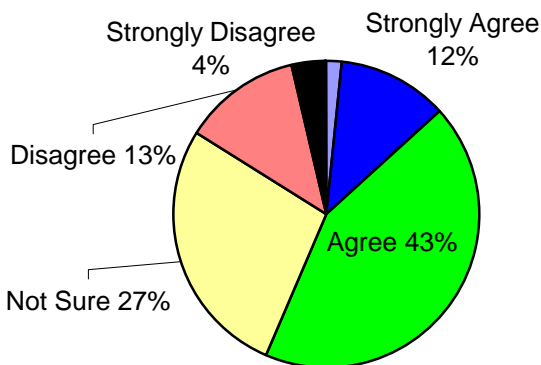


In the Central Cluster, almost 1/2 (44%) of landowners agree if rural residential development takes place it should be clustered in specific locations (9% strongly agree). Nearly 1/3 (32%) disagree and one in five (22%) are not sure. This is similar to the previous question and might indicate a need 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	0%	2%	6%	2%
Strongly Agree	5%	10%	10%	8%	19%	9%
Agree	39%	33%	34%	30%	38%	35%
Not Sure	20%	26%	26%	22%	0%	22%
Disagree	28%	22%	25%	36%	31%	27%
Strongly Disagree	6%	8%	5%	1%	6%	5%

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

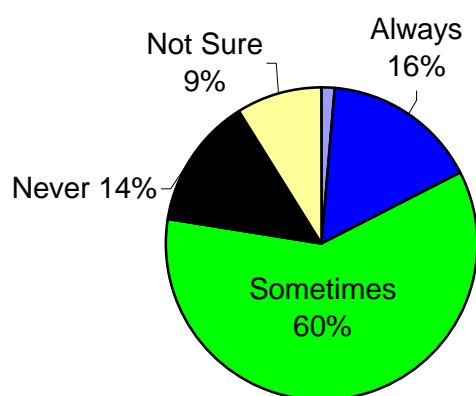


In the Central Cluster, a majority (55%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (12% strongly agree), while 17% disagree and 27% are not sure.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	4%	0%	2%
Strongly Agree	7%	9%	18%	14%	25%	12%
Agree	42%	42%	46%	46%	31%	43%
Not Sure	30%	27%	25%	28%	25%	27%
Disagree	15%	15%	10%	8%	6%	13%
Strongly Disagree	4%	5%	2%	0%	13%	4%

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



In the Central Cluster, a majority (60%) 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 9% 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	0%	2%	1%	6%	1%
Always	19%	14%	18%	13%	19%	16%
Sometimes	60%	63%	51%	63%	56%	60%
Never	11%	15%	16%	12%	13%	14%
Not Sure	7%	8%	13%	11%	6%	9%

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
Manawa (C)	530	200	81	40.5%
Ogdensburg (V)	94	41	19	46.3%
Little Wolf	511	272	97	35.7%
Royalton	524	313	130	41.5%
St. Lawrence	284	198	87	43.9%
Central Cluster	2,053	1,024	414	40.4%
Waupaca County	19,863	9,619	4,001	41.6%

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

accurately the survey results reflect community opinions.

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

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

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

	Little Wolf	Royalton	St. Lawrence	Manawa (C)	Ogdensburg (V)	Central Cluster	Waupaca County
Margin of Error	+/- 8	+/- 7	+/- 8	+/-8	+/- 17	+/- 4	+/- 1

HOW TO READ THE REPORT

The following report includes a pie chart or bar graph summarizing the County data for each question (other than the demographic questions) and an accompanying narrative description. The narrative includes summary statements for both the County and Cluster results. Individual community and Cluster results are reported in a table below the pie chart and narrative. Reports for other Clusters and the County are available on the county website (www.co.waupaca.wi.us) by clicking on “Comprehensive Planning”.

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

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

NORTHWEST CLUSTER

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

SOUTHWEST CLUSTER

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

NORTHEAST CLUSTER

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

SOUTHEAST CLUSTER

Cities of New London and Weyauwega; Village of 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.

In the Central Cluster, most respondents (33%) identified their primary residence as rural/non-farm; 22% were urban/suburban; 21% were farm; and 14% were non-resident landowners.

Q32	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Urban/Suburban	11%	8%	1%	69%	42%	22%
Rural Non-farm	35%	36%	36%	20%	37%	33%
Farm	18%	9%	18%	1%	0%	11%
Hobby Farm	11%	15%	14%	0%	0%	10%
Shoreland	13%	19%	1%	9%	0%	11%
Absentee	11%	14%	30%	1%	21%	14%

" 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 acres.

In the Central Cluster, over 1/2 (57%) of respondents own 10 acres or less (35% 1 - 10 acres; 22% less than one acre); 20% own 11 to 40 acres; 12% own 41 to 80 acres; 8% own 81 to 200 acres; 3% own 201 to 500 acres; and 1% own over 500 acres.

Q31	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
< 1 acre	13%	16%	0%	62%	26%	22%
1- 10 acres	40%	44%	26%	22%	32%	35%
11- 40 acres	22%	20%	29%	9%	16%	20%
41- 80 acres	10%	12%	24%	5%	11%	12%
81- 200 acres	11%	4%	16%	1%	11%	8%
201- 500 acres	2%	3%	5%	1%	5%	3%
> 500 acres	1%	1%	0%	0%	0%	1%

" Age."

Countywide, almost 1/2 (48%) are age 45-64; 26% are over 65; 26% are age 18-45

By comparison, the 2000 population census for Waupaca County included: 25% age 45-64; 17% over age 64; 29% age 18-45

In the Central Cluster, almost 1/2 (48%) are age 45-64; 22% are over 65; 29% are age 18-45

Q30	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
18 - 24 yrs.	1%	1%	0%	1%	0%	1%
25 - 34 yrs.	8%	4%	4%	16%	16%	8%
35 - 44 yrs.	21%	20%	20%	18%	21%	20%
45 - 54 yrs.	26%	25%	24%	22%	21%	24%
55 - 64 yrs.	25%	28%	32%	14%	11%	24%
65 - 74 yrs.	12%	13%	14%	15%	11%	13%
75 - 84 yrs.	5%	7%	7%	14%	11%	8%
85 & over	1%	2%	0%	0%	11%	1%

" Years residing in/ visiting Waupaca County."

Countywide, 1/2 (50%) of respondents either resided in or visited Waupaca County for over 20 years; 12%, 15 to 20 years; 10%, 11 to 14 years; 15%, 5 to 10 years; 10%, 1 to 4 years; and 3%, less than one year.

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

In the Central Cluster, over 1/2 (54%) of respondents either resided in or visited Waupaca County for over 20 years; 10%, 15 to 20 years; 11%, 11 to 14 years; 13%, 5 to 10 years; 9%, 1 to 4 years; and 3%, less than one year.

