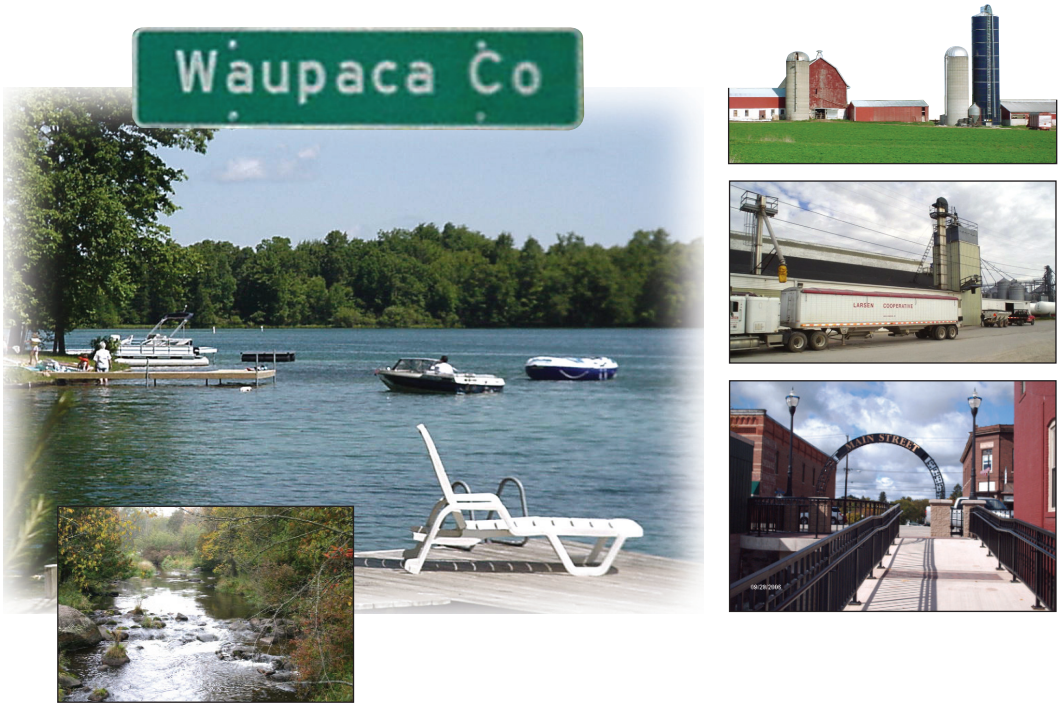
Plan Recommendations Report

Town of Scandinavia—Year 2030 Comprehensive Plan

Town of Scandinavia
Waupaca County, Wisconsin

October 2007



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Resolution No. 2007-01

RECOMMENDATION OF THE PLAN COMMISSION TO ADOPT THE TOWN OF SCANDINAVIA 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 Scandinavia 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 Scandinavia 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 Scandinavia Year 2030 Comprehensive Plan* in conjunction with a multi-jurisdictional planning effort to prepare the *Waupaca County Year 2030 Comprehensive Plan*; and

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

NOW, THEREFORE, BE IT RESOLVED, that the Town of Scandinavia Plan Commission hereby recommends that the "Recommended Plan" of the *Town of Scandinavia 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 Scandinavia Plan Commission hereby recommends that, subject to the public hearing on the "Recommended Draft" 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 Scandinavia Year 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 27th day of August, 2007.

Motion for adoption moved by: Jim Peterson
Motion for adoption seconded by: Carl Lantz
Voting Aye: 5 Voting Nay: ____

Gary Mary
Plan Commission Chair

ATTEST: Marilyn Schwantes
Plan Commission Secretary

Ordinance No. 2007-1

AN ORDINANCE TO ADOPT THE TOWN OF SCANDINAVIA YEAR 2030 COMPREHENSIVE PLAN

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

SECTION 4. The Town of Scandinavia has provided numerous opportunities for public involvement in accordance with the Public Participation and Education Plan adopted by the Town Board and Waupaca County Board including public informational meetings, open Plan Commission/Committee meetings, public opinion surveys, news releases, newsletters, a slogan contest, and a planning process web site. A public hearing was held on October 10, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Scandinavia does, by the enactment of this ordinance, formally adopt the two documents composing the *"Town of Scandinavia 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 22nd day of October, 2007.

Voting Aye: 3 Voting Nay: 0

Published/Posted on: 11-1-07, 2007.

Gary Marx
Town Chair

Attest:
Dawn Hasrud
Town Clerk

Town of Scandinavia
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 Scandinavia 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 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 Scandinavia Year 2030 Comprehensive Plan* will guide community decision making in the Town of Scandinavia 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 Scandinavia. 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 Scandinavia 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 Scandinavia 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 Scandinavia 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 Scandinavia is an unincorporated rural town in northwest Waupaca County. It is situated northwest of the City of Waupaca, and the Village of Scandinavia is contained in the center of the town. The Village of Iola shares the town's northeast boundary. The Town of Scandinavia's landscape is a balanced mix of farmland and woodland. Waterways are also a prominent landscape feature, including the South Branch of the Little Wolf River, Peterson Creek, other small creeks, and wetlands mainly associated with these river and stream corridors. There are several small lakes in the town that were formed by the retreating glacier. Kettle depressions containing chunks of glacial ice filled with water as the ice melted.

Development is dispersed throughout the town with very little concentrated development. Small residential subdivisions are located near the Villages of Iola and Scandinavia. State Highway 49 transects the town from north to south connecting the town with Iola and Waupaca. State Highway 161 runs along the town's northern boundary and connects the area with Amherst to the west. County Highways B, G, J, Q, and V also provide access to land in the town and connect the town with the surrounding region. Moderate levels of growth are projected over the planning period, and residential housing is the primary form of projected future development.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues as identified by the planning committee included the potential for unplanned growth and development, a lack of citizen involvement, potential for the loss of rural character, conflicts between farmers and non-farmers, the need for improved property maintenance, and the tax impacts of maintaining town roads. Top opportunities identified included establishing a purchase or transfer of development rights system, retaining and increasing the town's wildlife habitat, maintaining the town's high quality water resources including trout streams, maintaining the town's unique identity and sense of place, and protecting the integrity of the town's agricultural lands and resources. Town of Scandinavia residents responded to two planning process surveys, and the strongest areas of consensus included the following:

- Protecting groundwater, wetlands, and waterways
- Protecting wildlife habitat
- Protecting farmland and productive soils
- Supporting the agriculture industry
- Protecting rural character

The *Town of Scandinavia Year 2030 Comprehensive Plan* sets the stage to successfully balance and achieve the desires expressed in the survey results. This will be accomplished by creating an improved system in which development takes place. This will incorporate many innovative techniques involving development density and lot size management as well as creative subdivision design. Paramount in the plan is the careful placement of residential development with regard to the community's agricultural, natural, and cultural resources. The town's plan preserves development rights throughout the town, and will help achieve a desirable future by directing the most intensive development to areas that are suitable for such development. The best agricultural lands, natural resource rich areas, and areas that support outdoor recreation opportunities will be preserved as such for future generations, but will still allow development at lower densities.

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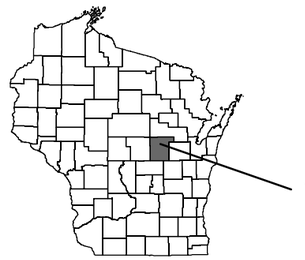
MAP 1 - 1
REGIONAL SETTING
Waupaca County, Wisconsin



State of Wisconsin

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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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Foth & Van Dyke

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1.3 Town of Scandinavia 2030 Vision

The Town of Scandinavia'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: Provide for housing development that maintains the attractiveness and rural character of the town.

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

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.

Transportation Goals

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

Goal: Maintain a transportation system that serves existing land uses effectively and meets anticipated demand.

Utilities and Community Facilities Goals

Goal: Maintain and strive to improve the quality and efficiency of town government, facilities, and services.

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

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

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

Agricultural, Natural, and Cultural Resources Goals

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

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

Goal: Protect groundwater quality and quantity.

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

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

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

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

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

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

Economic Development Goals

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

Intergovernmental Cooperation Goals

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

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

Land Use Goals

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

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

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 Scandinavia 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 Scandinavia Year 2030 Comprehensive Plan* included several public participation activities. These include a public informational meeting, Plan Commission and Town Board action, a public hearing, and the distribution of recommended and final plan documents.

Public Informational Meeting

On January 25, 2007, a public informational meeting was held on the draft *Town of Scandinavia Year 2030 Comprehensive Plan* at the town hall. The meeting included a presentation of the draft comprehensive plan, an opportunity for attendees to ask questions of the Plan Commission and consultant, and opportunities for attendees to provide feedback on the draft plan. The feedback received was taken into consideration as the Plan Commission proceeded to develop the recommended plan.

Plan Commission and Town Board Action

On August 27, 2007, the Town of Scandinavia Plan Commission discussed the draft comprehensive plan and passed resolution number 2007-01 recommending approval of the plan to the Town Board. After completion of the public hearing, the Town of Scandinavia Town Board discussed and adopted the comprehensive plan by passing ordinance number 2007-1 on October 22, 2007.

Public Hearing

On October 10, 2007, a public hearing was held on the recommended *Town of Scandinavia Year 2030 Comprehensive Plan* at the Village of Scandinavia Municipal Building. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing. There were no public comments received prior to the meeting, but two citizens spoke at the public hearing. They had recently reviewed the Town of Scandinavia's recommended plan for the first time and had several questions relating to the process and plan itself. The Town of Scandinavia Plan Commission members that were present (and had participated in the three-year planning process) discussed the main goals and objectives the group agreed to focus on while putting together the town's comprehensive plan. There was further discussion related to the preferred land use map, action plan, and implementation tools. Finally, a discussion ensued as to how the Town of Scandinavia's plan would fit with the county's plan. The Town Board advised that it would consider all comments received and make any changes to the plan it felt was warranted, prior to adopting an ordinance that accepts the plan.

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 Scandinavia 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 Scandinavia 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

- Unplanned growth and development (7 votes)
- Citizen involvement (4 votes)
- Loss of rural character (4 votes)
- Enforcement of ordinances – junk cars/abandoned buildings (4 votes)

- Conflicts between farmers and non-farmers (3 votes)
- Town road maintenance-stretch tax payer dollars (3 votes)
- Loss of agricultural land (2 votes)
- Annexation of properties from both villages of Iola and Scandinavia and Car Show, Inc.(2 votes)
- Increasing threats to water quality (ground and surface) (2 votes)
- Building lot size minimums (2 votes)
- Fire and Emergency Services (2 votes)
- Availability or lack of availability of public lands (2 votes)
- How to fund local government and services.
- Increase in land values.
- Highway upgrades in metropolitan areas.

Opportunities

- Using transfer of development rights to preserve wild places, open space and agriculture (7 votes)
- Retain and increase wildlife habitat (6 votes)
- Water resources – high class trout streams (5 votes)
- Unique sense of local identity (5 votes)
- Intact agriculture system (5 votes)
- Utilize and enhance hiking/biking trails (2 votes)
- Open green space (2 votes)
- To retain rural atmosphere (1 vote)
- To enforce ordinances already in place (1 vote)
- Local events – leverage to increase other opportunities.
- Diversity of landscapes.
- Historic farmsteads.
- Citizen involvement.
- Unique state owned natural areas.
- Town newsletter to improve citizen involvement and share information.
- Excellent educational system and facilities.
- Permanent inter-governmental cooperation.
- High quality woodlands.
- Destination/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?

- Present lack of land use ordinances.
- Improve water quality in Silver Lake.
- Citizen involvement.
- The policy to widen roads, remove curves and hills.
- Unplanned rural sub-divisions.

- Degradation of wetlands and shorelands.
- The rate of growth in the township.
- Peoples view of private land management (i.e., it's mine and I can do what ever I want with it).
- The way government is pushing down cost to the local municipalities.
- The practice of increasing numbers of derelict vehicles, tractors and farm equipment left stored in rural parcels.
- Building lot size minimum.

What do you want to preserve in your community?

- Agricultural landscape.
- Natural beauty of the county.
- Rights of private landowner.
- Voluntary fire and first responder units.
- Rural character.
- Farm land.
- Water resources (surface and groundwater).
- Historic farmsteads.
- Small county roads.
- Diverse landscapes.
- Wild lakes and streams.
- Agricultural lands.
- Lakes and streams.
- Woodlands.
- Fire and EMS services.
- Agricultural land.
- Water quality.
- Rural atmosphere.
- As much undeveloped woodlands as possible for sustainable timber growth.
- Present rural character.
- Silver Lake as is, i.e. shoreline development

What do you want to create in your community?

- Historic preservation ordinance.
- Fund for: pdr/tdr.
- Town newsletter.
- Scenic road index/scale for preservation.
- Inventory of wild lands by type and quality.
- Night sky protection from unshielded yard lights.
- Intact stream corridors for watershed protection and wildlife movement.
- A system to purchase development rights to lands from willing sellers.
- More permanent grassland/savanna cover.
- A spirit of cooperation among all citizens of the township.
- Enforcement of ordinances.
- Effective land use regulations.
- Buffer zone for country and city/town residents.
- Effective enforcement of existing/new ordinances.

- Hiking/biking trails.
- Unique local identity.
- Building code that will ensure continuation of atmosphere and identity.
- A true democratic participatory township.
- Prime agricultural land to be identified and preserved.

1.6 Issues and Opportunities Policies

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

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

Policies: Town Directive

IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).

IO2 Public participation shall continue to be encouraged for all aspects of town governance (Source: Basic Policies).

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

The Town of Scandinavia is planning for moderate rates of population and housing growth that are consistent with trends characteristic to a rural community that lacks significant health care, municipal sewer, and other urban services. Due to its location, the town expects single family, owner occupied homes will continue to dominate the housing stock. The primary housing issue that the town will face as it develops is unplanned residential growth and the potential for a loss of rural character. The town wants to preserve its unique identity and sense of place as development occurs. This includes its sense of rural character and setting in a geologically interesting and diverse landscape.

The town's plan for population and housing is to focus on managing residential growth and supporting and rehabilitating the current housing stock toward the preservation of rural character and community attractiveness. Housing developments should be well designed to fit with the surrounding environment and to provide functional connections between neighborhoods where appropriate. The town has planned an adequate amount of land to meet the projected housing demand and plans to focus much of the expected growth along the major highway corridors. The Town of Scandinavia 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 the town's incorporated neighbors: the Village of Iola, the Village of Scandinavia, and the City of Waupaca.

2.2 Population Characteristics Summary

2000 Census

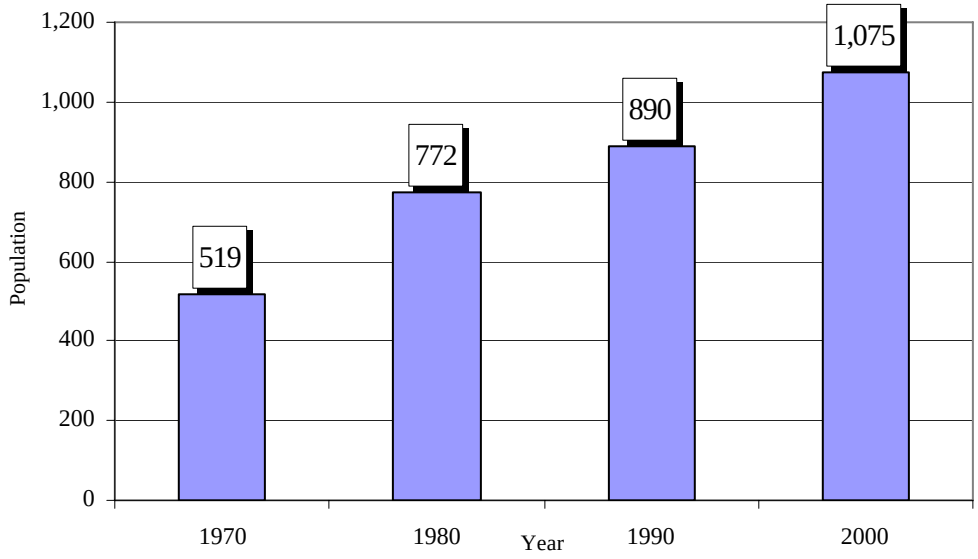
A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected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

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



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

As displayed by Figure 2-1, the Town of Scandinavia experienced a rapidly growing population over the 30 year period. A total of 556 people were added to the population representing an increase of 107.1% from 1970 to 2000. The Town of Scandinavia was one of the fastest growing communities in Waupaca County for this time period. Only two other communities, the Towns of Dayton and Mukwa, more than doubled their 1970 population.

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%

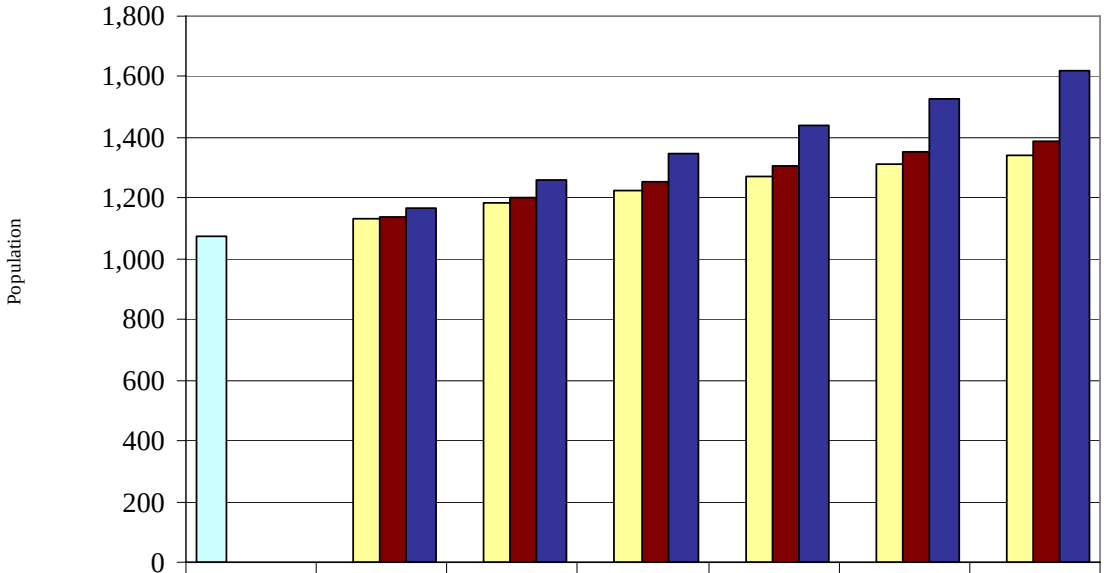
*Municipality crosses county line, data are for entire municipality. However, population for Waupaca County does not include those portions of New London and Marion that cross the county line.
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

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 Scandinavia.