Q28	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
< 1 years	1%	0%	3%	8%	5%	3%
1-4 years	16%	7%	5%	6%	16%	9%
5-10 years	14%	13%	8%	17%	11%	13%
11-14 years	9%	10%	18%	9%	11%	11%
15-20 years	12%	12%	9%	6%	11%	10%
> 20 years	48%	57%	57%	54%	47%	54%

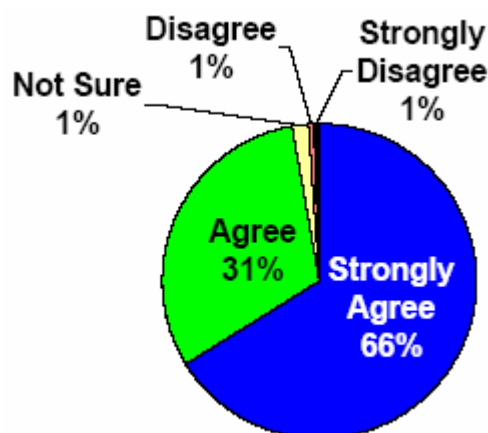
The “9 Elements” of Comprehensive Planning

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 “9 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
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."

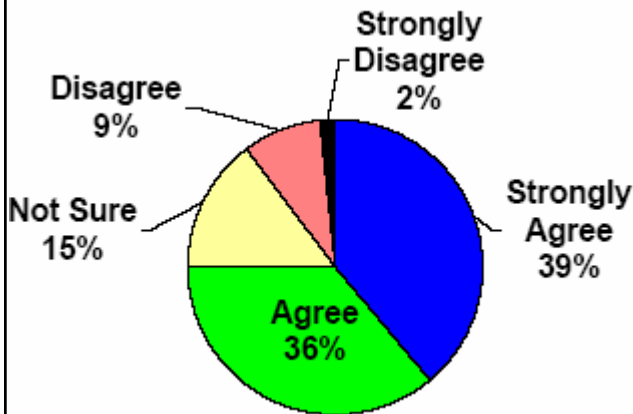


Countywide, a majority (97%) agree (66% strongly agree) that protecting lakes, streams, wetlands, and groundwater is important, the highest consensus of any survey question, while only 2% disagree (1% strongly disagree) and 1% are not sure. By type of residence, a majority of respondents strongly agree (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.

In the Central Cluster, 98% agree (64% strongly agree), while 1% disagree (0% strongly disagree) and 1% are not sure.

Q2	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	61%	69%	67%	65%	58%	64%
Agree	35%	29%	30%	31%	42%	34%
Not Sure	2%	2%	0%	2%	0%	1%
Disagree	1%	0%	1%	1%	0%	1%
Strongly Disagree	1%	0%	1%	0%	0%	0%

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

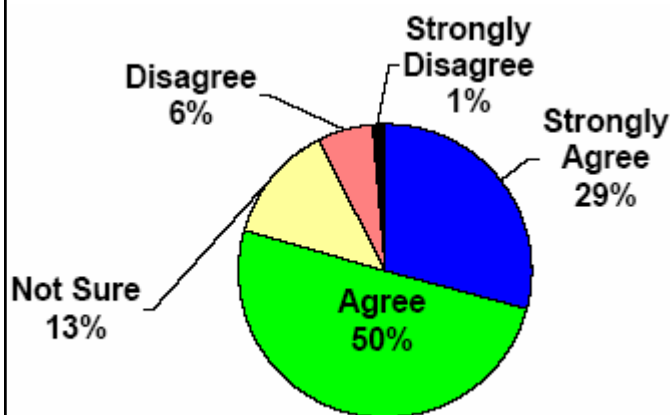


Countywide, 3/4 (75%) agree (39% strongly agree) that protecting large, connected tracts of forestland from being broken apart is important, while 11% disagree (2% strongly disagree), and 15% are not sure. The level of agreement generally declines as acres owned increases (78%, 1 to 10 acres; 52%, over 500 acres) and the level of disagreement increases (9%, 1 - 10 acres; 36% over 500 acres). Respondents age 18 to 24 and 25 to 34 agree more (79% and 82%, respectively). By type of residence, rural hobby farms agree more (79%) and strongly agree more (46%). Landowners with less than one year of tenure also agree more (81%).

In the Central Cluster, 74% agree (39% strongly agree), while 11% disagree (2% strongly disagree) and 2% are not sure.

Q4	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	35%	38%	36%	40%	47%	39%
Agree	40%	43%	37%	32%	21%	35%
Not Sure	15%	13%	11%	17%	21%	15%
Disagree	8%	6%	17%	9%	5%	9%
Strongly Disagree	2%	1%	0%	2%	5%	2%

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

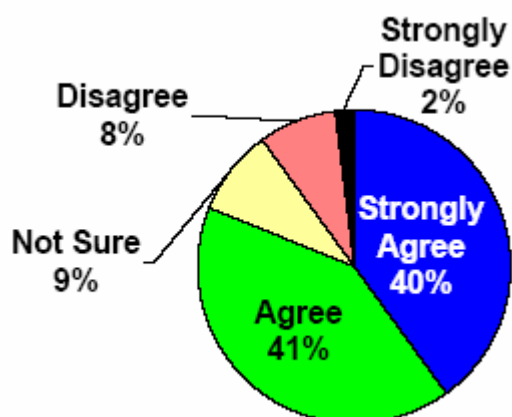


Countywide, over 3/4 (79%) agree (29% strongly agree) that protecting historical sites and structures is important, while only 7% disagree (1% strongly disagree), and 13% are not sure. Landowners with 81 or more acres agree less (59% - 72%), with one in three landowners with over 500 acres not sure. Respondents age 18 to 24 (88%), 25 to 34 (82%), and over 85 (86%), as well as, rural hobby farms (84%) agree more.

In the Central Cluster, 80% agree (31% strongly agree), while 7% disagree (1% strongly disagree) and 13% are not sure.

Q3	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	26%	24%	28%	31%	47%	31%
Agree	49%	56%	47%	53%	37%	49%
Not Sure	17%	14%	13%	9%	11%	13%
Disagree	5%	5%	11%	5%	5%	6%
Strongly Disagree	2%	1%	1%	2%	0%	1%

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

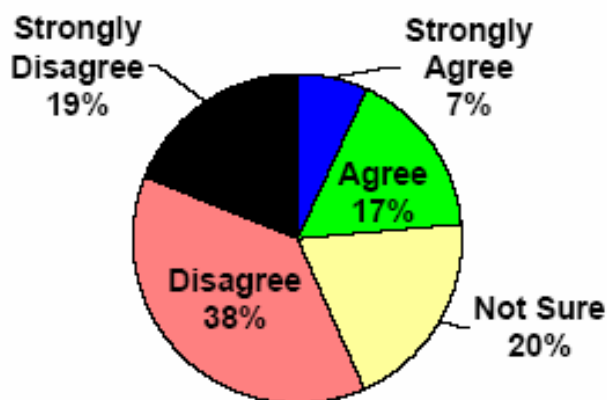


Countywide, four in five (81%) agree (40% strongly agree) that protecting farmland is important, while 10% disagree (2% strongly disagree) and 9% are not sure. By type of residence, a majority of farms strongly agree (52%, rural hobby farms; 50%, rural farms). However, fewer landowners with more than 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%).