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 Scandinavia.

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



	2000	2005	2010	2015	2020	2025	2030
Census	1,075						
ECWRPC		1,132	1,182	1,227	1,270	1,312	1,340
APL/WDOA		1,137	1,200	1,256	1,307	1,354	1,388
Linear		1,168	1,261	1,350	1,439	1,528	1,618

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

The three projections for population growth range from an increase of 265 residents to an increase of 543 residents. Local opinion is that the APL/WDOA projection, which forecasts an increase of 313 people by 2030, is the most likely to be accurate. This non-linear projection takes into account such factors as births, deaths, in-migration, and out-migration. Statewide trends in these areas are assumed to have a similar impact in Waupaca County. The primary reason cited in favor of this projection is an expected slowing of the population growth trends experienced from 1970 to 2000.

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 Scandinavia in 1990 and 2000.

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

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	422	100.0%	479	100.0%	57	13.5%
Occupied housing units	311	73.7%	394	82.3%	83	26.7%
Owner-occupied	270	64.0%	359	74.9%	89	33.0%
Renter-occupied	41	9.7%	35	7.3%	-6	-14.6%
Vacant housing units	111	26.3%	85	17.7%	-26	-23.4%
Seasonal units	103	24.4%	72	15.0%	-31	-30.1%

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

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

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

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

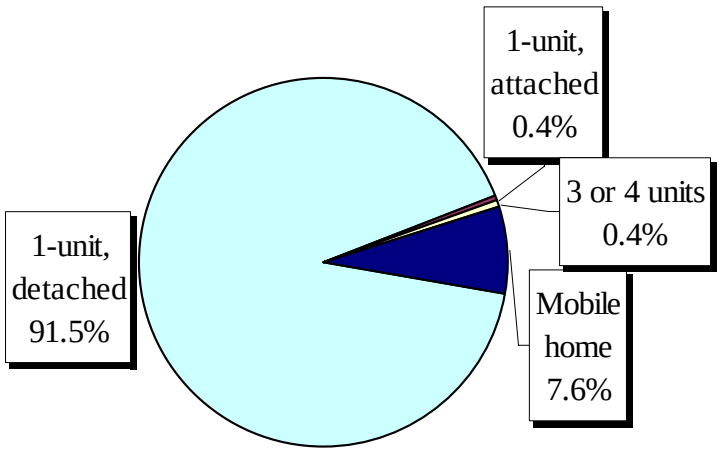
The housing supply in the Town of Scandinavia consists largely of owner-occupied, year round homes. In 2000, there were a total of 479 housing units in the town. Compared to Waupaca County as a whole, there was a smaller proportion of renter-occupied units in the town, but a substantially larger proportion of seasonal units. These data reflect that the Town of Scandinavia has one of the county's largest concentrations of seasonal housing units, most likely represented by seasonal cabins and cottages dispersed along the town's many waterways and in outdoor recreational areas. These data also suggest that the housing supply is relatively more difficult to access in terms of rental housing and sales of vacant units.

Between 1990 and 2000, the town experienced trends similar to those of Waupaca County. Compared to the county as a whole, the Town of Scandinavia experienced higher rates of growth in total housing units and owner-occupied units. The town experienced a reduction in rental units, while these increased in the county as a whole. Seasonal and vacant units declined in the county and the town alike, but dropped more sharply in the town. Recent trends to convert seasonal homes to year round residences appear to have impacted the Town of Scandinavia over the 10 year period. The Town may also be experiencing a trend toward the conversion of renter-occupancy 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 Scandinavia on a percentage basis for 2000.

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



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

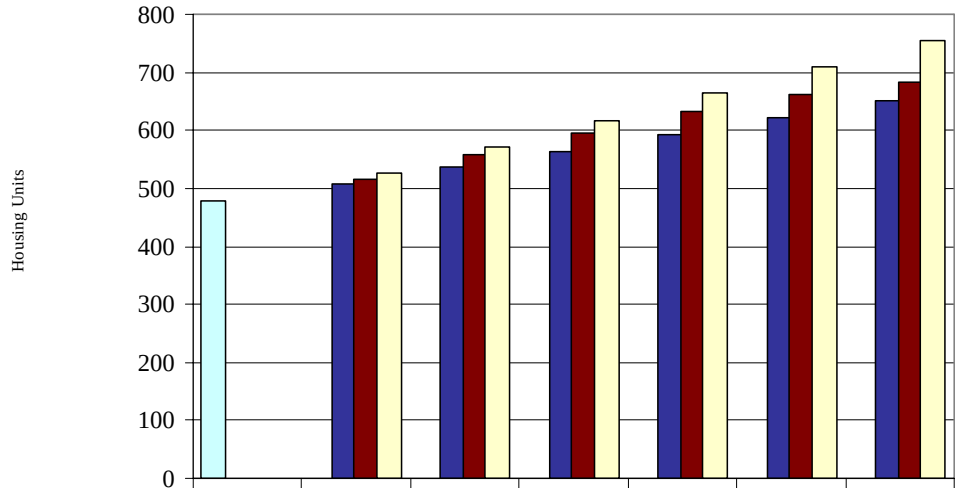
These data show that the housing supply in the Town of Scandinavia is very homogeneous. The housing supply is composed almost entirely of one-unit detached structures with the second largest share in mobile homes. A lack of multiple unit homes is common in rural areas that lack municipal sewer and water and other urban services.

Housing Forecasts

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

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

Figure 2-4
Comparative Housing Forecast, 2000-2030



	2000	2005	2010	2015	2020	2025	2030
Census	479						
Linear		508	536	565	593	622	650
APL		515	558	596	632	663	684
Sanitary Permits		525	571	617	664	710	756

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.

The projections for housing units range from an increase of 171 units (Linear) to an increase of 277 units (Sanitary Permits). Local opinion is that the middle projection supplied by the Applied Population Lab (APL) is the most likely to be true. The APL projection of 205 new housing units equates to about 6 or 7 new homes per year over the 30 year period. Local opinion is that this projection is probably a bit conservative, but more realistic than the sanitary permit based projection which has the weakness of being based on only 12 years of data.

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 Scandinavia over the next 20 to 25 years.

- The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- Expect continued interest in seasonal structures, especially hunting cabins.
- 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.
- 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 Scandinavia appears to be affordable on the average. The median household income in the town in 1999 was $50,882 per year, or $4,240 per month. The median monthly owner cost for a mortgaged housing unit in the town was $926, and the median monthly gross rent in the town was $490. 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 Scandinavia spends about 22% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Scandinavia spends about 12% 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, 15.9% of homeowners and 38.9% of renters in the Town of Scandinavia paid 30% or more of their household income on housing costs.

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

- Goal H3 and related objectives
- Policies H4,H5, H8, H11, H12
- *Housing* element recommendations

2.6 Housing for All Age Groups and Persons with Special Needs

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

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

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

- Goal H3 and related objectives
- Policies, H6, H7

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 Scandinavia has planned for higher densities of development in limited locations. In particular, the Agriculture and Woodland Transition and Rural Residential preferred land uses are likely to provide the best opportunities for the development or redevelopment of low- and moderate-income housing. With regard to multi-family dwellings, the town is directing such development to areas that can be served by public sewer and where consistent with the comprehensive plan.

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

- Goal H1 and related objective 1b
- Policies H4, H8, H11, H12
- *Housing* element recommendations

2.8 Maintaining and Rehabilitating the Existing Housing Stock

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

The Town of Scandinavia 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 H2 and related objectives
- Policy H5

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

Objectives

1.a. Direct residential subdivision development to planned growth areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry and non-productive uses such as wetlands and stream corridors.

1.b. Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the town's comprehensive plan.

1.c. Encourage the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

Goal 2 **Support the maintenance and rehabilitation of the community's existing housing stock.**

Objectives

2.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted properties.

2.b. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

Goal 3 **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

3.a. Encourage residential development that provides a balance of low-income, moderate-income, and high-income housing.

3.b. Allow for residential development that provides an appropriate mix of single-family and two-family units.

3.c. Coordinate with Waupaca County and neighboring communities to plan for the aging population's housing needs.

3.d. Support the improvement of local and regional efforts to create quality housing with rents affordable to working families, the elderly, and special-need individuals.

2.10 Population and Housing Policies and Recommendations

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

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

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

Policies: Town Position

H1 Multi-family housing development should only be allowed in areas served by public sewer and where consistent with the comprehensive plan (Source: Strategy H1).

Policies: Town Directive

H2 The community should plan for a sufficient supply of developable land that allows for a variety of housing types and densities (Source: Strategy H1).

H3 Zoning and land division ordinances shall be reviewed for their impacts on opportunities to create a variety of housing types in the community (Source: Strategy H1).

H4 Zoning and land division ordinances shall be reviewed for their impacts on opportunities to create quality affordable housing in the community (Source: Strategy H2).

H5 The community should consider adaptive reuse or conversion of surplus or outmoded buildings (such as old schools, hospitals, warehouses, etc.) to economically viable, new housing (Source: Strategy H1, H2).

H6 As the aging segment of the population grows, the community should evaluate its preparedness for meeting the related changes in housing needs (Source: Strategy H1).

H7 The local development of elderly or assisted living housing should be pursued within the planning period (Source: Strategy H1).

H8 Decisions regarding lot size regulations and local land use controls and fees should be made in consideration of impacts to affordable housing (Source: Strategy H2).

Policies: Development Review Criteria

H9 Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies (Source: Basic Policies).

H10 At least 10% of the units in new, multi-family development proposals of 10 units or greater shall be affordable units (Source: Strategy H2).

H11 At least 10% of the units in new subdivision proposals with 10 lots or greater shall be affordable units (Source: Strategy H2).

H12 Mobile homes permitted in the town shall meet the following criteria:

- Placed on a foundation with four foot frost walls and shall meet Waupaca County standards of 20 foot width;
- Anchored to the foundation;
- Skirted to provide a finished appearance between the building and foundation;
- Pitched, shingled roof;
- Sided with conventional house siding or simulated wood;
- Compliant with HUD regulations and built after June 14, 1976 (Source: Strategy H3).

H13 Manufactured homes shall feature designs similar to "stick-built" homes (H) (Source: Strategy H3).

Recommendations

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

- Periodically review applicable ordinances and fees for their impacts on opportunities to create affordable housing (Source: Strategy H2).

- Modify applicable zoning and land division ordinances to require the desired proportion of affordable units and affordable lots in new developments (Source: Strategy H2).

- Modify applicable zoning, land division, and building code ordinances to implement community policies for mobile homes and manufactured homes (Source: Strategy H2).

2.11 Population and Housing Programs

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

3 Transportation

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3. Transportation

3.1 Transportation Plan

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

While the Town of Scandinavia 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. Top issues and opportunities identified during the planning process (refer to *Issues and Opportunities* element) related to transportation include the need to stretch tax dollars on town road maintenance, the local impacts of highway upgrades in the surrounding region, and the desire to provide more hiking and biking trails in the town.

The Town of Scandinavia's plan for transportation is to ensure that future expansion of the town's road system is cost-effective, to preserve the mobility and connectivity of local roads, and to ensure that developed properties have safe emergency vehicle access. In order to achieve this, the town will need to adopt a driveway ordinance, modify the land division ordinance to require a development agreement whenever public roads are to be built, continue to plan for road improvements, and create a set of town road construction specifications that meet modern standards. The policies and recommendations of this plan provide guidance on how these tools should be used.

As the town implements its plan, a key dilemma will be balancing the rural character and mobility of existing roads with the maximum use of existing road infrastructure. On one hand, existing roads are already present, new roads are costly, and new development can be more cost effective if it utilizes existing roads. On the other hand, extensive placement of new development in highly visible locations along existing roads will forever change the character and appearance of the town. This may lead to a loss of rural character. Adding access points to serve new development also reduces the mobility of a road. This plan includes a policy that prefers new development to be located within 500 feet of existing roads to the maximum extent possible (policy ANC 28). However, this plan also prefers new subdivisions to utilize conservation or cluster design (refer to Appendix A) which will usually require the construction of new roads, but does a better job of preserving rural character.

In order to balance these competing interests, the town will require the coordinated planning of adjacent development sites by limiting the use of cul-de-sacs and by requiring the use of Area Development Plans. The town will require that potential traffic and road damage impacts are assessed by developers. When new roads are necessary, the town will require that developers bear the cost of constructing new roads to town standards before they are accepted by the town.

3.2 Planned Transportation Improvements

Road improvements are the only type of transportation improvement currently planned in the Town of Scandinavia. The town typically uses a two-year road improvement plan, but development of a five-year plan is a recommendation of the comprehensive plan. Projects for the town's current road improvement plan are listed in Section 4.2 of this plan. Current plans for road improvements generally include resurfacing existing roads. The town is also interested in pursuing state and federal funding to build pedestrian and bike trails in the town, but has no specific plans for trail construction or improvement at this time.

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

3.3 Comparison with County, State, and Regional Transportation Plans

There are currently no state, county, or regional planned transportation improvements that directly impact the Town of Scandinavia. As transportation plans are developed in the future, the applicable units of government should take the town's comprehensive plan into consideration and address potential interactions between transportation improvements and planned land use.

3.4 Transportation Goals and Objectives

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

Goal 1 **Provide and maintain 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. Manage driveway access location and design to ensure traffic safety, provide adequate emergency vehicle access, and prevent damage to roadways and ditches.

1.c. Require developers to bear an equitable share of the costs for the improvement or construction of roads needed to serve new development.

1.d. Maintain the effectiveness of existing, and provide opportunities for new shared service agreements for providing local road maintenance.

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

Objectives

2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.

2.b. Direct future development to roadways capable of accommodating resulting traffic.

2.c. Consider bicycling and walking to be viable, convenient, and safe transportation choices in the community.

3.5 Transportation Policies and Recommendations

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

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

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

Policies: Town Position

T1 Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development (Source: Strategy T1, T3).

T2 Developers shall bear the cost of constructing new roads to town standards before they are accepted as town roads (Source: Strategy T1).

Policies: Development Review Criteria

T3 Development proposals shall provide the community with an analysis of the potential transportation impacts including, but not necessarily limited to, potential road damage and potential traffic impacts. The depth of analysis required by the community will be appropriate for the intensity of the proposed development (Source: Strategy T1, LU9).

T4 The development of new or improved access points to local roads should meet town standards for:

- Minimum driveway surface width and construction materials and culverts with end walls attached (Source: Strategy T3).

T5 Residential subdivisions and non-residential development proposals shall be designed to include:

- A safe and efficient system of internal circulation for vehicles and pedestrians;
- Safe and efficient external collector streets where appropriate;
- Safe and efficient connections to arterial roads and highways where applicable;
- 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).

T6 As part of the review of major subdivisions, developers shall submit Area Development Plans that assess the potential for connecting planned subdivision roads with future development on surrounding properties (Source: Strategy LU9).

Recommendations

- Actively pursue all available funding, especially federal and state resources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (Source: Strategy T1).

- Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy T1).

- Create a set of town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1).

- Require major land divisions, 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).

- Adopt a driveway ordinance to implement emergency vehicle access policies (Source: Strategy T3).

- 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*.

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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 Scandinavia. 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 Scandinavia.

For further detail on existing utilities and community facilities in the Town of Scandinavia and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-23 displays the locations of existing community facilities and services found in the town.

The Town of Scandinavia's plan for utilities and community facilities is to maintain the limited local services and facilities that it provides, and to continue to rely on the surrounding region for other essential services (such as police, fire, and ambulance protection, parks, libraries, etc.). Aside from road improvements, no major upgrades to community facilities and services are presently anticipated. If future growth does warrant the need for new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the town has time to develop a planned response to the demand for such needs.

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. Research regarding the cost of providing community services has used varied methodologies and has shown mixed results, but there are some common themes. One common theme is that residential development generally does not pay in tax revenue the full cost of providing community facilities and services. Contrary to the popular belief that new development lowers property taxes, research has shown that new residential development is likely to cause increases in property taxes.

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TOWN OF IOLA

Village of Iola

Village of Scandinavia

TOWN OF FARMINGTON

PORTAGE COUNTY

TOWN OF SAINT LAWRENCE

161

Shanklin Road

Bestul Road

Rollofson Lake Road N.

Brekk Lake

Rollofson Lake

Tu-Lakes Road

Heyord Road

Rosholt Road

Bestul Road

Norby Lake

G

J

Weinmann Road

Chapel Drive

Gjertson Road

South Branch Little Wolf River

Mork Road

B

Nottleson Road

Gilman Road

Swenson Road

Silver Lake Road

Hi-corners Road

Peterson Creek

Gilman Road

Johnson Lake

Gurholt Lake

Gurholt Road

Shady Drive

49

Bergen Road

V

Elm Valley Road

Peterson Creek

Q

Peterson Road

Sand Lake

N Foley Dr

Sannes Creek

Indian Valley Road

Floistad Road

COMMUNITY FACILITIES & SERVICES

Town of Scandinavia, Waupaca County

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

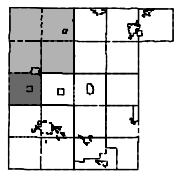
Community Facilities
- Airport
- Cemetery
- Church
- Community Center
- Daycare
- Hospital
- Health Care Clinic
- Public Parking
- Recycling Center
- School Athletic Facilties
- School - Public
- School - Private
- School District Office
- Senior Center/Elder Care
- US Post Office

Recreation Facilities
- Boat Launch
- Indoor Recreation Facility
- Municipal Open Space
- Park
- State Trail

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

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

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



Northwest Planning Cluster of Waupaca County

0 0.5 1 1.5 Miles

N

Foth & Van Dyke

Map 4-23

Map Explanation

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

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

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

Source: Waupaca County and Village of Embarrass.

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

M:/03W009/mxd/fcs/nw/fcs_scandT11x172.mxd August 28, 2006 Drawn by: KPK1 Checked by: NPS

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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 Scandinavia has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-37.

Administrative Facilities and Services

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

Long Term

- Ongoing maintenance of the existing town hall facility

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 Scandinavia. 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. No short term or long term recommendations have been identified. Existing fire protection and rescue services are anticipated to be adequate to meet the needs of the town over the planning period.

Schools

Refer to Section 4.4 of the *Inventory and Trends Report* for information on the schools that serve the Town of Scandinavia. 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 Scandinavia. No short term or long term recommendations have been identified,

as existing facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Parks and Recreation

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

Short Term

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

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

- Resurface portions of the following roads:
  - Reconstruct 0.75 miles of Shady Ln. (2007)
  - Gravel 0.41 miles of Rasmussen Rd. (2007)
  - Gravel 1.6 miles of Silver Lake Rd. (2007)

Long Term

- Develop a five year plan for road improvement and repair as funding is available.

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

SHAWANO COUNTY
PORTAGE COUNTY
TOWN OF DUPONT
TOWN OF UNION
TOWN OF ST. LAWRENCE
TOWN OF FARMINGTON

Norske
Town of Harrison
Town of Wyoming
Town of Iola
Town of Helvetia
Town of Scandinavia
Village of Big Falls
Village of Iola
Village of Scandinavia
Northland
Schmidt Corner
Little Falls

Reclaim, shape, and pave - 2010
Reconstruct - 2007
Reconstruct Bridge - 2010
Reconstruct - 2010
Reclaim, shape, and pave - 2008
Reconstruct
Cut hill & improve intersection
Maintain and Improve Highway Shop
(Refer to Local Map)

Mud Lake
Little Wolf River
S. Br. Pigeon River
S. Br. Little Wolf River
N. B. Little Wolf River
Coodhal Lake
Iola Lake
Hatch Lake
Brekk Lake
Silver Lake

Map Explanation

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

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

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

Source: Waupaca County.

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

Northwest Planning Cluster, Waupaca County

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

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

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

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

State Plans
- New Road
- Reconstruct Road
- Repair Road

Targeted Sewer Service Areas

0 0.5 1 1.5 2 2.5 Miles

N

Foth & Van Dyke

M:/03W009/mxd/fcs/nw/plan_fcs_nw_11x17.mxd April 24, 2007 Drawn by: PEP1 Checked by: NPS

Map 4-37

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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 strive to improve the quality and efficiency of town government, facilities, and services.**

Objectives

1.a. Balance the potential impacts of development proposals on the cost and quality of community facilities and services, and on the need for community growth with the cost of providing services.

1.b. Strive to improve the efficiency of the delivery of community services and operation of community facilities.

1.c. Ensure that fire and emergency service levels are appropriate for the existing and future needs and demands of the town and its land uses.

1.d. Explore opportunities with neighboring communities to provide or improve town facilities, equipment, and services cooperatively.

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

Objectives

2.a. Monitor the adequacy of park and recreational facilities and wild natural areas 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.

2.e. Support efforts to acquire additional public recreational lands and create additional public recreational trails when they are consistent with the town's comprehensive plan.

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

Objectives

3.a. Consider the capacity of the soil to treat wastewater and the potential impacts to groundwater when reviewing a proposed development,

3.b. Explore alternative wastewater treatment options (e.g., new technologies, group sanitary systems, etc.) where appropriate.

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

Objectives

4.a. Require the preservation of natural open spaces (such as wetlands and floodplains) that minimize flooding.

4.b. Control the potential impacts of development proposals on the adequacy of existing and proposed stormwater management features including stormwater storage areas, culverts, ditches, and bridges.

4.c. Prevent increased runoff from new developments to reduce potential flooding and flood damage.

4.d. Establish the use of stormwater management practices to abate non-point source pollution and to address water quality.

4.4 Utilities and Community Facilities Policies and Recommendations

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

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

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

Policies: Town Position

UCF1 A proportional share of the cost of improvement, extension, or construction of public facilities shall be borne by those whose land development and redevelopment actions made such improvement, extension, or construction necessary (Source: Strategy UCF1).

UCF2 New utility systems shall be required to locate 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: Town Directive

UCF4 Impact fees should be utilized as a source of funding for capital projects (such as transportation facilities, schools, parks, and fire protection improvements) directly attributable to new development (Source: Strategy UCF1).

UCF5 The town should make infrastructure investments in existing residential areas to maintain property values, encourage in-fill development, and encourage rehabilitation of existing homes (Source: Strategy LU7).

Policies: Development Review Criteria

UCF6 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to agricultural lands and operations (Source: Strategy ANC1, ANC2).

UCF7 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).

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

UCF9 New residential development shall provide parkland dedications or pay parkland impact fees roughly proportional to the recreational needs directly created by that development (Source: Strategy UCF1).

UCF10 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy ANC4).

UCF11 New development near school facilities shall be limited to land uses that do not pose threats to public health or safety, produce little noise, generate minimal traffic, and are consistent with the applicable area development plan (Source: Strategy LU9).

UCF12 Solid and hazardous waste handling and disposal sites shall be located and designed to cause no harm to surface water and groundwater. They should be located outside of municipal wellhead protection areas and in areas of low to moderate groundwater contamination risk, and where conflicts with existing or planned land uses can be minimized or mitigated (Source: Strategy ANC4, LU9).

UCF13 Proposed telecommunication, wind energy, and other utility towers shall address potential impacts on surrounding residential properties, alternative tower locations, setbacks from highways and other structures, provisions for abandonment, property access, lighting, and site security (Source: Strategy LU9).

UCF14 Telecommunication, wind energy, and other utility towers shall be designed to be as visually unobtrusive as possible, support multi-use and reuse, and be safe to adjacent properties (Source: Strategy LU9).

UCF15 New residential, commercial, industrial, etc. development shall not be located within 300 feet of public lands (Source: Strategy ANC4).

Recommendations

- Modify existing land division and impact fee ordinances to comply with Wisconsin Act 477 regarding exactions for parks and recreational facilities (Source: Strategy UCF1).

4.5 Utilities and Community Facilities Programs

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

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

The *Agricultural, Natural, and Cultural Resources* element may be the most important element in the *Town of Scandinavia Year 2030 Comprehensive Plan*. This town is home to an incredibly rich mix of agricultural, natural, and cultural resources that it residents want to preserve and protect. Many of the issues and opportunities identified by the town during the planning process (refer to the *Issues and Opportunities* element) are related to these resources. The town is concerned with preserving wilderness, preserving groundwater quality, protecting the pristine quality of surface waters, preserving green space as development takes place, preserving agricultural lands, and preserving the rural character of the town. Some of the strongest points of consensus on the public opinion surveys (see Appendix B) were related to these resources and include:

- Protecting groundwater, wetlands, and waterways
- Protecting wildlife habitat
- Protecting farmland
- Protecting rural character

Agricultural Resources

According to the Existing Land Use Map (Map 8-23) there were 8,418 acres of agricultural land in the town in 2004, and according to the Agricultural Resources Map (Map 5-6 of the *Inventory and Trends Report*), there were seven dairy farm operations in the town. Agricultural businesses, such as farm service and equipment suppliers, are located in the neighboring villages of Iola and Scandinavia and the City of Waupaca. Local opinion is that dairying and agriculture overall will remain a significant component of the local economy and landscape over the long term.

The Town of Scandinavia's plan for agricultural resources is to protect agricultural lands while also allowing for planned development. 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 for Agriculture Enterprise (AE). The AE preferred land use classification seeks to preserve and promote a full range of agricultural uses and prevent the conversion of land to uses not consistent

with agriculture. AE areas allow for very low densities of future development. Higher density residential development is planned for areas surrounding the villages and on lands that are within 500 feet of major roads. This is intended to keep higher densities from encroaching on quality agricultural lands. Other key components of the town's approach include establishing a maximum residential lot size, requiring conservation land division design (refer to Appendix A), and establishing a system for site planning guidelines. The town also plans to explore the creation of a transfer or purchase of development rights program.

Natural and Cultural Resources

Natural resources are abundant in the town and are highly valued by the town's residents. Substantial local natural resources include:

- 9,620 acres of woodlands (the single largest land use in the town)
- 4,846 acres of steep slopes (12% slope and greater)
- 2,680 acres of wetlands of five acres or more
- 592 acres of public lands associated with State Natural Areas and State Fish and Game Areas
- Pristine surface water bodies including the South Branch of the Little Wolf River, Peterson Creek, Sannes Creek, other streams, and many small lakes and ponds

Cultural resources are abundant in the town, and local history is very important to the community. Map 5-16 of the *Inventory and Trends Report* displays the variety of historic and archeological sites that have been identified in the town. Archeological sites include burial mounds, an ancient campsite or village, and several cemeteries. While there are no properties currently listed on the National or State Register of Historic Places, there is a site that has been identified by the Wisconsin Historical Society as potentially eligible for registry. There are many sites that have been identified by the town as important to local history. These include century farms and historic homes, churches, and school houses. A local historical society was recently established which contributed to the identification of these sites.

The Town of Scandinavia'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 provide an analysis of the potential natural resources impacts, and the use of site planning in order to place development in the best possible locations. Many of the same tools that will be used to protect agriculture will also be used to protect natural and cultural resources, including a maximum residential lot size, conservation land division design, site planning guidelines, and a possible transfer or purchase of development rights program.

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

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

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

Objectives

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

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

Objectives

2.a. Regulate the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.
2.b. Direct future growth away from wetlands, floodplains, and steep slopes.
2.c. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL), Conservation Reserve Program (CRP) and conservation easements.
2.d. Establish an inventory of the type, extent, and quality of existing natural resources in the town.

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

Objectives

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

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

Objectives

4.a. Decrease sources of point source and non-point source water pollution.

4.b. Manage the preservation of natural buffers and building setbacks between intensive land uses and surface water features.

4.c. Develop partnerships with adjacent communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.

4.d. Improve water quality in Silver Lake.

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

Objectives

5.a. Manage growth to protect interconnected open space, streams, and wildlife habitat corridors.

5.b. Manage growth to protect small, isolated, open spaces with aesthetic qualities that contribute to community character.

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

Objectives

6.a. Preserve large contiguous wooded tracts in order to reduce forest fragmentation, maximize woodland interiors, and reduce the edge/area ratio.

6.b. Address the use of conservation land division design, which reduces further forest fragmentation.

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

Objectives

7.a. Establish the consistent regulation of extraction operations to minimize adverse impacts on adjacent land uses and to ensure proper site reclamation.

Goal 8 **Preserve rural character as defined by scenic beauty, a variety of landscapes, curved roads, attractive design of buildings and landscaping, undeveloped lands, farms, small businesses, and quiet enjoyment of these surroundings.**

Objectives

8.a. Address the potential impacts of development proposals on those features that the town values as a part of its character and identity.

8.b. Discourage rural blight including the accumulation of junk vehicles, poorly maintained properties, and roadside litter.

Goal 9 **Preserve significant historical and cultural lands, sites, and structures that contribute to community identity and character.**

Objectives

9.a. Work cooperatively with historical societies to identify, record, and protect community features with historical or archaeological significance.

9.b. Address the potential impacts of development proposals on historical and archeological resources.

9.c. Encourage efforts that promote the history, culture, and heritage of the town.

9.d. Support efforts to preserve historic farmsteads.

5.3 Agricultural, Natural, and Cultural Resources Policies and Recommendations

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

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

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

Policies: Town Position

ANC1 Conservation or cluster design shall 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 ANC1, ANC4, LU3).

ANC2 Wisconsin Department of Natural Resources Best Management Practices should be utilized to the maximum extent possible for activities approved in the community's forests and wetlands (Source: Strategy ANC4).

ANC3 Municipal wellhead protection should be a priority when reviewing development proposals (Source: Strategy ANC4).

ANC4 New, non-farm, residential development should only be allowed in planned growth areas as identified by the following preferred land use classifications: RR, (Rural Residential), SHR, (Shoreland Residential), AWT (Agricultural and Woodland Transition), AE (Agriculture Enterprise), PVRF (Private Recreation and Forestry Enterprise) (Source: Strategy ANC1, ANC2, ANC4, LU1, LU7).

ANC5 New, non-farm, residential development should not be allowed in areas planned for agricultural expansion as identified by the following preferred land use classification(s): AE, (Agriculture Enterprise) and AR, (Agriculture Retention) (Source: Strategy ANC1, ANC2, LU1).

ANC6 New residential development should not be allowed in areas planned for forestry enterprise as identified by PVRF preferred land use classification (Source: Strategy LU1

ANC7 The rezoning of prime farmland to residential or commercial use shall not be supported by the town (Source: Strategy ANC1, ANC2).

ANC8 The Town of Scandinavia permits properly conducted agricultural operations. Owners of property in areas planned for agricultural use (such as AE, AR, or 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 best management practices 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).

ANC9 Land divisions approved in areas designated with the preferred land use classifications of AE, AR, and AWT shall bear the right to farm policy on the face of the recording instrument (Source: Strategy ANC2).

Policies: Development Review Criteria

ANC10 Development proposals shall provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation (Source: Strategy ANC4).

ANC11 Conservation land divisions in AE (Agriculture Enterprise) areas shall be designed primarily to protect prime agricultural soils, active cropland, agricultural facilities, or

other agricultural resources, and these features should take precedence over other features that could be protected in these locations (Source: Strategy ANC1).

ANC12 Conservation land divisions in PVRF (Private Recreation & Forestry Enterprise), AWT (Agriculture & Woodland Transition), RR (Rural Residential), SHR (Shoreland Residential) areas shall be designed primarily to protect shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography, and these features should take precedence over other features that could be protected in these locations (Source: Strategy ANC4).

ANC13 Conservation land divisions that incorporate Resource Protection (RP) areas shall be designed to protect the related natural resources (Source: Strategy ANC4).

ANC14 Development proposals in shoreland areas shall demonstrate compliance with the Waupaca County Shoreland Zoning Ordinance and Shoreland Protection Manual (Source: Strategy ANC4).

ANC15 The establishment of new, or expansion of existing, animal agriculture operations that result in farms with more than 500 animal units shall not be allowed outside of areas targeted for agricultural expansion (Source: Strategy LU9).

ANC16 The establishment of new, or expansion of existing, animal agriculture operations that result in farms with more than 500 animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management (Source: Strategy LU9).

Site Planning Policies

ANC17 The expansion or establishment of agricultural operations shall be preferred no closer than within 300 feet of surface water (Source: Strategy ANC 6).

ANC18 The expansion or establishment of agricultural operations shall be preferred no closer than within 300 feet of wetlands or floodplains (Source: Strategy ANC 6).

ANC19 The expansion or establishment of agricultural operations shall not take place in designated municipal wellhead protection areas (Source: Strategy ANC 6).

ANC20 New, non-farm, residential development shall be placed on the landscape in a fashion that preserves productive farmland, reduces farmland fragmentation, and prevents conflicts between agricultural and residential land uses (Source: Strategy ANC1, ANC2).

ANC21 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).

ANC22 Development occurring within or near natural resources shall sustain those resources and incorporate them in the development rather than harm or destroy them (Source: Strategy ANC4).

ANC23 New, non-farm, residential development shall not be located within 1,000 feet of active farming operations (Source: Strategy ANC2).

ANC24 New residential, commercial, industrial, etc. development shall not be located on prime agricultural and prime where drained soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1).

ANC25 New residential development shall not be located within 300 feet of surface water (Source: Strategy ANC4).

ANC26 New commercial or industrial development shall not be located within 300 feet of wetlands or floodplains (Source: Strategy ANC4).

ANC27 New residential, commercial, industrial, etc. development shall not be located on steep slopes of 12% or greater (Source: Strategy ANC4.)

ANC28 New residential, commercial, industrial, etc. development shall be preferred within 500 feet of local, collector, and arterial roads (Source: Strategy ANC4).

ANC29 New residential, commercial, industrial, etc. development shall not be located within 100 feet of lands enrolled in WDNR forest management programs (Managed Forest Land or Forest Crop Land programs) (Source: Strategy ANC4).

Recommendations

- Create a town land division ordinance to better achieve the preservation of agricultural lands (Source: Strategy ANC1).

- Work with Waupaca County to modify county zoning and land division ordinances to achieve the preservation of agricultural lands, the right to farm, natural resources, and green space (Source: Strategy ANC1, ANC2, ANC4).

- Utilize a sliding scale residential density requirement, a maximum residential lot size, and a minimum residential lot size to achieve the preservation of agricultural lands, natural resources, and green space (Source: Strategy ANC1, ANC4).

- All subdivisions shall use cluster or conservation design for the preservation of agricultural lands, natural resources, and green space (Source: Strategy ANC1).

- Work with Waupaca County to maintain an up to date inventory of active farms, feedlots, and manure storage facilities (Source: Strategy ANC2).

- 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).

- Work with Waupaca County to develop site planning and limits of disturbance regulations to protect agricultural lands, natural resources, and green space (Source: Strategy ANC1, ANC4).

- Work with Waupaca County to modify local building codes and applicable land division and zoning ordinances to include improved stormwater management and construction site erosion control requirements (Source: Strategy ANC4).

5.4 Agriculture, Natural, and Cultural Resources Programs

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

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6 Economic Development

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6. Economic Development

6.1 Economic Development Plan

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. Issues and opportunities in the Town of Scandinavia 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 Scandinavia 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 Scandinavia's plan for economic development reflects the desire to preserve its agricultural land and forest land base. Non-farm employment, business development, and other economic opportunities are provided primarily by the surrounding urban areas. The town recognizes that almost half of its residents are employed in either manufacturing or education, health, and social services. While the bulk of these jobs are located outside of the town, the town can serve a critical role in providing quality, affordable places to live, which is a critical component of regional economic development. With these themes in mind, the town's plan seeks to maintain the quality of life that attracts residents to the town and to retain existing businesses.

The town's plan for economic development also seeks to build town tax base by requiring quality building and site design. The town does not anticipate that substantial commercial or

industrial development will take place within its borders, but rather, prefers to direct such uses to the neighboring cities and villages whenever possible. However, if any such development does locate in the town, it should use attractive and functional design. Tools that the town plans to use toward this end include adopting a site and architectural design review ordinance and requiring the use of area development planning.

6.2 Economic Characteristics Summary

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

	T. Scandinavia		Waupaca County	
Attainment Level	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	30	4.1%	2,175	6.3%
9th grade to 12th grade, no diploma	48	6.5%	3,847	11.1%
High school graduate (includes equivalency)	298	40.5%	15,148	43.6%
Some college, no degree	200	27.2%	6,333	18.2%
Associate degree	62	8.4%	2,067	6.0%
Bachelor's degree	67	9.1%	3,716	10.7%
Graduate or professional degree	30	4.1%	1,440	4.1%
Total Persons 25 and over	735	100.0%	34,726	100.0%

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

Educational attainment for the Town of Scandinavia as measured in 2000 was similar to that of Waupaca County. Compared to the county as a whole, a larger proportion of people in the town had attained a high school graduate level or higher, but a slightly smaller proportion had college degrees. An unusually high proportion have some college, but no degree. The town has great potential to improve the value of its workforce by these individuals continuing to work toward earning degrees. These data suggest that Town of Scandinavia residents are equipped to participate in all levels of the local and regional workforce.