In the Central Cluster, 81% agree (46% strongly agree), 11% disagree (2% strongly disagree) and 7% are not sure.

Q1	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	44%	50%	46%	38%	53%	46%
Agree	34%	38%	36%	43%	26%	35%
Not Sure	5%	7%	9%	10%	5%	7%
Disagree	11%	4%	8%	8%	16%	9%
Strongly Disagree	5%	2%	1%	1%	0%	2%

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



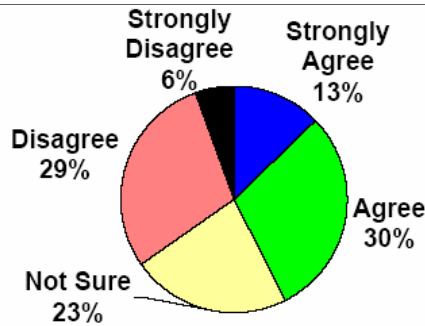
Countywide, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/suburban landowners disagree less (50%) and agree more (26%). Farms disagree the most (66%, rural hobby farms; 62%, rural farms) and most strongly (32% and 27%, respectively). Rural farms also agree the most (27%) and are the least not sure (11%), indicating farms are a little more divided in their opinions than the rest. Landowners with over 80 acres agree more (34% - 36%) and more strongly (18% - 22%); however, a majority (51% - 61%) still disagree. Agreement tended to directly relate to age (13%, age 18 to 24 ; 32% age 75 to 84) and, disagreement tended to inversely relate to age (68%, age 25 to 34; 40%, over age 85).

The Northeast Cluster agrees the most (30%), while the Southwest Cluster agrees the least (21%). The Southwest Cluster as well as the Central Cluster disagrees the most (60%).

In the Central Cluster, 23% agree (8% strongly agree), while 57% disagree (17% strongly disagree) and 20% are not sure.

Q13	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	6%	5%	12%	9%	11%	8%
Agree	15%	16%	18%	10%	11%	15%
Not Sure	14%	18%	16%	33%	28%	20%
Disagree	42%	40%	43%	37%	28%	40%
Strongly Disagree	22%	21%	11%	11%	22%	17%

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

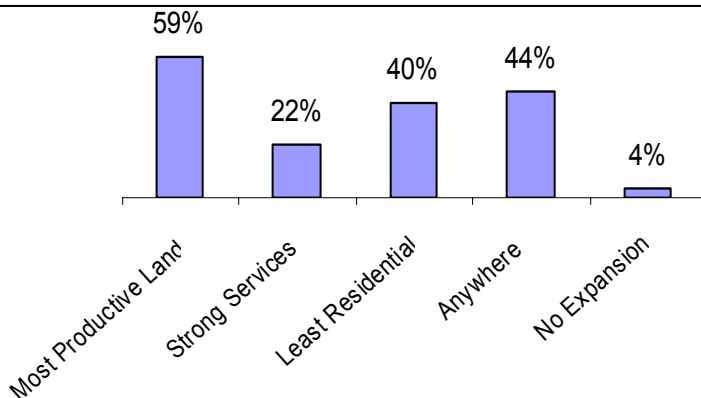


Countywide, most (43%) agree that future homes, which are not part of the farm operation, should not be allowed near existing farming operations (13% strongly agree), while 35% disagree (6% strongly disagree) and 23% are not sure. More landowners with 81 - 200 acres disagree (39%) than agree (37%), while 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%).

In the Central Cluster, 42% agree (13% strongly), while 37% disagree (8% strongly disagree), and 8% are not sure.

Q20	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	13%	13%	17%	11%	0%	13%
Agree	28%	28%	21%	38%	32%	29%
Not Sure	22%	24%	21%	19%	26%	22%
Disagree	29%	27%	32%	28%	32%	29%
Strongly Disagree	8%	8%	9%	5%	11%	8%

" Where should future dairy and livestock expansion occur?"



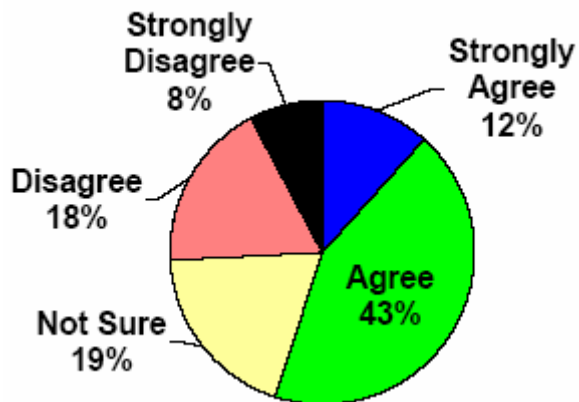
In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (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.

In the Central Cluster, most productive land was stated most frequently (58%), followed by anywhere (51%), least residential (32%), strong service support (25%), and no expansion (4%).

Q19	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Most productive land	58%	55%	58%	59%	68%	58%
Strong services	29%	24%	29%	21%	11%	25%
Least residential	30%	34%	26%	36%	26%	32%
Anywhere	46%	47%	55%	56%	68%	51%
No expansion	6%	5%	1%	1%	5%	4%

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

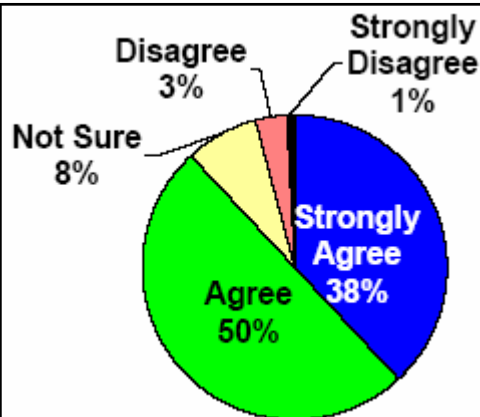


Countywide, a majority (55%) agree (12% strongly agree) that a portion of new homes should provide housing opportunities for low and moderate income residents, while over 1/4 (26%) disagree (8% strongly disagree) and 19% are not sure. Level of agreement was inversely related to acres owned (53%, less 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).

In the Central Cluster, 57% agree (12% strongly agree), while 25% disagree (6% strongly disagree) and 19% are not sure.