Employment by Industry

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

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

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

	T. Scandinavia		Waupaca County	
Industry	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	49	9.5%	1,216	4.8%
Construction	26	5.0%	1,686	6.6%
Manufacturing	121	23.4%	7,393	29.1%
Wholesale trade	7	1.4%	721	2.8%
Retail trade	44	8.5%	2,624	10.3%
Transportation and warehousing, and utilities	48	9.3%	942	3.7%
Information	40	7.8%	900	3.5%
Finance, insurance, real estate, and rental and leasing	22	4.3%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	32	6.2%	950	3.7%
Educational, health and social services	82	15.9%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	14	2.7%	1,652	6.5%
Other services (except public administration)	14	2.7%	883	3.5%
Public administration	17	3.3%	759	3.0%
Total	516	100.0%	25,370	100.0%

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

Of the 516 Town of Scandinavia residents employed in 2000, most worked in the manufacturing, educational, health, and social services, and agriculture, forestry, hunting and fishing, and mining sectors. The breakdown of employment by industry sector in the town is similar to that of Waupaca County as a whole, but with some key distinctions. A notably larger share of town employment occurs in the agriculture, forestry, fishing and hunting, and mining, the transportation and warehousing, and utilities, and information sectors. This is a reflection of the unique forest resource base and area employers found in the northwest region of Waupaca County.

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 Scandinavia, Waupaca County, and Wisconsin, 2000

	T. Scandinavia		Waupaca County	
Occupation	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	138	26.7%	6,438	25.4%
Service occupations	55	10.7%	3,710	14.6%
Sales and office occupations	125	24.2%	5,456	21.5%
Farming, fishing, and foresty occupations	18	3.5%	403	1.6%
Construction, extraction, and maintenance occupations	69	13.4%	2,592	10.2%
Production, transportation, and material moving occupations	111	21.5%	6,771	26.7%
Total	516	100.0%	25,370	100.0%

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

Overall, employment by occupation in the Town of Scandinavia is similar to Waupaca County. Compared to the county as a whole, a slightly larger share of the town is employed in sales and office occupations and construction, extraction, and maintenance occupations. A notably smaller proportion of the town is employed in service occupations and in production, transportation, and material moving occupations. These data are logical given the similarities between the town and county in employment by industry and educational attainment.

6.3 Strengths and Weaknesses Analysis

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

Strengths

- Natural Resources
- Elementary and Secondary Schools
- Industrial Parks
- U.S., State, County and Local Road Networks
- Regional and Local Airports
- Fox Valley Technical College Campuses
- Fox Valley Workforce Development
- Chambers of Commerce
- Skilled and Experienced Workforce
- Electric and Gas Infrastructure
- Communications Infrastructure
- Waupaca County Economic Development Corp.
- Small Business Development Centers
- Wisconsin Department of Commerce Programs
- Wisconsin Department of Transportation Programs
- Regional and Local Financial Institutions
- County and Local Governments
- Revolving Loan Funds
- Manufacturing Industry
- Tourism Industry
- Agriculture/Dairy Industry

Weaknesses

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

6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the Town of Scandinavia 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 Scandinavia 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.
- 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.
- Businesses that do not cause or contribute to the deterioration of the downtown in the Village of Iola or Village of Scandinavia.
- Business and light industry that fill a unique niche in the town and complement economic development efforts in the Village of Iola or Village of Scandinavia.
- 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 8-61) for the Town of Scandinavia. Sites for business and industrial development are very limited in the Town of Scandinavia, as the town prefers that these types of development are generally directed to the neighboring cities and villages. The town does not have sewer or water infrastructure, and industrial parks in neighboring communities have room for additional construction. While none of the preferred land use classifications mapped in the town are specifically oriented toward business development, several classifications allow for the possibility of business development as a secondary use. Agriculture Enterprise (AE) areas might include suitable locations for agriculture related business and industry. Agriculture and Woodland Transition (AWT) areas might include suitable locations for business uses that are compatible with surrounding land uses.

Home based businesses are encouraged in the town and could occur in many locations with proper approval. The town has established policies to guide the review of proposed home based businesses. In general, these are to be limited commercial uses that do not negatively impact the surrounding residences or take on the character of a primary commercial or industrial use.

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 Scandinavia, as of March 2007, there was one site identified by BRRTS as being located within the town and as being open or conditionally closed (indicating that further remediation may be necessary). The site is identified as a spill site which occurred on Bestul Road. The status of this site should be further reviewed by the town for potential reuse or redevelopment.

6.6 Economic Development Goals and Objectives

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

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

Objectives

1.a. Maintain and support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.
1.b. Encourage efforts that distinguish and promote features unique to the town.
1.c. Support the sustainable economic development of Waupaca County.
1.d. Support business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
1.e. Support local employment of area citizens, especially efforts that create opportunities for local youth.

6.7 Economic Development Policies and Recommendations

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

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

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

Policies: Town Position

ED1 Agriculture, forestry, and outdoor recreation should be the preferred economic base of the town (Source: Strategy ANC1, ANC2, ED2).

Policies: Town Directive

ED2 The community should actively pursue increased participation in the local Chamber of Commerce and the Economic Development Corporation (Source: Strategy ED4, ED2).

ED3 The community should regularly evaluate economic development related grants, programs, and tax incentives for their applicability to the community (Source: Strategy ED4).

ED4 The community should support existing business expansion and retention efforts that are consistent with the comprehensive plan (Source: Strategy ED2).

ED5 The community should encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs (Source: Strategy ED2).

Policies: Development Review Criteria

ED6 New commercial and industrial development shall employ site and building designs that include:

- Attractive signage and building architecture;
- Shared highway access points;
- Screened parking and loading areas;
- Screened mechanicals;
- Landscaping;
- Lighting that does not spill over to adjacent properties;
- Efficient traffic and pedestrian flow (Source: Strategy ED3).

Recommendations

- Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site and building design policies (Source: Strategy ED3).

- Modify zoning and land division ordinances to require the approval of Area Development Plans prior to the rezoning or platting of planned growth areas such as RR areas (Source: Strategy ED4).

6.8 Economic Development Programs

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

7 Intergovernmental Cooperation

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7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Scandinavia, 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 Scandinavia and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

Intergovernmental cooperation is a critical component of the town's comprehensive plan, as the town shares its borders with two incorporated municipalities, and because very few community services are provided directly by the town. The Town of Scandinavia plans to continue to rely on intergovernmental arrangements to provide community services efficiently, to plan cooperatively for development along community boundaries, and to improve intergovernmental communications. The town already participates in several intergovernmental arrangements, and anticipates that more cooperative efforts will stem from the comprehensive planning process.

The Town of Scandinavia recognizes that the villages of Iola and Scandinavia contribute to the quality of life in the town by providing jobs and other economic opportunities, retail goods and services, health care, schools, parks, and more. And the town contributes to the quality of life in the villages by providing rural character, outdoor recreational opportunities, land base to support the agriculture and tourism industries, options for those that desire to live in a rural area, and more. Cooperative planning with these communities will be a key component of the town's plan, as they share many common interests, and as both of the villages are indicating plans for potential annexation of town lands in the future. The town will work to ensure that mutually beneficial arrangements are made to facilitate future growth.

7.2 Inventory of Existing Intergovernmental Agreements

The Town of Scandinavia is not currently party to any recorded intergovernmental agreements. However, intergovernmental cooperation is utilized to provide several town services and facilities including fire protection, ambulance service, and the town hall.

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

School Districts

The Town of Scandinavia is located within the Iola-Scandinavia 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

Intergovernmental relationships between the Town of Scandinavia and surrounding communities can be characterized as positive and developing. The town is already working with the surrounding communities in the area of shared services. Relationships with the Villages of Iola and Scandinavia have not been strained in the recent past by issues related to annexation, and it is anticipated that this will continue to be the case.

During the comprehensive planning process, the Town of Scandinavia met with the Villages of Iola and Scandinavia to discuss the potential for extraterritorial growth. The communities found much common ground in this area. The town would like to see most new development taking place in the villages, or very close to the villages. The villages both stated that they are not growing rapidly and that there is room to absorb additional housing within the existing village boundaries. While annexation is only a slight possibility, the town would not necessarily object to such a situation, as it would help the town achieve its goals of preserving agricultural and forested lands. All three communities agreed that they should continue to meet at least once a year to plan jointly and discuss potential growth in the area.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

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

The intent of identifying the intergovernmental opportunities and conflicts shown below is to stimulate creative thinking and problem solving over the long term. Not all of the opportunities shown are ready for immediate action, and not all of the conflicts shown are of immediate concern. Rather, these opportunities and conflicts may further develop over the course of the

next 20 to 25 years, and this section is intended to provide community guidance at such time. The recommendation statements found in each element of this plan specify the projects and tasks that have been identified by the community as high priorities for action.

Opportunities

Opportunity	Potential Cooperating Units of Government
♦ Develop plan implementation ordinances and other tools simultaneously.	Waupaca County Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia
♦ Assistance in rating and posting local roads for road maintenance and road improvement planning.	Waupaca County
♦ Utilize a coordinated process to update and amend the comprehensive plan.	Waupaca County Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia
♦ Work with the school district to anticipate future growth, facility, and busing needs.	Iola-Scandinavia School District Waupaca School District
♦ Share the use of school district recreational and athletic facilities.	Iola-Scandinavia School District Waupaca School District Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia
♦ Share excess space at the town hall.	Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia
♦ Share excess space at the town garage.	Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia

Opportunity	Potential Cooperating Units of Government
♦ Share community staff.	Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia
♦ Share office equipment.	Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia
♦ Share construction and maintenance equipment.	Town of Wyoming Town of Helvetia Town of Iola Village of Iola Village of Scandinavia
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Wyoming Town of Helvetia Town of Iola Village of Big Falls Village of Iola Village of Scandinavia
♦ Reduce conflict over boundary issues through cooperative planning.	Village of Iola Village of Scandinavia
♦ Develop a boundary agreement with the adjacent villages.	Village of Iola Village of Scandinavia
♦ Obtain a greater share of the property tax revenue for annexed lands.	Village of Iola Village of Scandinavia
♦ Obtain sewer and/or water service in areas where higher density growth is planned.	Village of Iola Village of Scandinavia
♦ Obtain sewer and/or water service in areas where failing septic systems or well contamination is an issue.	Village of Iola Village of Scandinavia
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas.	Village of Iola Village of Scandinavia
♦ Improve the attractiveness of community entrance points.	Waupaca County Village of Iola Village of Scandinavia Town of Helvetia Town of Iola Town of St. Lawrence Town of Farmington

Potential Conflicts and Resolutions

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

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

7.5 Intergovernmental Cooperation Goals and Objectives

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

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

Objectives

1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.

1.b. Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.

1.c. Pursue opportunities for cooperative agreements with neighboring towns and the Villages of Scandinavia and Iola regarding annexation, expansion of public facilities, sharing of services, and density management.

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

Objectives

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

2.b. Seek mutually beneficial opportunities with neighboring communities for joint equipment and facility ownership.

2.c. Monitor opportunities to improve the delivery of community services by cooperating with other units of government.

7.6 Intergovernmental Cooperation Policies and Recommendations

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

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

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

Policies: Town Directive

IC1 The town shall work toward recording all intergovernmental agreements in writing, including joint road maintenance agreements (Source: Basic Policies).

IC2 Transportation issues that affect the town and neighboring communities 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, UCF3).

IC3 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed with neighboring communities (Source: Strategy UCF3).

IC4 Before the purchase of new community facilities or equipment or the reinstatement of service agreements, the community should pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions (Source: Strategy UCF3).

IC5 Opportunities for sharing community staff or contracting out existing staff availability should be pursued should the opportunity arise (Source: Strategy UCF3).

IC6 Community facilities that have available capacity should be considered for joint use with neighboring communities or community organizations (Source: Strategy UCF3).

IC7 The town should consider intergovernmental and other cooperative options before establishing, reinstating, expanding, or rehabilitating community facilities, utilities, or services (Source: Strategy UCF3).

IC8 The town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3).

Recommendations

- Annually review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy IC1).
- Evaluate and provide constructive feedback to Waupaca County on services provided to the town (Source: Strategy IC1).
- Initiate a cooperative study of intergovernmental opportunities between the town and other neighboring towns and villages (Source: Strategy IC1).

7.7 Intergovernmental Cooperation Programs

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

8 Land Use

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8. Land Use

8.1 Introduction

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

This chapter of the comprehensive plan includes local information for both existing and planned land use in the Town of Scandinavia. 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

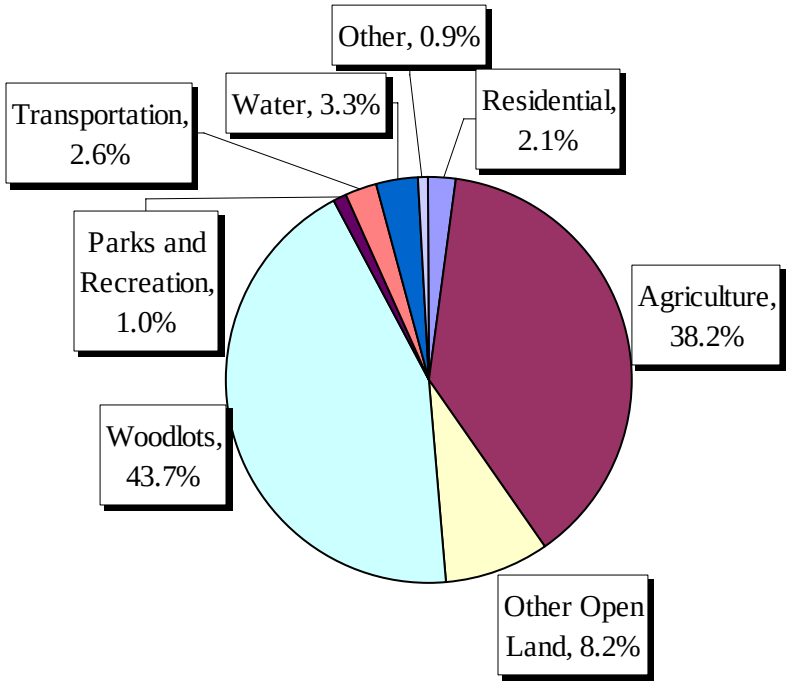
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land 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 8-23, Table 8-1, and Figure 8-1, together provide the picture of existing land use for the Town of Scandinavia.

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

Existing Land Use Classification	Acres	Percent of Total
Intensive Land Use	**658**	**3.0%**
Residential	462	2.1%
Multi-Family Housing	0	0.0%
Mobile Home Parks	0	0.0%
Farmsteads	163	0.7%
Group Quarters and Elder Care	0	0.0%
Commercial	2	0.0%
Utilities	7	0.0%
Institutional	7	0.0%
Industrial	0	0.0%
Mines/Quarries	18	0.1%
Passive Land Use	**20,062**	**91.2%**
Agriculture	8,418	38.2%
Other Open Land	1,797	8.2%
Woodlots	9,620	43.7%
Parks and Recreation	228	1.0%
Base Features	**1,288**	**5.9%**
Transportation	571	2.6%
Water	718	3.3%
Total	**22,009**	**100.0%**

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

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



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

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EXISTING LAND USE

Town of Scandinavia, Waupaca County

Existing Land Use Classifications

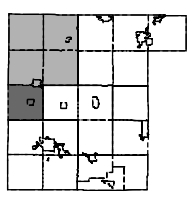
- Residential
- Multi-Family Housing
- Mobile Home Parks
- Farmsteads
- Group Quarters and Elder Care
- Commercial
- Agriculture
- Other Open Land
- Woodlots
- Parks and Recreation
- Utilities
- Institutional
- Industrial
- Mines/Quarries
- Transportation
- Water

Roads

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

Base Features

- Parcels
- Sections
- Municipal Boundary



Northwest Planning Cluster of Waupaca County

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Foth & Van Dyke

M:/03W009/mxd/exlu/nw/exlu_scandT_11x17.mxd July 21, 2006 Drawn by: PEP1 Checked by: NPS

Map Explanation

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

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

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

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

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

Map 8-23

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The Town of Scandinavia is a typical six mile square (or 36 square mile) town including about 22,000 acres. The town is primarily undeveloped with woodlands comprising the largest share of the landscape at 43.7%. Many of these woodland acres are also wetlands or steep slopes – other dominant features of the landscape. As shown on Map 5-11 (of the *Inventory and Trends Report*), wetlands occupy 12% of the town's landscape, and steep slopes occupy 22%. Agriculture is another predominant land use comprising 38.2% of the town. Existing agricultural lands including dairy farms, crop fields, and smaller hobby farms, are dispersed throughout the town's upland areas with the most productive farmlands in the northern third of the town. A distinctive pattern of mixed farmland and woodland with scattered residential development characterizes the vast majority of the town's landscape.

Development is widely dispersed throughout the town. Isolated pockets of concentrated development occur around the lakes and to the south of the Village of Iola and the north of the Village of Scandinavia. The predominant developed use is residential including single-family homes and farmsteads which account for 2.1% of 2004 existing land use.

Growth and change in recent years have been composed primarily of residential development. The areas of the town south of the Village of Iola and north of the Village of Scandinavia have experienced the most recent residential subdivision growth. New homes and conversions of seasonal cottages to year round homes have also been scattered throughout the town and around the lakes. In these areas, it is common for a home to be built on a large parcel with lands reserved for recreational use or hobby farming.

8.3 Projected Supply and Demand of Land Uses

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

The APL housing unit projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then assumes that the existing housing unit density will remain constant. The existing residential density is 1.3 acres per housing unit based on 624.7 acres of residential land use and 479 housing units. Each projected housing unit will then occupy an additional 1.3 acres.

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

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 11.45 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Scandinavia, so resource lands are reduced by 11.45 acres per year.

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

Year	Residential [1]	Commercial [2]	Industrial [3]	Institutional [4]	Resource Lands [5]
2000	624.7	1.9	17.6	241.6	19,834.8
2005	671.7	2.0	18.6	255.6	19,777.6
2010	727.7	2.1	19.6	269.7	19,720.4
2015	777.3	2.2	20.6	282.3	19,663.1
2020	824.3	2.3	21.4	293.8	19,605.9
2025	864.7	2.4	22.2	304.4	19,548.7
2030	892.1	2.5	22.7	312.0	19,491.4
# Change	267.4	0.6	5.1	70.4	-343.4
% Change	42.8%	29.1%	29.1%	29.1%	-1.7%

[1]Residential includes residential, multi-family, mobile home parks, farmsteads, and group quarters and elder care.
[2]Commercial includes commercial only.
[3]Industrial includes industrial, mines, and quarries.
[4]Institutional includes institutional, utilities, and parks and recreation.
[5]Resource Lands include agriculture, other open land, and woodlots.

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

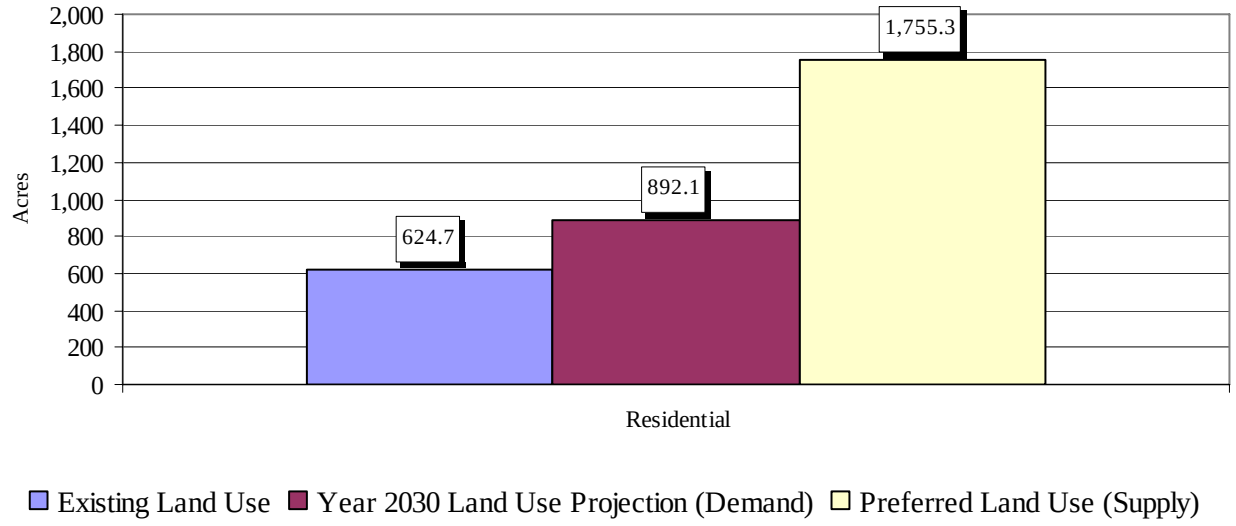
Table 8-3
Land Supply and Demand Comparison
Town of Scandinavia

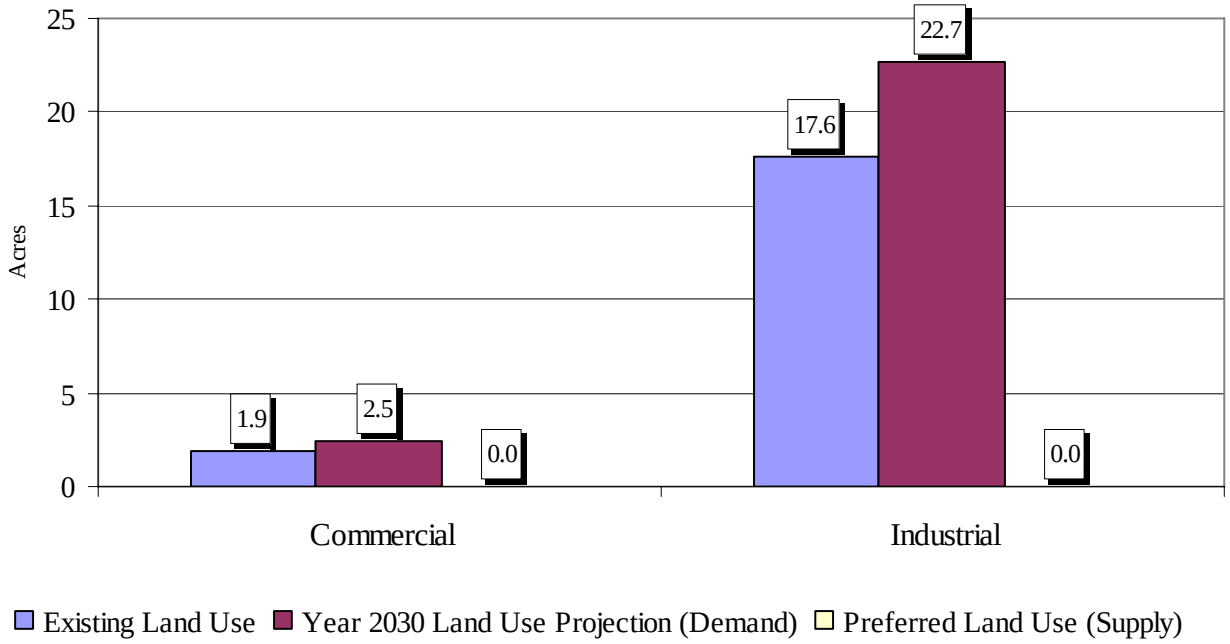
	Residential	Commercial	Industrial
Existing Land Use	624.7	1.9	17.6
Year 2030 Land Use Projection (Demand)[1]	892.1	2.5	22.7
Preferred Land Use (Supply)[2]	1,755.3	0.0	0.0

[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, 5% of Agriculture Enterprise, and Agriculture and Woodland Transition. Commercial includes 50% of Rural Commercial/Industrial and 30% of Rural Crossroads-Mixed Use. Industrial includes 50% of Rural Commercial/Industrial and 10% of Rural Crossroads-Mixed Use.

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





The Town of Scandinavia has planned for a sufficient supply of residential land based on projected demand. About two times the projected residential demand is provided for, primarily by the Agriculture and Woodland Transition and Rural Residential classifications. Some residential land supply is also provided by portions of the Agriculture Enterprise and Private Recreation and Forestry Enterprise classifications, as lower density development would also be allowed in these areas.

The town has not explicitly planned for the projected demand of commercial and industrial land. This reflects the town's desire to direct most new commercial and industrial development to locate in the Villages of Iola and Scandinavia, where the services they need (water, sewer, electricity, gas) are provided more efficiently. It should be noted that there is less than one acre of demand for additional commercial land, and that the projected demand for industrial use is driven entirely by the existing acreage of sand and gravel pits in the town (there is no industrial land use on the existing land use map). It is anticipated that the minimal commercial demand and the siting of future sand and gravel extraction sights can be accommodated within the other classifications provided on the preferred land use map.

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 8-61) 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 Scandinavia's plan for preferred land use is intended to protect agricultural, natural, and cultural resources for future generations while also allowing reasonable opportunities for land development. The town will accomplish this by managing the use of lands and the density of development. Most locations in the town will allow for development to take place, but the density of development will be planned in order to preserve valued features of the landscape.

The preferred land use plan was shaped by both objective data and local opinion. Public participation in the form of copious meetings and a survey of all town landowners was utilized to significantly impact the outcome. The town considered the locations of natural resources, prime soils, existing farms, roads, current land use patterns, and other objective factors to measure suitability of lands for various future land uses using *What If* software. The objective data were further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public.

What If Analysis

What If is a program designed to help communities locate preferred locations for new homes or businesses or find areas to manage as farmlands or forest lands. The future preferred locations are identified by integrating planning committee input in the form of mock policies and the objective data. In other words, it helps the community answer the question – "If we implemented a given policy, how would that impact the landscape over the long term based on the objective data?" *What If* was used to map suitability for residential development, agriculture enterprise, and forestry enterprise.

The following factors were used to determine the suitability of lands for each type of future land use analyzed.

The best places for **Agriculture Enterprise** were:
1. Already used for agriculture
2. Outside of wetlands and floodplains
3. In areas of prime agricultural soils
4. Away from existing concentrated development

The best places for **Forestry Enterprise** were:
1. Already used for woodlots
2. Outside of wetlands and floodplains
3. Outside of areas with prime agricultural soils
4. Away from existing concentrated development

The best places for **Residential Growth** were:
1. More than 125 feet from surface waters, wetlands, and floodplains
2. Outside of areas with prime agricultural soils
3. Within 500 feet of existing roads
4. Not on public lands or lands enrolled in MFL/FCL
5. Outside of municipal wellhead protection areas
6. Near existing sewer and water service areas (Villages of Iola and Scandinavia)
7. Near existing concentrated development
8. Away from existing dairy farms

The results of this analysis are shown on the maps in Appendix C. Note that the most suitable areas for agriculture enterprise have been planned on Map 8-58 for the Agriculture Enterprise (AE) preferred land use classification. The most suitable areas for forestry enterprise have been planned for Private Recreation and Forestry Enterprise (PVRF). And the most suitable areas for residential development have been planned for Rural Residential (RR) and Agriculture and Woodland Transition (AWT) areas.

Development of the Preferred Land Use Map

The town's desire to preserve its agricultural lands and the right to farm is reflected in the areas mapped Agriculture Enterprise (AE). AE has been mapped where good agricultural soils are present, where existing dairy farms are located, and where agriculture is expected to continue over the long term.

The town's desire to preserve its private forested lands is reflected in areas mapped Private Recreation and Forestry Enterprise (PVRF). PVRF has been mapped in upland locations where the highest concentrations of Managed Forest Land program enrollment are present and where the largest tracts of existing woodlands remain in the town. Public Recreation and Forestry Enterprise (PURF) has been mapped in areas of public lands.

The changing nature of some of the town's rural lands is reflected in areas mapped Agriculture and Woodland Transition (AWT). Active agriculture and forestry enterprise in these areas is

recognized and valued, but it is expected that these areas may transition to other uses over the long term.

Rural Residential (RR) and Shoreland Residential (SHR) have been mapped in locations where the higher densities of residential development will be encouraged.

The town's desire to preserve natural resources and outdoor recreational opportunities is reflected in areas mapped Resource Protection (RP). RP has been mapped in areas where regulatory wetlands (five acres and greater) and floodplains are present. RP is the only preferred land use classification that does not allow for residential development.

Intensive Use Overlay (IUO) has been mapped relative to features of the town that existing and future property owners should be aware of. Existing locations of sand and gravel extraction pits are indicated with IUO. The sites of closed landfills and a 1,200 foot buffer are indicated with IUO. In both of these cases, potential for conflict between these existing situations and future development is present.

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PREFERRED LAND USE

Town of Scandinavia, Waupaca County

Preferred Land Use

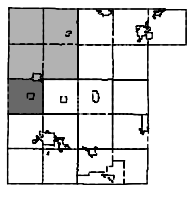
- Agriculture Enterprise (AE)
- Agriculture Retention (AR)
- Agriculture and Woodland Transition (AWT)
- Intensive Use Overlay (IUO)
- Public Recreation and Forestry Enterprise (PURF)
- Private Recreation and Forestry Enterprise (PVRF)
- Rural Commercial/Industrial (RCI)
- Rural Crossroads-Mixed Use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

Roads

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

Base Features

- Parcels
- Sections
- Municipal Boundary



Northwest Planning Cluster of Waupaca County

0 0.5 1 1.5 Miles

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Foth & Van Dyke

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 Scandinavia. 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.

M:/03W009/mxd/fulu/nw/fulu_scandT_11x17.mxd October 11, 2006 Drawn by: PEP1 Checked by: NPS

Map 8-61

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8.5 Preferred Land Use Classifications

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

Agriculture Enterprise (AE)

- Purpose: To preserve and promote a full range of agricultural uses. To implement comprehensive plan goals by encouraging livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- 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.
- Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per 35 acres.
  - Minimum residential lot size shall be one acre.
  - Maximum residential lot size shall be 2.5 acres.
  - The use of conservation land division design (refer to Appendix A) shall be required for major land divisions.
- Preferred Use: All agricultural uses regardless of size, although large animal feeding operations greater than 1000 animal units would still require WDNR permits. Specific preferred uses could include livestock production, dairy, agriculturally-related residences, greenhouses, horse facilities, agriculture sales and service, agricultural storage, agricultural research and development, fish and wildlife management activities, timber harvest and milling, aqua culture, nonmetallic mineral extraction, and home based businesses.
- Discouraged Uses: Residential development should be discouraged to avoid potential land use conflict. The AE classification is not intended to be applied near moderately to densely populated areas.

Private Recreation and Forestry Enterprise (PVRF)

- Purpose: To preserve forest and woodland and allow for recreational opportunities.
- Primary Goal: To encourage the continuation of large tracts of forest and woodland areas which are managed to produce sustainable forest products and to provide quality outdoor recreation experiences such as hunting, trail riding, and general wildlife viewing.
- Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per 25 acres.
  - Minimum residential lot size shall be one acre.
  - Maximum residential lot size shall be 2.5 acres.
  - The use of conservation land division design (refer to Appendix A) shall be required for major land divisions.

- Preferred Use: PVRF areas are comprised exclusively of private land. Single family residential development and seasonal dwellings (hunting cabins) may be accommodated. Limited commercial and light industrial activity associated with primary residences (home based business) may also be accommodated in the PVRF. Voluntary landowner resource protection programs such as the Managed Forest Land, Conservation Reserve Program, and Wetland Reserve Program are encouraged.
- Discouraged Uses: Uses which are not compatible with or detract from forestry or outdoor recreation activities.

Public Recreation and Forestry (PURF)

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

Agriculture and Woodland Transition (AWT)

- Purpose: To accommodate agricultural uses and woodlands but also allow for land use change or "transition" within these areas driven primarily by market forces or land sale trends.
- Primary Goal: To allow landowners the opportunity to respond to economic trends and market conditions while maintaining land in agriculture or woodland as the current primary use.
- Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per 1.5 acres.
  - Minimum residential lot size shall be one acre.
  - Maximum residential lot size shall be 1.5 acres.
  - The use of conservation land division design (refer to Appendix A) shall be required for major land divisions.
- Preferred Use: Areas of possible farming or forestry operation expansions, but with consideration given to potential conflicts with residential use. Areas where farms are transitioning to more subsistence forms, to recreational use, to hobby farms, or 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 is not clustered or places undo strain on existing public services such as roads and support services.

Rural Residential (RR)

- Purpose: To include existing and planned residential development that relies on private, on-site wastewater treatment systems and private wells.
- Primary Goal: To cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.
- Preferred Housing Density Policies:
  - Maximum residential development density shall be one unit per two acres.
  - Minimum residential lot size shall be one acre.
  - Maximum residential lot size shall be two acres.
  - The use of conservation land division design (refer to Appendix A) shall be required for major land divisions.
- 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 Waupaca County lakes and rivers.
- Primary Goal: To promote the natural resources found within these areas while allowing for residential uses.
- Preferred Housing Density: Residential densities must conform to the standards of the Waupaca County Shoreland Zoning ordinance and should stay in character with existing land use patterns.
- Preferred Use: Properties should be developed and improved to minimize impacts on the natural shoreline aesthetics, water quality, fish and wildlife habitat and other public natural resource values of the lakes. These areas are primarily residential, but may also include compatible commercial and recreational uses.
- Discouraged Uses: Developments that have the potential to increase erosion, decrease natural shoreline, or impair fish and wildlife habitats.

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 Scandinavia, this classification includes 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.

Intensive Use Overlay (IUO)

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

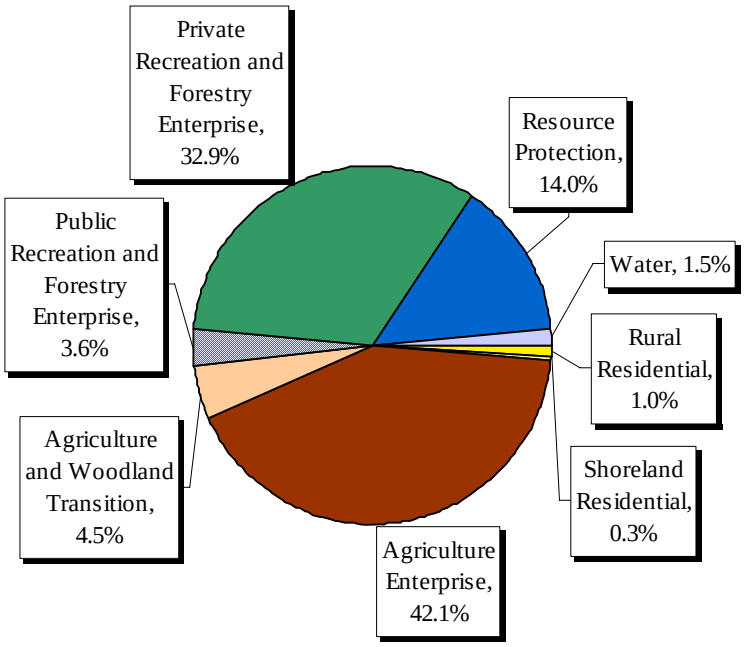
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

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

Preferred Land Use Classification	Acres	Percent of Total
Rural Residential	222.7	1.0%
Shoreland Residential	75.7	0.3%
Agriculture Enterprise	9,240.2	42.1%
Agriculture and Woodland Transition	995.0	4.5%
Public Recreation and Forestry Enterprise	781.8	3.6%
Private Recreation and Forestry Enterprise	7,235.4	32.9%
Resource Protection	3,083.0	14.0%
Water	335.4	1.5%
Total	21,969.2	100.0%

Source: Town of Scandinavia, 2006. Includes 247.1 acres of Intensive Use Overlay.

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



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

Existing Land Use Conflicts

- Storage of junk vehicles.
- Lack of property and building maintenance.
- Dilapidated mobile homes.
- Lack of basic land use ordinances and related enforcement.
- Residential development next to extraction land uses.
- Lack of screening or buffering between incompatible uses.
- The over-consumption of rural lands by large lot subdivisions.
- The loss of rural character in some locations.

Potential Land Use Conflicts

- Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools.
- Meeting the service needs of newly developed areas.
- Residential development next to high intensity agricultural land use and threats to the right-to-farm (such as RR areas directly adjacent to AE areas).
- Residential development next to extraction land uses.
- Lack of screening or buffering between incompatible uses.

8.7 Opportunities for Redevelopment

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

- Goals: H2 and related objectives
- Policies: H5, UCF5

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 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 (Source: Local Issues & Opportunities, other element goals and objectives).**

Objectives

2.a. Seek a pattern of land use that will preserve natural resources, productive agricultural areas, and productive forestry areas.