Q8	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	9%	7%	9%	27%	5%	12%
Agree	38%	49%	45%	48%	37%	45%
Not Sure	24%	18%	16%	16%	26%	19%
Disagree	24%	20%	21%	6%	26%	19%
Strongly Disagree	5%	6%	9%	2%	5%	6%

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

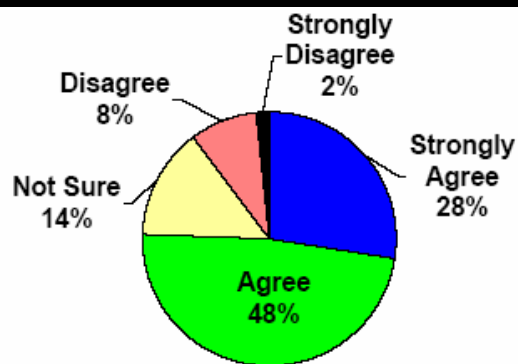


Countywide, over 3/4 (88%) agree (38% strongly agree) that communities should pool resources to attract and/or retain companies that will create jobs, while 4% disagree (1% strongly disagree) and 8% are not sure. Landowners with over 200 acres agree less (67% - 80%) and, owners of 201 - 500 acres disagree (13%) the most, while those owning over 500 acres are not sure more (30%).

In the Central Cluster, 88% agree (36% strongly agree), while 4% disagree (0% strongly disagree) and 8% are not sure.

Q11	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	38%	36%	26%	46%	21%	36%
Agree	51%	50%	58%	49%	53%	52%
Not Sure	8%	7%	11%	5%	21%	8%
Disagree	3%	5%	5%	0%	5%	4%
Strongly Disagree	0%	1%	0%	0%	0%	0%

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

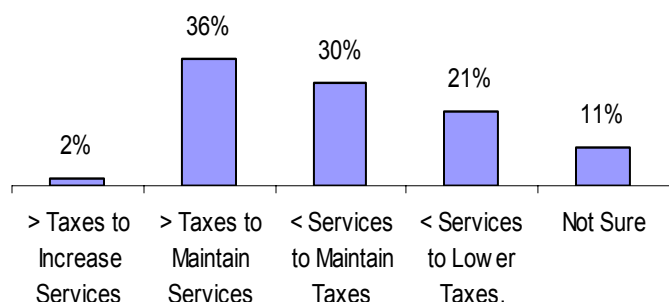


Countywide, over 3/4 (76%) agree (28% strongly agree) that community services should be combined and provided jointly by communities if money will be saved, while 10% disagree (2% strongly disagree) and 14% are not sure. Landowners with 81 - 200 acres agree less (71%). Respondents age 25 to 34 agree 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.

In the Central Cluster, 74% agree (26% strongly agree), while 10% disagree (1% strongly disagree) and 16% are not sure.

Q10	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	21%	25%	37%	26%	16%	26%
Agree	45%	56%	39%	46%	42%	48%
Not Sure	18%	11%	17%	22%	21%	16%
Disagree	12%	8%	7%	6%	21%	9%
Strongly Disagree	4%	1%	0%	0%	0%	1%

"Tax and Service Policy Choices."



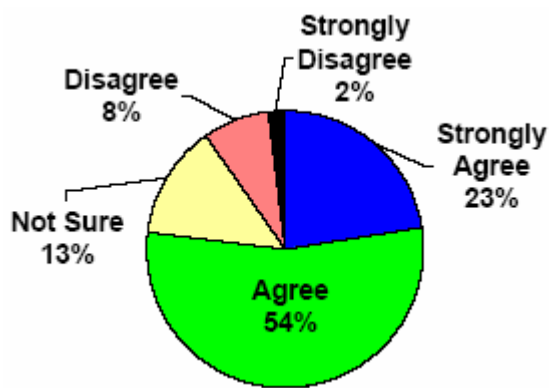
In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services and taxes. **Countywide**, the opinion is divided. 2% felt taxes should increase to increase services, 36% stated taxes should increase to maintain existing services, 30% felt services should be decreased to maintain existing tax levels, and 21% stated both taxes and

services should be decreased. 11% were not sure. More age 18 to 24 felt both taxes and services should be increased (9%) and decreased (33%), indicating fewer stated a more moderate opinion. Fewer age 25 - 34 (16%) and over 85 (16%) felt both should be decreased. More landowners with 201 - 500 acres stated both services and taxes should be decreased (30%) and more with over 500 acres felt taxes should be increased to maintain existing services (45%). By type of residence, farms stated decrease services to maintain existing taxes most often (32%, rural hobby farm; 35%, rural farm), while all others indicated increase taxes to maintain services most often.

In the Central Cluster, 34% indicated to maintain services by increasing taxes, 30% services decreased to maintain taxes, 19% decrease both taxes and services, 3% raise both taxes and services, and 13% are not sure.

Q22	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Taxes Increased, Services Increased	4%	2%	3%	0%	11%	3%
Taxes Increased, Services Same	36%	34%	38%	35%	11%	34%
Taxes Same, Services Decreased	29%	34%	28%	28%	33%	30%
Taxes Decreased, Services Decreased	17%	17%	23%	20%	33%	19%
Not Sure	14%	13%	8%	18%	11%	13%

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

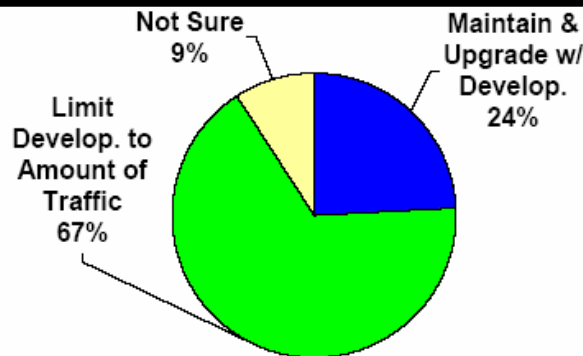


Countywide, over 3/4 (77%) agree (23% strongly agree) that placement of new residential development should be managed in order to control community service costs, while 10% disagree (2% strongly disagree) and 13% are not sure. Agreement was inversely related to acres owned (79%, less than one acre; 51%, 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%).

In the Central Cluster, 76% agree (20% strongly agree), while 10% disagree (1% strongly disagree) and 14% are not sure.

Q12	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	17%	20%	16%	28%	11%	20%
Agree	54%	57%	59%	53%	63%	56%
Not Sure	16%	16%	11%	11%	16%	14%
Disagree	12%	7%	12%	6%	5%	9%
Strongly Disagree	1%	0%	3%	1%	5%	1%

" Road maintenance and upgrading relative to new residential development."



In this question, landowners were asked to identify whether road maintenance and upgrading should increase as residential development increases or if residential development should be limited to the amount of traffic the road can currently handle safely. **Countywide**, almost 1/4 (24%) indicated that maintenance and upgrading should increase as residential development increases, while a majority (67%) indicated residential development should be limited to the amount of traffic the road can currently handle safely. 9% are not sure. Landowners with over 500 acres were evenly divided (39%, 39%, and 22% not sure). More over age 85, indicated development should be limited (72%) and fewer indicated

maintenance/upgrading should be increased (19%). More urban/suburban residents stated that maintenance should increase (29%) and more rural hobby farms (75%), rural farms (73%), and rural non-farms (72%) felt that residential development should be limited. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), fewer urban/suburban (60%) than rural (73%) stated limit development.

In the Central Cluster, 72% stated that residential development should be limited to the amount of traffic the road can currently handle safely, while 21% indicated that maintenance and upgrading should increase as residential development increases. 8% are not sure.

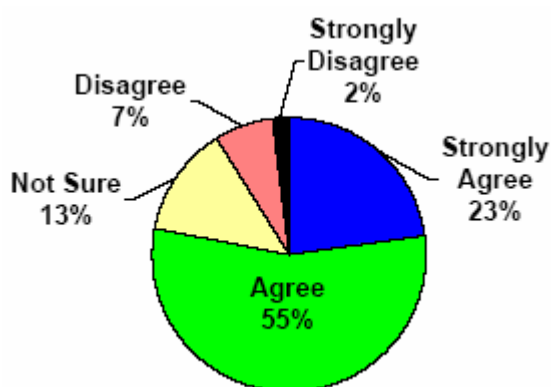
Q23	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Maintenance & Upgrades Increase w/ Development	22%	16%	19%	30%	16%	21%
Limit Residential Development w/ amount of Traffic	69%	75%	79%	64%	74%	72%
Not Sure	9%	9%	3%	6%	11%	8%

LAND USE VALUES AND DESIRES

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

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

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

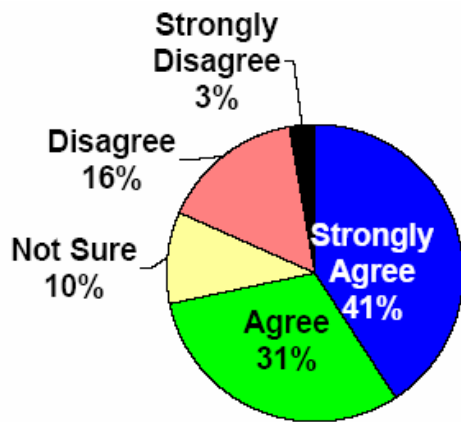


Countywide, over 3/4 (78%) agree (23% strongly agree) that land use strategies are necessary to protect our community interests, while 9% disagree (2% strongly disagree) and 13% are not sure. As acres owned increases, level of agreement generally declines (79% less than one acre to 59% over 500 acres).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

In the Central Cluster, 77% agree (21% strongly agree), while 11% disagree (2% strongly disagree) and 12% are not sure.

Q16	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	21%	19%	22%	25%	5%	21%
Agree	51%	60%	59%	54%	58%	56%
Not Sure	14%	9%	8%	15%	21%	12%
Disagree	13%	10%	9%	2%	16%	9%
Strongly Disagree	2%	2%	1%	4%	0%	2%

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

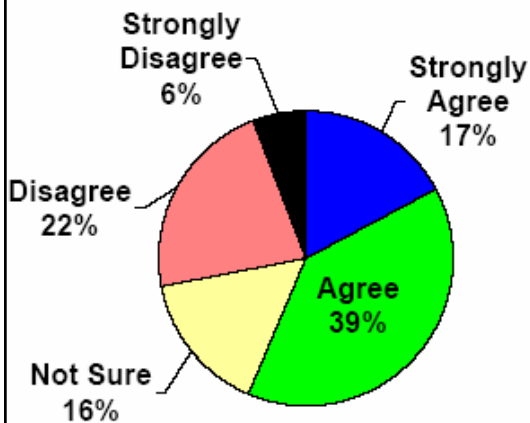


Countywide, almost 3/4 (72%) agree (41% strongly agree) that they should be allowed to use their property as they see fit, while 19% disagree (3% strongly disagree) and 10% are not sure. Generally, there is a direct relationship between acres owned and level of agreement (72%, 1 - 10 acres; 87%, over 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.

In the Central Cluster, 80% agree, (46% strongly agree), while 10% disagree (1% strongly) and 10% are not sure.

Q9	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	38%	45%	50%	48%	74%	46%
Agree	42%	32%	34%	35%	5%	34%
Not Sure	12%	9%	5%	14%	16%	10%
Disagree	8%	13%	9%	2%	5%	9%
Strongly Disagree	0%	1%	1%	1%	0%	1%

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

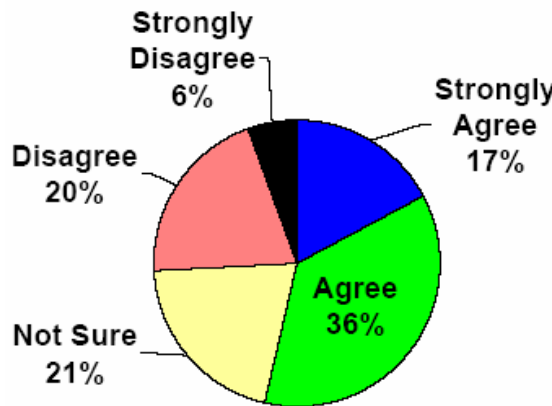


Countywide, a majority (56%) agree (17% strongly agree) that their neighbors should be allowed to use their property as they see fit, while 28% disagree (6% strongly disagree), and 16% are not sure. There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (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.

In the Central Cluster, 67% agree (18% strongly agree), while 22% disagree (2% strongly disagree) and 15% are not sure.

Q14	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	11%	16%	20%	22%	42%	18%
Agree	49%	45%	47%	44%	26%	45%
Not Sure	20%	13%	13%	15%	5%	15%
Disagree	19%	23%	16%	17%	26%	20%
Strongly Disagree	1%	3%	4%	1%	0%	2%

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

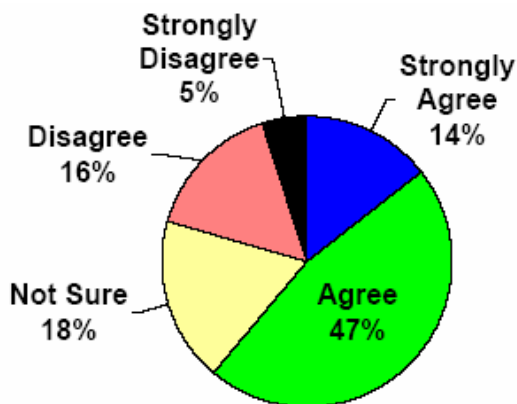


Countywide, a majority (53%) agree that having more public land available for recreational activities is important (17% strongly agree), while 26% disagree (6% strongly disagree), and 21% are not sure. Level of agreement declines significantly with acres owned (61%, less than one acre; 55%, 1 to 10 acres; 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.