2.b. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be provided or expanded cost-effectively.

2.c. Utilize the existing road network to accommodate future development.

2.d. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.

2.e. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.

2.f. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.

2.g. Explore alternatives for the management of potentially controversial land uses. Alternative examples include, but are not limited to, mineral extraction, land spreading of waste products, wind energy towers, telecommunications towers, major power transmission lines, adult entertainment establishments, and solid or hazardous waste facilities.

8.9 Land Use Policies and Recommendations

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

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

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

Policies: Town Position

LU1 New development should be directed to locate in existing sewer service areas, cities, and villages (Source: Strategy LU7).

LU2 The existing road network and existing public facilities and services should be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).

LU3 Scattered residential development should be prevented throughout the community (Source: Strategy LU7).

LU4 At a minimum, the following characteristics shall be used to define a cluster design development:

- Residential lots or building sites are concentrated and grouped.
- There are residual lands that are reserved for green space or future development.
- The lot size is reduced from what is normally required.
- Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC1, ANC4).

LU5 At a minimum, the following characteristics shall be used to define a conservation design development:

- Residential lots or building sites are concentrated and grouped.
- There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
- The lot size is reduced from what is normally required.
- Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy ANC1, ANC4).

LU6 Lots or building sites in a conservation or cluster design development shall be no larger than necessary to accommodate the residential structures, driveway, desired yards, and utilities such as an on-site sewage treatment system (Source: Strategy ANC1, ANC4).

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 Villages of Iola and Scandinavia to address land use, building and site design, and development density in areas along the village boundaries, along highway corridors, and at community entrance points (Source: Strategy 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, LU7).

LU10 Home based business shall maintain the following characteristics:

- They are conducted in a zoning district where such use is allowed;
- They are a secondary use of a primarily residential property;
- They have little to no outward appearance or negative impact on the surrounding neighborhood;
- They are conducted entirely within the primary residential structure or in a detached accessory structure that is consistent in character with the residential use of the property and the surrounding neighborhood;
- There are no more than two employees that are not immediate family members (Source: Strategy LU9).

LU11 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).

LU12 Proposed conditional uses shall meet the following criteria in order to gain town approval:

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

Extraction use conflicts

LU13 The Town of Scandinavia permits properly conducted non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative to existing or planned extraction sites or known concentrations of extractable non-metallic minerals should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to exposure to: heavy truck traffic, noise, lights, fumes, dust, machinery operations, and blasting. The conditions described may occur as a result of extraction operations that are in conformance with accepted customs, standards, laws, best management practices, and regulations. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as normal and necessary aspects of living in a rural area (Source: Strategy LU9).

LU14 Conditional use permits for mineral extraction operations shall include restrictions for hours of operation that limit extraction, maintenance, and repair activities and crushing/sorting to a maximum of 6:00 a.m. to 6:00 p.m. Monday through Friday and 6:00 a.m. to noon on Saturday (Source: Strategy LU9).

LU15 Conditional use permits for mineral extraction operations should not permit extraction operations or the operation of equipment within 500 feet of existing residences (Source: Strategy LU9).

LU16 Conditional use permits for mineral extraction operations should not permit extraction areas within 100 feet of the edge of a town right-of-way (Source: Strategy LU9).

LU17 Conditional use permits for mineral extraction operations shall include provisions for adequate screening of the site in order to help control noise, dust, and views (Source: Strategy LU9).

LU18 Conditional use permits for extraction operations should include a time limit for completion of the project (Source: Strategy LU9).

LU19 The open area of a permitted extraction operation shall not exceed 10 acres (Source: Strategy LU9).

LU20 Conditional use permits for mineral extraction operations shall allow for inspection of the site by county officials as well as the town chairperson and his or her agents in or order to ensure continuing compliance with the conditional use permit (Source: Strategy LU9).

LU21 Conditional use permits for operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation (Source: Strategy LU9).

Recommendations

- Create a town land division ordinance to better achieve the management and limitation of growth and rural land consumption (Source: Strategy LU1).

- Work with Waupaca County to modify county zoning and land division ordinances to better achieve the management and limitation of growth and rural land consumption (Source: Strategy LU1).

- Pursue the creation of new zoning districts and a revised zoning map that will implement the town's preferred development densities as established in the comprehensive plan (Source: Strategy LU1).

- Work with Waupaca County to create a county wide purchase or transfer of development rights program (Source: Strategy LU1).

- Utilize a sliding scale residential density requirement, a maximum residential lot size, and a minimum residential lot size to achieve the management and limitation of growth and rural land consumption (Source: Strategy LU1).

- Establish requirements for site plan approval of proposed commercial, industrial, and institutional developments (Source: Strategy LU7).

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

Additional Programs

Waupaca County Zoning Department
The Waupaca County Zoning Department provides zoning administration, issuance of 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.

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9 Implementation

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9. Implementation

9.1 Action Plan

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

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

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

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

Plan Adoption and Update Actions

Priority (Short-Term) Actions

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

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

Periodic Actions

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

4. Task: Conduct a comprehensive plan update (*Implementation* element)
   Responsible Party: Plan Commission, Town Board
   Timing: Every 10 years

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Evaluate Waupaca County services (*Intergovernmental Cooperation* element)
   Responsible Party: Plan Commission
   Timing: Annually

2. Task: Review intergovernmental agreements (*Intergovernmental Cooperation* element)
   Responsible Party: Town Board
   Timing: Annually

3. Task: Initiate a cooperative study with neighboring towns and villages (*Intergovernmental Cooperation* element)
   Responsible Party: Town Board and Plan Commission
   Timing: Every five years

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Create a town land division ordinance (*Agricultural, Natural, and Cultural Resources; Transportation; Land Use* elements)
   Responsible Party: Town Board and Plan Commission
   Timing: Upon adoption of Comprehensive Plan

2. Task: Create town road construction specifications (*Transportation* element)
   Responsible Party: Town Board
   Timing: Upon adoption of Comprehensive Plan

3. Task: Adopt a driveway ordinance. (*Transportation* element).
   Responsible Party: Town Board and Plan Commission
   Timing: Upon adoption of Comprehensive Plan

Medium-Term Actions

4. Task: Create a design review ordinance for multi-family, commercial, and industrial development (*Economic Development; Land Use* element)
   Responsible Party: Town Board and Plan Commission
   Timing: Within five years

Periodic Actions

5. Task: Review applicable ordinances and fees for impacts on creating affordable housing (*Population and Housing* element)
   Responsible Party: Town Board and Plan Commission
   Timing: Annually

6. Task: Work with Waupaca County to modify the county zoning and land division ordinances (*Population and Housing; Transportation; Agricultural, Natural, and Cultural Resources; Land Use* elements)
   Responsible Party: Town Board and Plan Commission
   Timing: Annually

Strategic Planning Actions

Medium-Term Actions

1. Task: Create a purchase or transfer of development rights program with the cooperation of Waupaca County (*Agricultural, Natural, and Cultural Resources; Land Use* elements)
   Responsible Party: Town Board, Plan Commission and County government
   Timing: Within five years

Periodic Actions

2. Task: Pursue available funding for transportation improvements (*Transportation* element)
   Responsible Party: Town Board
   Timing: Annually

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

9.2 Status and Changes to Land Use Programs and Regulations

The following provides an inventory of the land use regulations that are in affect in the Town of Scandinavia 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 Scandinavia does not administer any local ordinances, and therefore has not adopted a code of ordinances.

Recommended Changes

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

Zoning

Current Status

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

Recommended Changes

Zoning ordinances will be one of the key tools that the Town of Scandinavia will need to utilize to implement its comprehensive plan. For the sake of efficiency and consistency, the town prefers to work with Waupaca County to modify county zoning ordinances for achievement of the town's vision for the future. However, should this approach fall short in implementing the town's plan, the town will consider local ordinance options toward this end. A more effective zoning ordinance will be utilized to:

- Preserve agricultural lands and the right to farm;
- Preserve natural resources and cultural resources including rural character;
- Better manage stormwater;
- Implement the town's site planning policies;
- Manage growth and rural land consumption; and
- Better manage potentially conflicting land uses.

On a fundamental level, the town will need to work with Waupaca County to create new zoning districts and revise the town zoning map. This will help implement the town's preferred land uses and densities as established under the preferred land use classifications. In addition to the revision of the basic zoning districts and map, the town hopes to have several specific tools available including the following:

- Impacts assessment.
- Mobile home, manufactured home, and mobile home park regulations.
- Site planning regulations.

It is important to the Town of Scandinavia that future development proposals are reviewed for potential negative impacts to the community. Specifically, the town is concerned with the potential impacts of development on:

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

In addition to requesting developers and permit applicants to provide an assessment of these potential impacts, the town should request that multiple site development alternatives are provided as part of the development review process.

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.

Recommended Changes

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

- Manage growth and rural land consumption;
- Require the use of conservation land division design;
- Implement the town's site planning requirements;
- Improve the management of new road and other public infrastructure dedications.

Conservation design (refer to Appendix A) will be required for all major land divisions in the Town of Scandinavia in order to simultaneously accomplish the town's goals of protecting agricultural, natural, and cultural resources and allowing for the exercise of development rights. As sites are developed under conservation design, the preferred land use classifications and the comprehensive plan policies provide essential guidelines. Any given site may have multiple features that are worthy of preservation, but priorities can be set to aid decision making in these instances. The policies of this plan specify that agricultural resources will be the priority for preservation as conservation design is used in AE and AWT areas. Natural resources will be the priority for preservation as conservation design is used in PVRF, RR, and SHR areas.

It is also important to the Town of Scandinavia that the placement of development on a given parcel is planned in order to prevent negative impacts to agricultural, natural, and cultural resources. Site planning regulations should be included in revised land division ordinances in order to implement the town's site planning policies. Land division ordinances will be amended to require the identification of limits of disturbance that denote the allowable extent of buildings, driveways, and utilities. Areas of a parcel outside of the limits of disturbance will then remain in open land, agriculture, woodland, or other green space uses.

It is the town's intent that site planning be required for every building permit or land division. Ideally, delineation of limits of disturbance should take place at the time of land division review, but for those parcels that were approved prior to the adoption of site planning requirements, it can take place at the time of building permit issuance. The site planning preferences will be implemented primarily through a checklist approach. The town's policies will be interpreted into objective, measurable criteria which can then be administered by a building inspector or zoning deputy. If a site plan does not clearly meet

the objective criteria, then the plan commission will review the case and make a determination as to the best placement of the limits of disturbance.

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

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

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 zoning ordinances 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.

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 should be given to sign design 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 Scandinavia. Refer to Section 9.3 of the *Inventory and Trends Report* for details on related, Waupaca County ordinances.

Recommended Changes
It is the town's desire to improve stormwater management and construction site erosion control requirements. This may involve adopting a local building code ordinance and updating applicable land division and zoning ordinances to include such provisions. Specifically, commercial and industrial development and development of any type in shoreland areas should address stormwater management and construction site erosion control.

Historic Preservation

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

Recommended Changes
The town should create a local historic preservation ordinance that recognizes and protects the historic sites in the town. Additional research and public outreach are necessary before proceeding with such an ordinance. A detailed inventory of historic sites has been conducted and is documented on Map 5-16 of the *Inventory and Trends Report*. This inventory should provide some insight into which historic features of the town might need to be addressed by historic preservation efforts.

Building, Housing, and Mechanical Codes

Current Status

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

Recommended Changes

The town does not anticipate the need to adopt a local building code ordinance during the planning period. However, the town has identified the need to address stormwater management and erosion control requirements as well as mobile and manufactured home standards. Should zoning and land division ordinances fail to adequately address these issues, a local building code ordinance is another tool that may be considered.

Sanitary Codes

Current Status

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

Recommended Changes

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

Driveway and Access Controls

Current Status

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

Recommended Changes

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

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

Road Construction Specifications

Current Status

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

Recommended Changes

The town should work with Waupaca County to adopt specifications for road 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 Scandinavia Comprehensive Plan* includes recommendations for the use of non-regulatory implementation tools including the following:

- Plan for road improvements (*Transportation* element)
- Pursue transportation improvement funding (*Transportation* element)
- Maintain an inventory of active farms (*Agricultural, Natural, and Cultural Resources* element)
- Create a purchase or transfer of development rights program (*Agricultural, Natural, and Cultural Resources* element)
- Initiate cooperative studies (*Intergovernmental Cooperation* element)

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

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

Housing

1. Create a range of housing options
2. Create opportunities for quality affordable housing
3. Change the treatment of mobile and manufactured homes

Transportation

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

Utilities and Community Facilities

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

Agricultural, Natural, and Cultural Resources

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

Economic Development

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

Intergovernmental Cooperation

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

Land Use

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

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

- H1: Create a range of housing options
- H2: Create opportunities for quality affordable housing
- H3: Change the treatment of mobile and manufactured homes
- T1: Create efficiencies in the cost of building and maintaining roads (control taxes)
- T3: Create safe emergency vehicle access to developed properties
- UCF1: Create efficiencies in the cost of providing services and facilities (control taxes)
- UCF3: Create intergovernmental efficiencies for providing services and facilities
- ANC1: Preserve agricultural lands
- ANC2: Preserve the right to farm
- ANC4: Preserve natural resources and/or green space
- ANC6: Create targeted areas for farming expansion
- ED2: Change community conditions for retaining existing businesses and jobs
- ED3: Create additional tax base by requiring quality development and construction
- ED4: Create more specific plans for economic development
- LU1: Preserve the existing landscape by limiting growth
- LU3: Preserve development rights
- LU4: Create development guidelines using selected criteria from *What If* suitability mapping
- LU7: Create an overall pattern of growth that is concentrated
- LU9: Create a system of development review that prevents land use conflicts

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 Scandinavia 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 Scandinavia 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 Scandinavia has established a *Housing* element policy that states, "At least 10% of the units in new subdivision proposals with 10 lots or greater shall be affordable units." 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 the assessed value of homes built in new subdivisions and whether the performance standard has been met. Each policy statement should be reviewed periodically to determine the plan's effectiveness.

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

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

9.7 Implementation Goals and Objectives

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

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

Objectives

1.a. Update the comprehensive plan on a regular schedule to ensure that the plan remains a useful guide for land use decision making.

1.b. Require that administration, enforcement, and implementation of land use regulations are consistent with the town's comprehensive plan.

1.c. Develop and update as needed an "Action Plan" as a mechanism to assist the Plan Commission and Town Board with the administration of the comprehensive plan.

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

Objectives

2.a. Create opportunities for citizen participation throughout all stages of planning, ordinance development, and policy implementation.

2.b. Maintain a development review process whereby all interested parties are afforded an opportunity to influence the outcome.

9.8 Implementation Policies and Recommendations

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

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

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

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

Policies: Town Directive

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

I2 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).

I3 Areas of the plan which are likely to be disputed or litigated in the future should be reviewed by the town attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

- Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).

- Review the comprehensive plan periodically 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 10 years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).

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Appendix A

Existing Land Use Classifications and Development Potential Scenarios

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Waupaca County Comprehensive Planning
Existing Land Use Code Key

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

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

Mobile Home Parks
- Three or More Mobile Homes on a Parcel/Site

Farmsteads
- Farm Residences
- Mowed Land Surrounding Houses

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

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

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

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

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

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

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

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

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

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

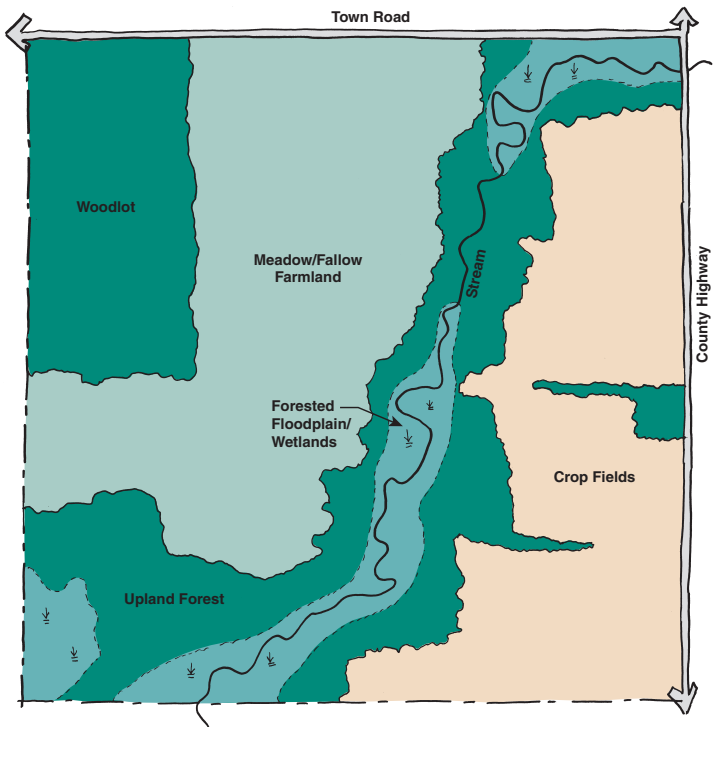
Transportation
- Airports (includes support facilities)
- Rail Transportation (includes right of way and railyards)
- Waysides
- Freight Weigh Stations
- Bus Stations
- Park and Ride/Carpool Lots
- Highway and Road/Street Rights of Way