In the Central Cluster, 54% agree (17% strongly agree), while 22% disagree (6% strongly disagree) and 24% are not sure.

Q5	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	18%	16%	12%	20%	21%	17%
Agree	32%	35%	37%	47%	32%	37%
Not Sure	24%	24%	22%	26%	26%	24%
Disagree	21%	18%	21%	7%	11%	16%
Strongly Disagree	5%	7%	8%	0%	11%	6%

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

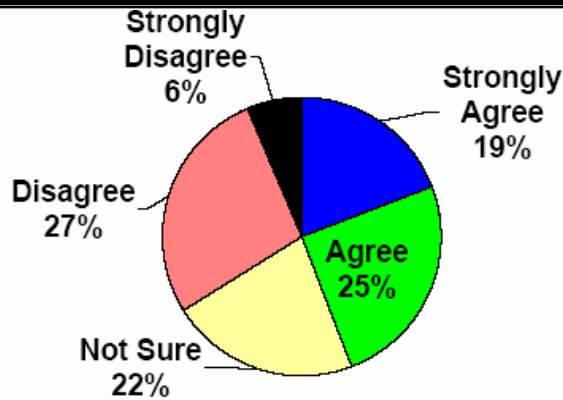


Countywide, a majority (61%) agree that design standards should be implemented for new development (14% strongly agree), while one in five (21%) disagree (5% strongly disagree) and 18% are not sure. Landowners with over 40 acres agree more (68% - 72%) and respondents with over 500 acres agree the most 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.

In the Central Cluster, 58% agree (11% strongly agree), while 23% disagree (4% strongly disagree) and 20% are not sure.

Q15	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	6%	10%	16%	14%	0%	11%
Agree	45%	45%	48%	54%	32%	47%
Not Sure	25%	19%	15%	18%	32%	20%
Disagree	17%	24%	19%	13%	21%	19%
Strongly Disagree	7%	2%	3%	1%	16%	4%

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



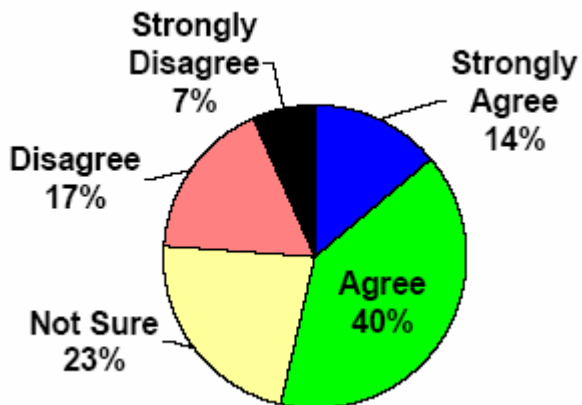
Countywide, most landowners (45%) agree that residential development should not occur in rural areas (19% strongly agree), while 33% disagree (6% strongly) and 22% are not sure. More landowners with 41 to 80 acres agree (49%), while those with less than one acre (39%), 81 to 200 acres (36%), and over 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.

In the Central Cluster, 43% agree (20% strongly agree), while 32% disagree (8% strongly disagree) and 26% are not sure.

Q6	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	15%	23%	20%	20%	21%	20%
Agree	23%	27%	24%	25%	16%	23%
Not Sure	25%	23%	14%	31%	37%	26%
Disagree	27%	22%	34%	21%	16%	24%
Strongly Disagree	9%	6%	8%	4%	11%	8%

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

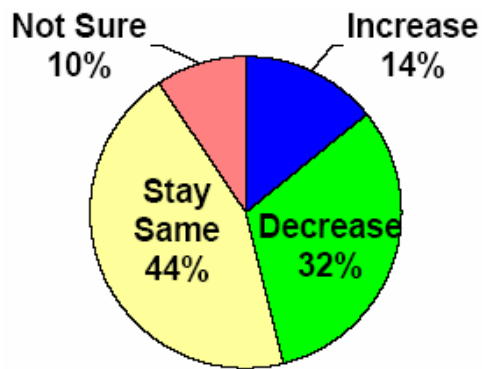


Countywide, a majority (54%) agree if rural residential development takes place that it should be widely scattered (14% strongly agree), while nearly 1/4 (24%) disagree (7% strongly disagree) and 23% are not sure. Agreement generally decreases with acres owned (53%, less than one acre; 56%, 1 to 10 acres; 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%).

In the Central Cluster, 56% agree (12% strongly agree), while 20% disagree (5% strongly disagree) and 23% are not sure.

Q7	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Strongly Agree	9%	14%	16%	11%	11%	12%
Agree	43%	47%	40%	46%	47%	44%
Not Sure	24%	23%	20%	28%	11%	23%
Disagree	17%	12%	17%	11%	26%	15%
Strongly Disagree	7%	4%	7%	4%	5%	5%

“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).

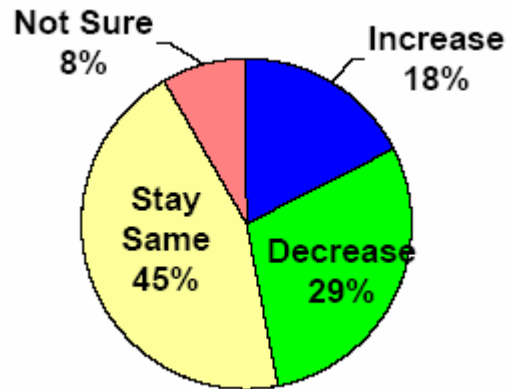
By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (23%, 65 to 74; 22%, 75 to 84; and 17% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (34%, 25 to 34; 39%, 35 to 44; 37%, 45 to 54; and 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%).

In the Central Cluster, 48% stated stay the same, 33% stated decrease, 11% stated increase, and 8% are not sure.

Q17	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Increase	13%	7%	7%	20%	11%	11%
Decrease	38%	36%	37%	19%	37%	33%
Stay the Same	44%	51%	49%	48%	47%	48%
Not Sure	6%	6%	8%	14%	5%	8%

“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).

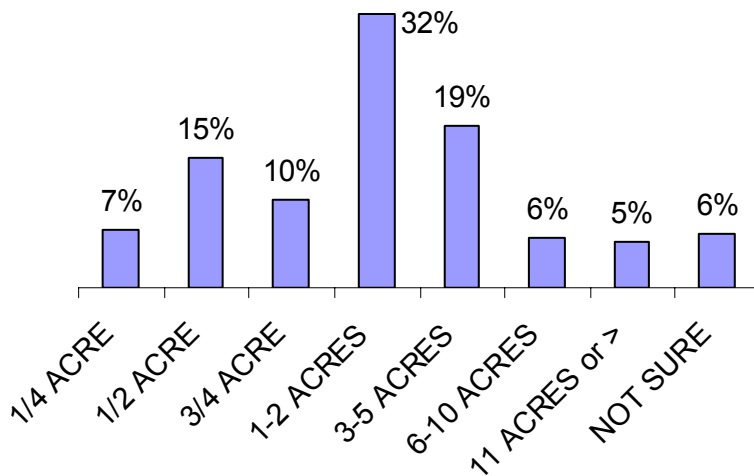
The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

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%).

In the Central Cluster, 45% stated stay the same, 32% stated decrease, 16% stated increase, and 8% are not sure.

Q18	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Increase	19%	8%	9%	32%	11%	16%
Decrease	35%	37%	41%	11%	32%	32%
Stay the Same	40%	47%	43%	47%	53%	45%
Not Sure	6%	8%	7%	10%	5%	8%

" What is the most desirably lot size for a home in your community (an acre is about the size of a football field)?"



Countywide, most landowners (32%) preferred 1– 2 acre lot sizes; 19%, 3 - 5 acres; 15%, 1/2 acre; 10%, 3/4 acre; 7%, 1/4 acre; 6%, 6 - 10 acres; 5%, 11+ acres; while 6% are not sure.

Landowners with less than one acre preferred smaller lots sizes more often (14%, 1/4 acre; 28%, 1/2 acre; 19%, 3/4 acre) and larger lot sizes less often (7%, 3 - 5 acres; 1%, 6 - 10 acres). Those with 1 - 10 acres preferred 1– 2 acres (41%) and 3 - 5 acres (26%) more often and 1/2 acre (9%) less often. Those with 11 - 40 acres preferred 3 - 5 acres (27%) and 11+ acres (10%) more often and 1/2 acre (9%) less often. Those with 41 - 80 acres preferred 11+ acres (12%) more often and 1/2 acre (8%) and

3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500+ acres preferred 3 - 5 acres (44%) more often and less than 1% preferred 3 - 5 acres.

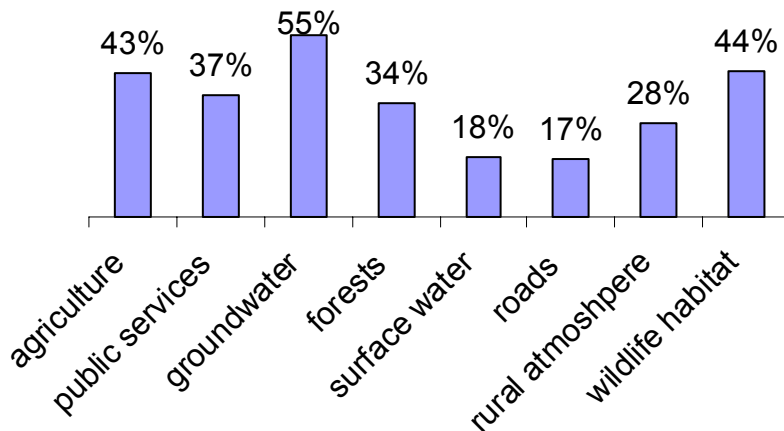
Respondents age 75 to 84 (22%) and over 85 (20%) preferred 1/2 acres more often and, those age 75 to 84 also preferred 1 to 2 acres more often (37%) and 3 to 5 acres less often (9%). Respondents age 35 to 44 preferred 3 - 5 acres more often (24%).

By type of residence, urban/suburban and shoreland owners preferred smaller lot sizes (urban/suburban: 12%, 1/4 acre; 24%, 1/2 acre; 15%, 3/4 acre) (shoreland: 44%, 1/2 acre; 15%, 3/4 acre) and did not prefer 3 - 5 acres as often (9%, urban/suburban; 11%, shoreland). Rural hobby farms, rural non-farms, and rural farms stated smaller acreages less often (rural hobby farm: 1%, 1/4 acre; 6%, 1/2 acre; 2%, 3/4 acre; 20%, 1 - 2 acres) (rural non-farm: 2%, 1/4 acre; 6%, 1/2 acre; 4%, 3/4 acre) (rural farm: 2%, 1/4 acre; 8%, 1/2 acre; 5%, 3/4 acre). They also stated larger acreages more often (rural hobby farm: 33%, 3 - 5 acres; 19%, 6 - 10 acres; 11%, 11+ acres) (rural non-farm: 38% 1 - 2 acres; 30%, 3 - 5 acres) (rural farm: 37%, 1 - 2 acres; 12%, 11+ acres).

In the Central Cluster, the pattern of responses was similar to that of the county, with 1 - 2 acres preferred (36%) followed by 3 - 5 acres (25%).

Q21	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
1/4 acre	1%	0%	1%	9%	11%	3%
1/2 acre	11%	5%	7%	23%	16%	11%
3/4 acre	11%	3%	3%	19%	5%	8%
1 - 2 acres	37%	38%	33%	35%	32%	36%
3 - 5 acres	21%	37%	29%	5%	26%	25%
6 - 10 acres	4%	7%	13%	4%	11%	7%
11 or more acres	9%	8%	12%	1%	0%	7%
Not Sure	6%	2%	3%	5%	0%	4%

" 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%).

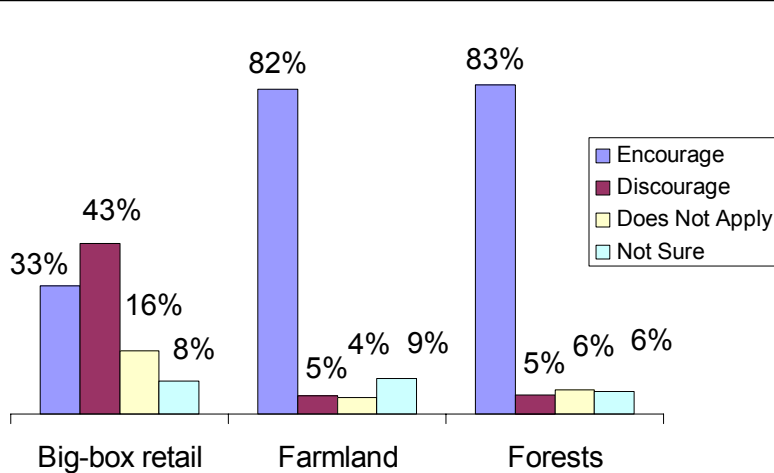
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Agriculture	52%	49%	45%	41%	42%	47%
Cost/quality of public services	30%	34%	16%	44%	26%	31%
Quality/quantity groundwater	53%	51%	51%	44%	42%	50%
Forested areas	29%	33%	45%	42%	42%	36%
Surface water	20%	19%	18%	16%	5%	18%
Roads	21%	17%	12%	21%	11%	17%
Rural/small town atmosphere	32%	32%	32%	26%	32%	31%
Wildlife habitat	42%	48%	46%	46%	53%	46%

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



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

Big Box Retail - Most respondents (43%) stated discourage big-box retail, while 33% indicated encourage, 16% does not apply, and 8% not sure. Respondents who were more likely to state encourage include those age 18 to 34 (40% - 47%), those owning less than one acre (42%), urban/suburban residents (46%), and those with less than one year of tenure (42%). Most respondents in these cohorts responded encourage more often than

discourage. All other cohorts indicated discourage more often than encourage. Shoreland residents were more likely to state discourage (50%).