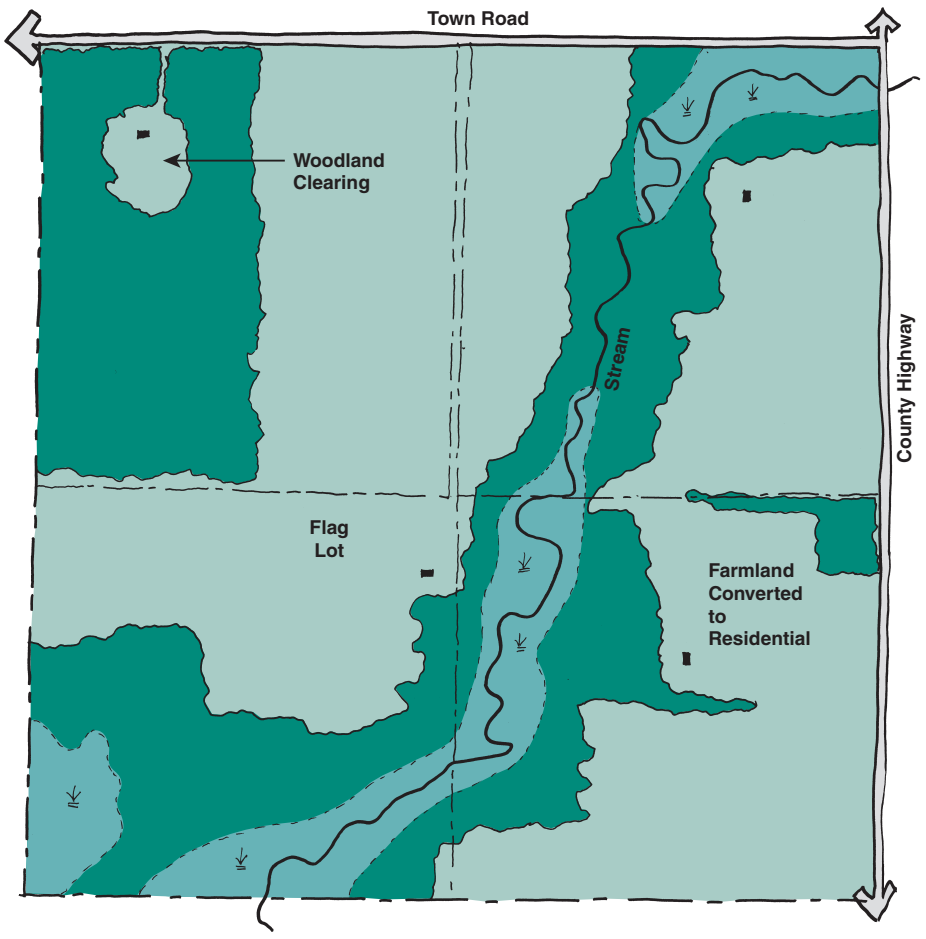
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family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

Waupaca County Comprehensive Planning
Rural Land Development Potential

Density Scenario = 1 Unit Per 40 Acres

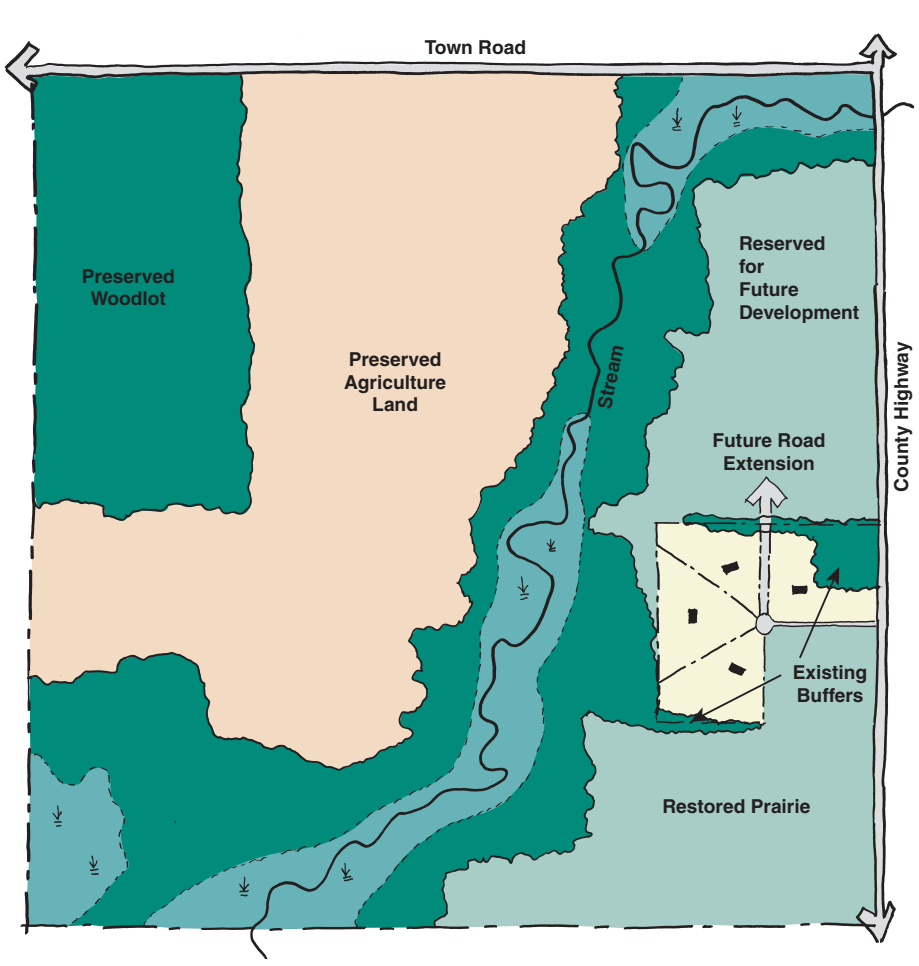
- Undeveloped Site – 160 Acres





Conventional Development

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



Conservation Development

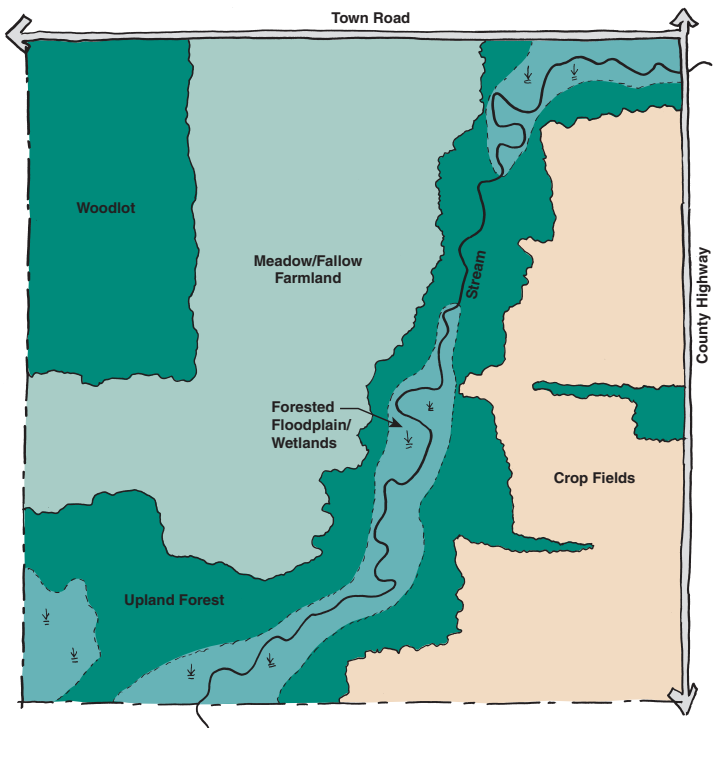
- 4 homes
- Average lot size of 1.8 acres
- About 7 acres developed
- About 153 acres remaining

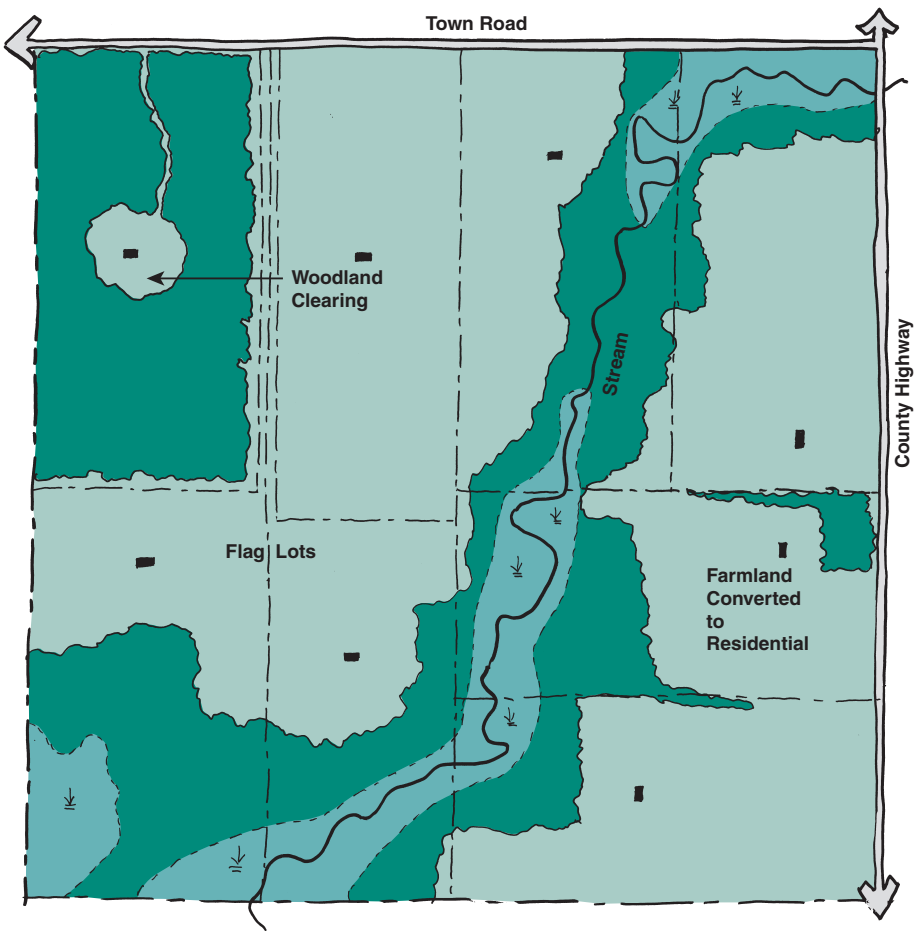
Foth & Van Dyke

Waupaca County Comprehensive Planning
Rural Land Development Potential

Density Scenario = 1 Unit Per 20 Acres

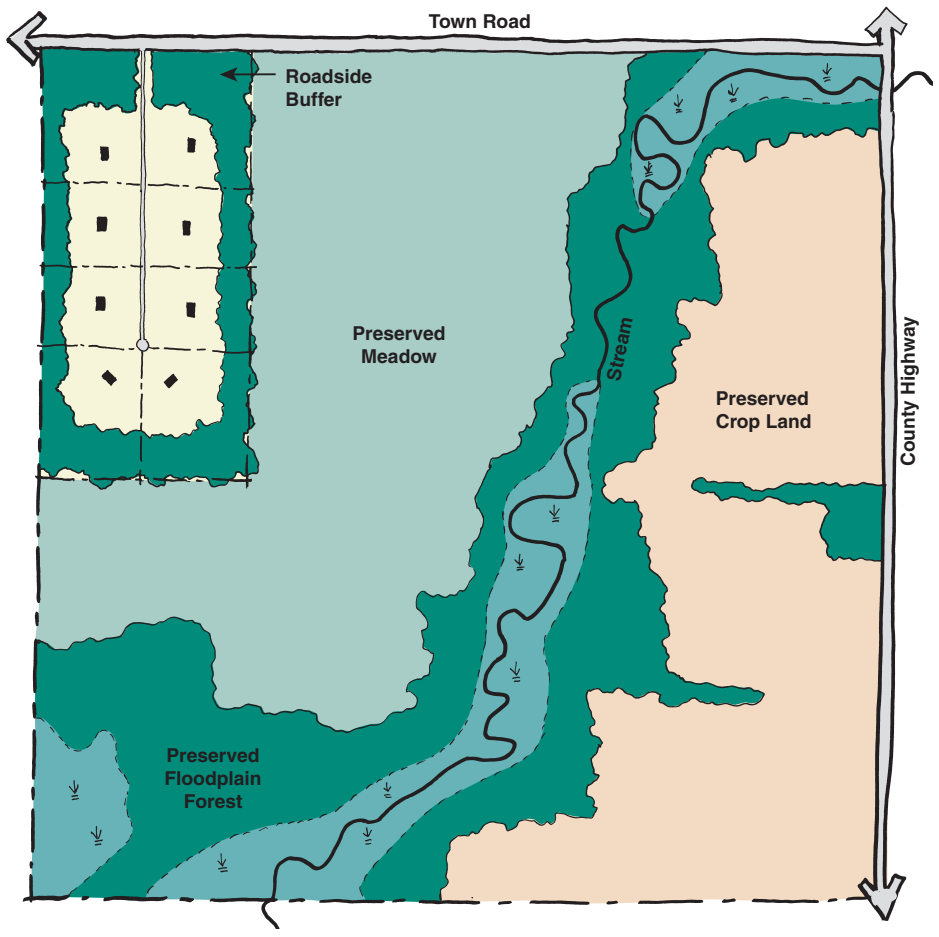
- Undeveloped Site – 160 Acres





Conventional Development

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



Conservation Development

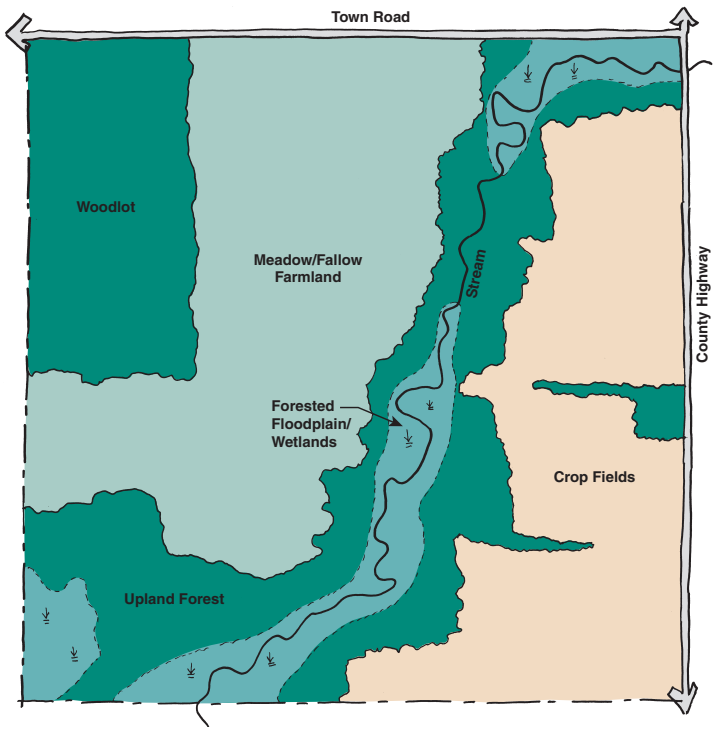
- 8 homes
- Average lot size of 2.5 acres
- About 20 acres developed
- About 140 acres remaining