Farmland - Over 3/4 (82%) stated encourage farmland, while 5% stated discourage, 4% does not apply, and 9% not sure. Urban/suburban (72%) and shoreland respondents (77%) stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Rural hobby farm (91%), rural farm (91%), and rural non-farm (88%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

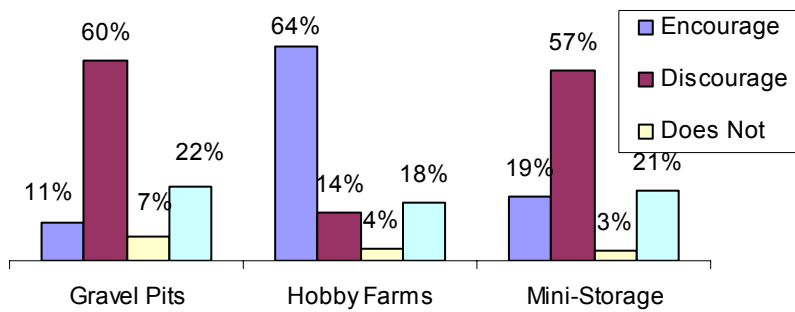
Forests - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to 80 acres (89%) and 201 to 500 acres (90%) stated encourage more often. Respondents age 25 to 34 stated encourage more often (90%).

Q25 BIG BOX RETAIL	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	31%	17%	18%	25%	28%	23%
Discourage	37%	46%	43%	29%	22%	39%
Does not apply	28%	25%	33%	33%	50%	30%
Not Sure	4%	11%	6%	13%	0%	8%

Q25 FARMLAND	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	93%	89%	89%	85%	79%	88%
Discourage	5%	6%	1%	4%	5%	4%
Does not apply	0%	0%	1%	8%	5%	2%
Not Sure	2%	6%	8%	4%	11%	5%

Q25 FORESTS	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	78%	85%	97%	75%	79%	83%
Discourage	7%	8%	0%	4%	5%	5%
Does not apply	7%	2%	0%	13%	0%	5%
Not Sure	7%	4%	3%	8%	16%	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%).

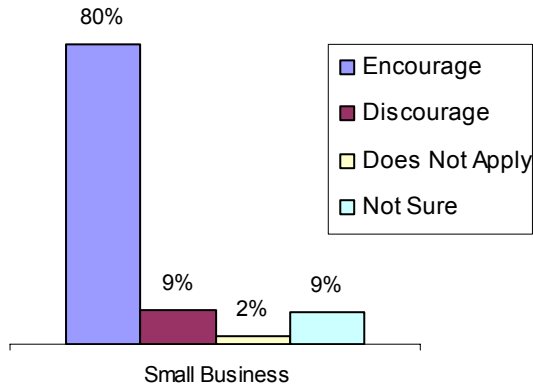
Mini-Storage - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated 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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	12%	10%	13%	8%	24%	11%
Discourage	61%	53%	62%	59%	65%	59%
Does not apply	3%	9%	3%	9%	0%	6%
Not Sure	24%	27%	23%	24%	12%	24%

Q25 HOBBY FARMS	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	67%	67%	69%	61%	78%	67%
Discourage	13%	10%	13%	12%	0%	11%
Does not apply	0%	2%	3%	3%	0%	2%
Not Sure	20%	21%	15%	25%	22%	20%

Q25 MINI-STORAGE	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	16%	24%	23%	14%	21%	19%
Discourage	58%	49%	54%	63%	56%	57%
Does not apply	5%	3%	3%	2%	2%	3%
Not Sure	21%	24%	19%	20%	21%	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



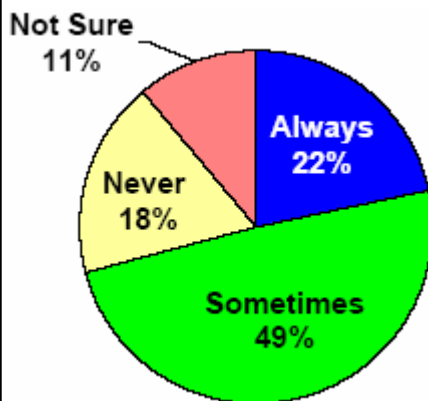
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

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	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	84%	70%	74%	88%	78%	78%
Discourage	4%	13%	11%	5%	6%	9%
Does not apply	1%	4%	0%	3%	6%	2%
Not Sure	11%	13%	14%	5%	11%	11%

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

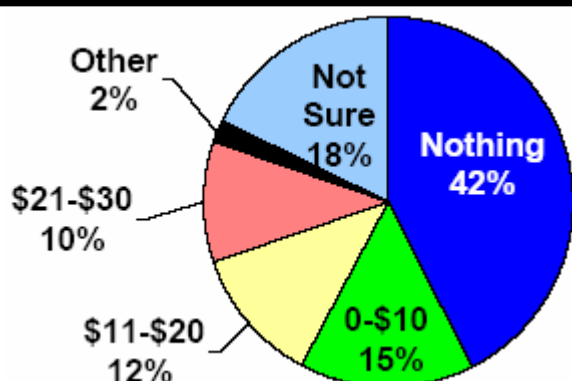


Countywide, most (49%) stated sometimes, while 22% stated always, 18% stated never, and 11% were not sure. Respondents stating always increased directly with acres owned (16%, less than one acre; 39%, over 500 acres) and decreased with age (36%, age 18 to 24; 13%, over 85). Urban/suburban (17%) and shoreland (15%) respondents stated always less often, while rural hobby farms (34%) and rural farms (32%) stated always more often.

In the Central Cluster, 52% stated sometimes, 20% always, 16% never, and 12% are not sure.

Q26	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Always	21%	19%	26%	14%	16%	20%
Sometimes	48%	57%	42%	60%	47%	52%
Never	19%	12%	22%	15%	16%	16%
Not Sure	12%	12%	9%	11%	21%	12%

" 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.

In the Central Cluster, most (42%) stated nothing, followed \$0 - \$10 (13%), \$11 - \$20 (10%), \$21 - \$30 (10%), other (2%), and not sure (23%).

Q27	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Nothing	40%	39%	45%	44%	42%	42%
\$0 - \$10	14%	13%	13%	15%	0%	13%
\$11 - \$20	8%	13%	9%	8%	11%	10%
\$21 - \$30	12%	11%	14%	6%	0%	10%
Other	2%	2%	1%	3%	5%	2%
Not Sure	24%	22%	17%	25%	42%	23%

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