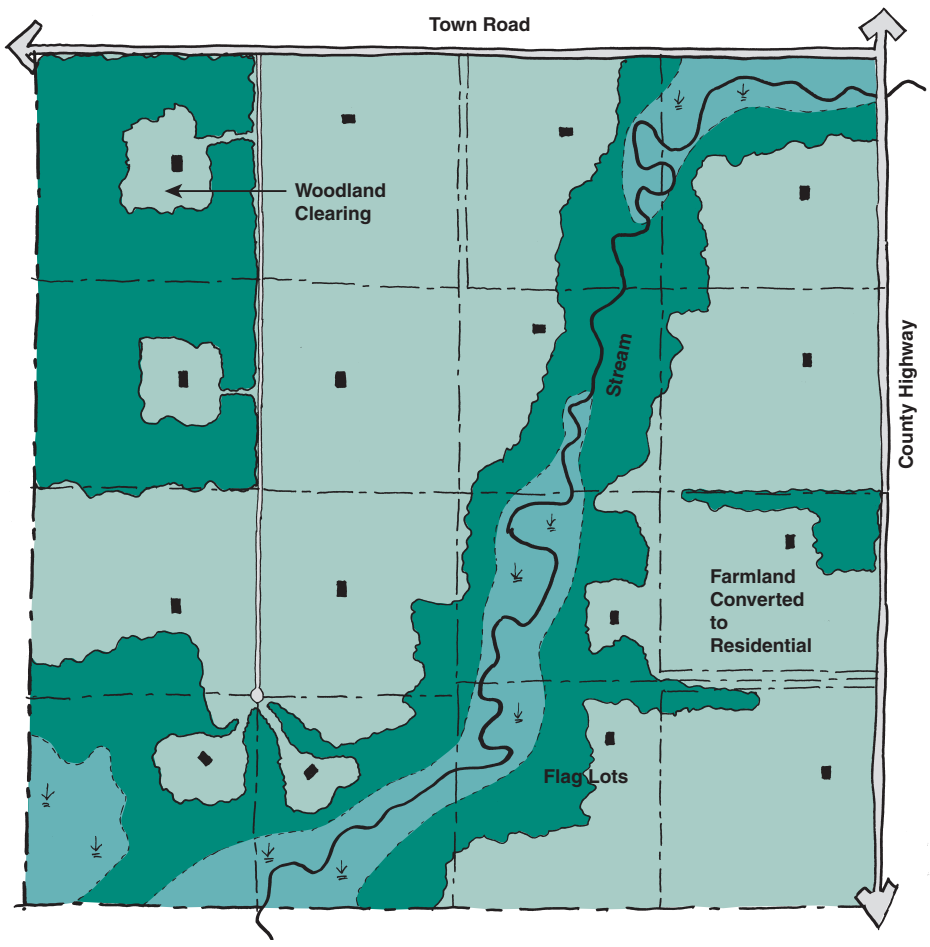
Foth & Van Dyke

Waupaca County Comprehensive Planning
Rural Land Development Potential

Density Scenario = 1 Unit Per 10 Acres

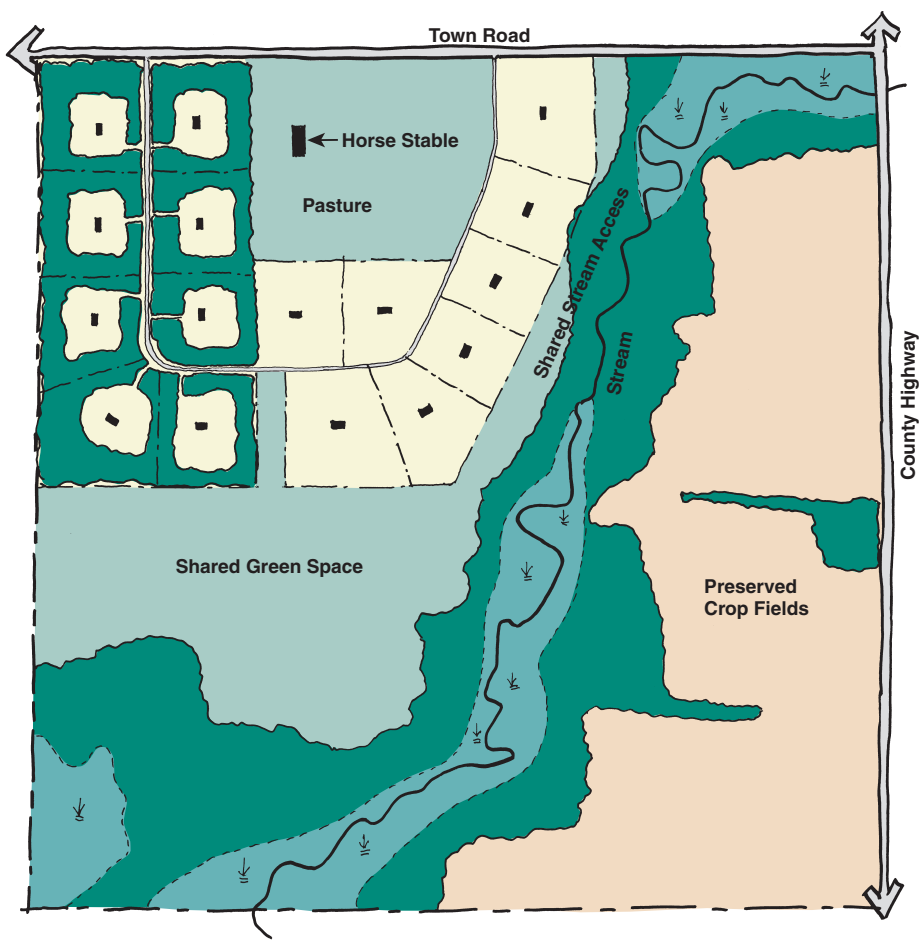
- Undeveloped Site – 160 Acres





Conventional Development

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



Conservation Development

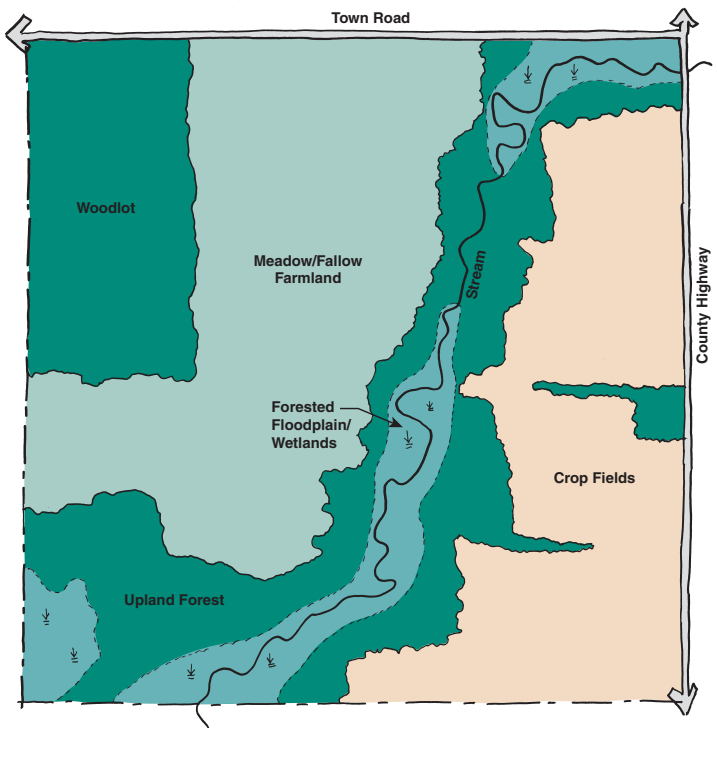
- 16 homes
- Average lot size of 2.3 acres
- About 37 acres developed
- About 123 acres remaining

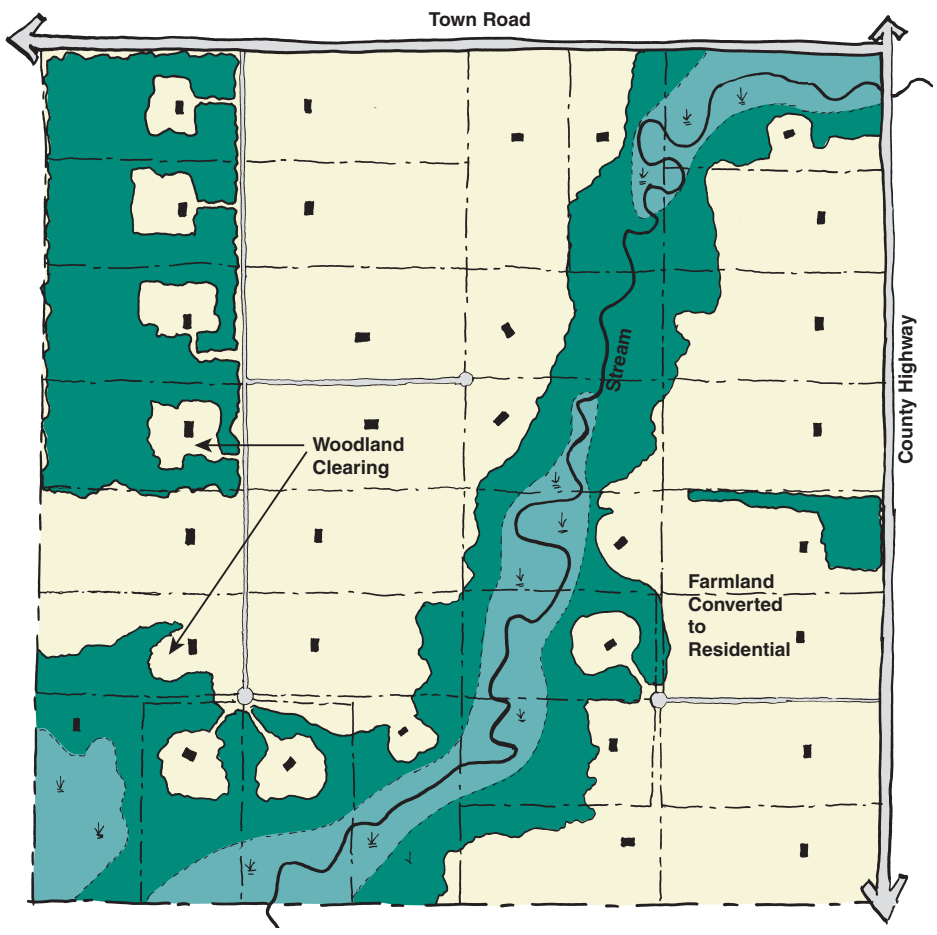
Foth & Van Dyke

Waupaca County Comprehensive Planning
Rural Land Development Potential

Density Scenario = 1 Unit Per 5 Acres

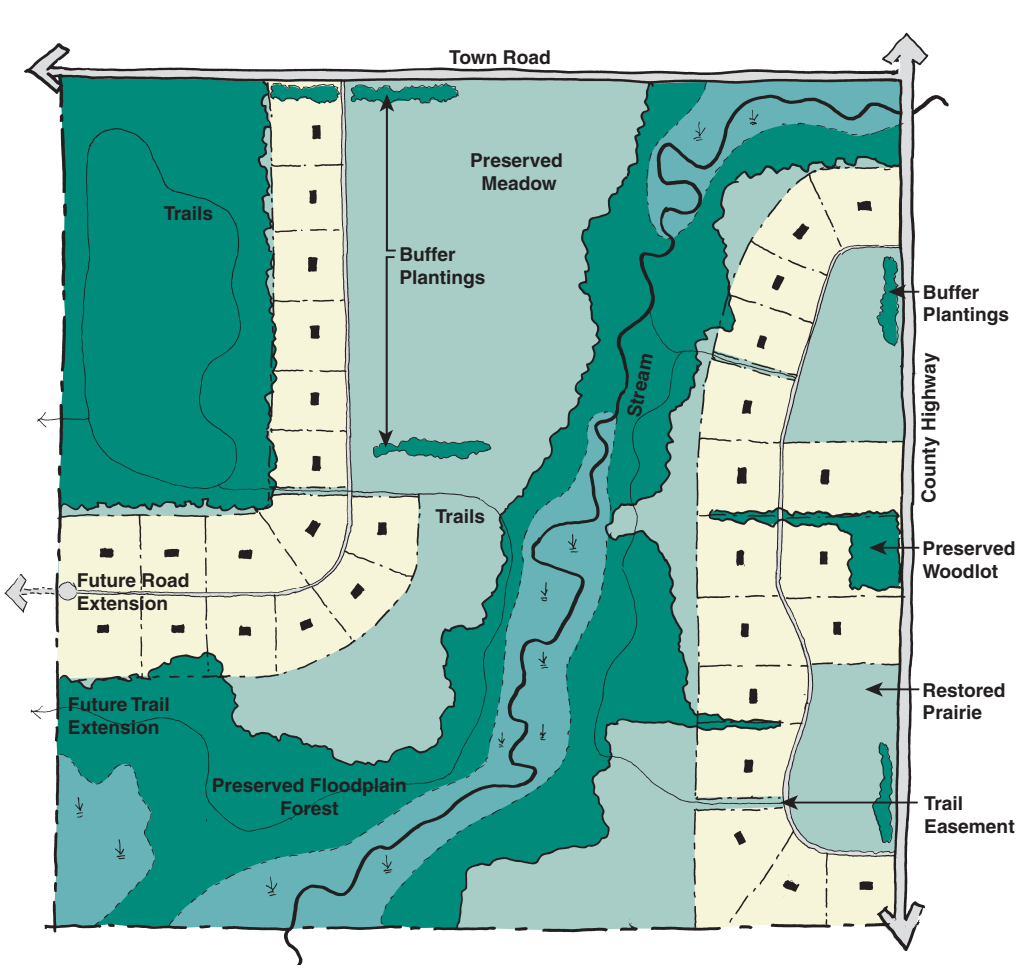
- Undeveloped Site – 160 Acres





Conventional Development

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



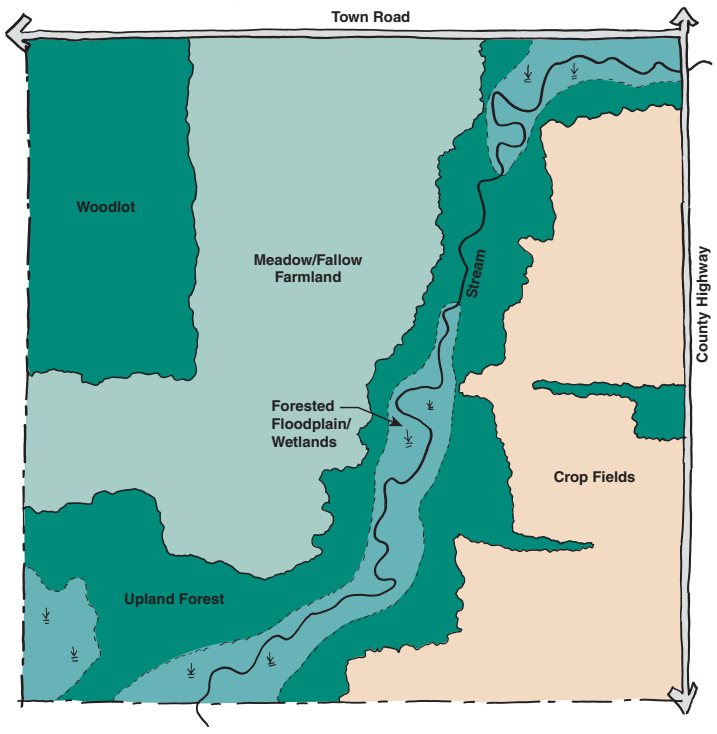
Conservation Development

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

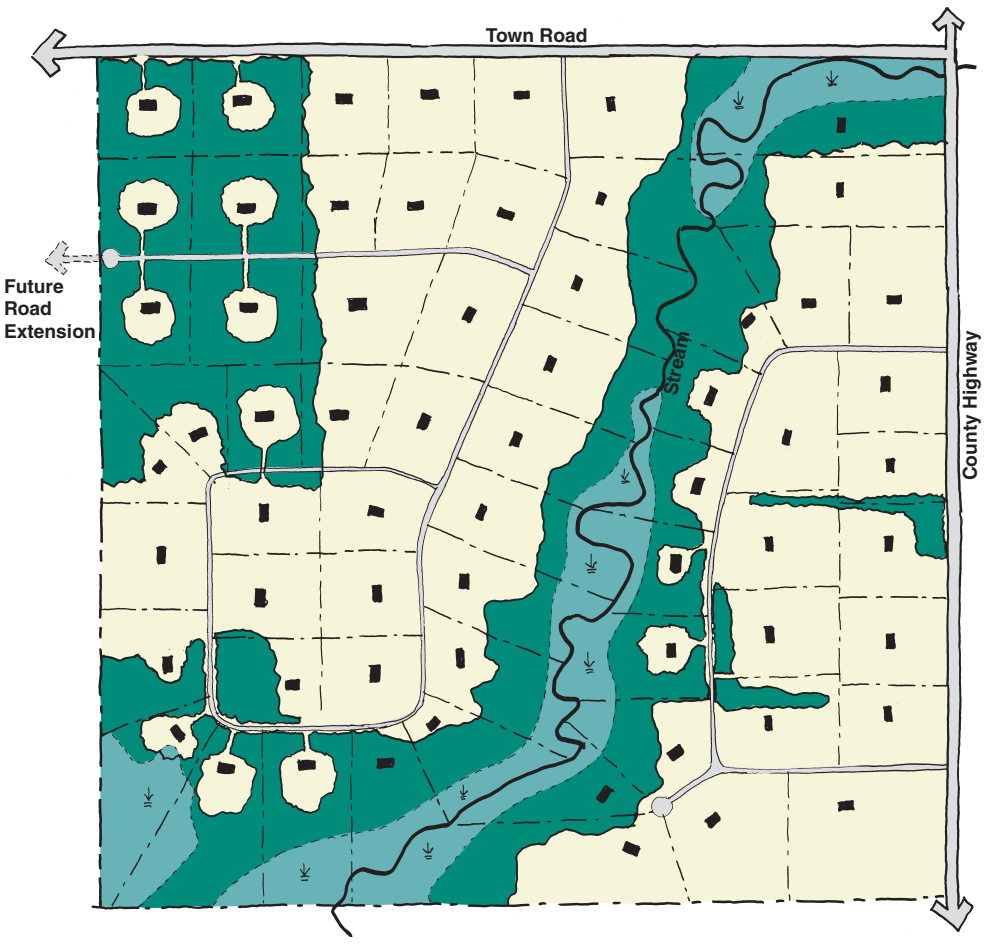
Foth & Van Dyke

Waupaca County Comprehensive Planning
Rural Land Development Potential

Density Scenario = 1 Unit Per 2.5 Acres

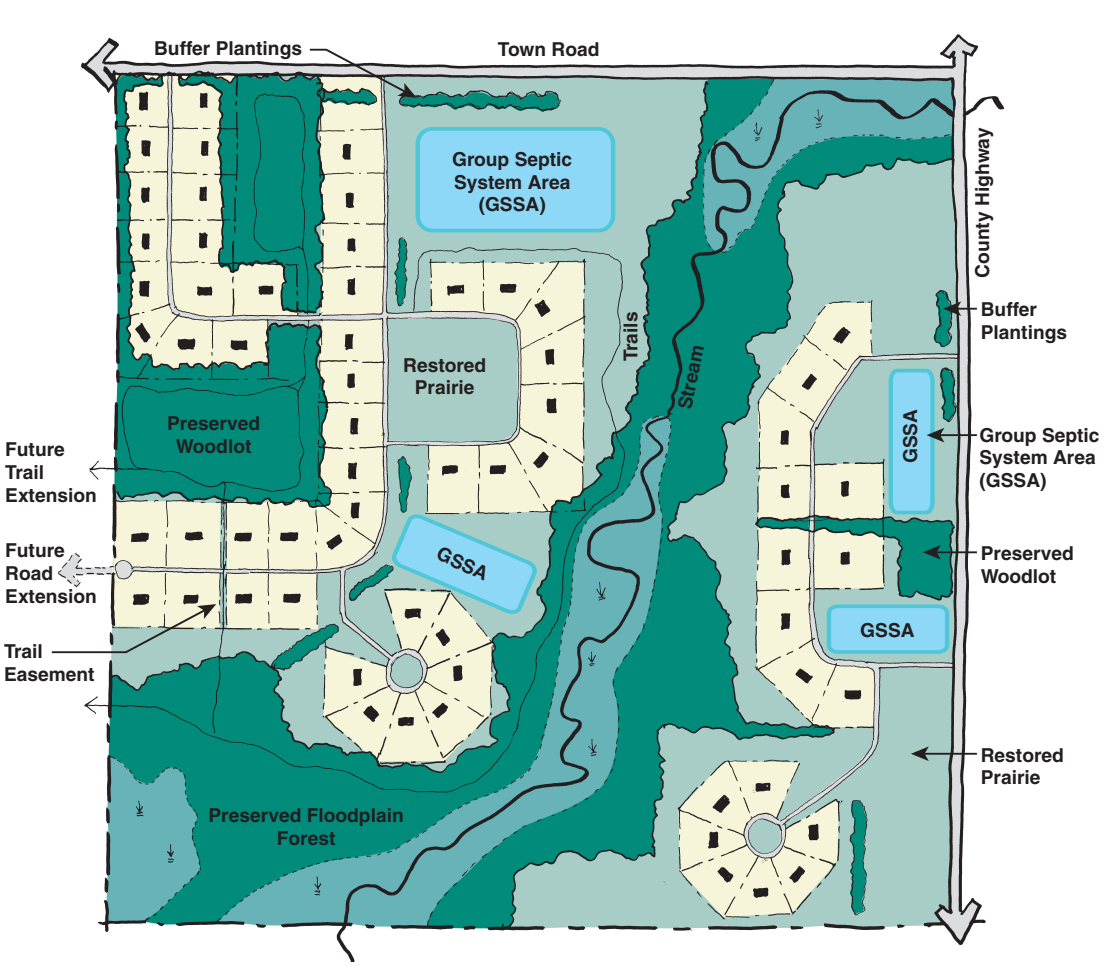


- Undeveloped Site – 160 Acres



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

Foth & Van Dyke

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Appendix B

Public Participation Plan and Survey Results

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MAR 3 0 2005

Resolution No. 2005-1

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

WHEREAS, The Town/Village/City of Scandinavia 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 Scandinavia 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 17th day of Jan., 2005

APPROVED by a vote of 3 ayes 0 nays

Norman Sanne okau
(Chair/President/Mayor)

Dawn Hasund
Attest

Resolution No. 3-2004

A Resolution by the Governing Body of The Town of Scandinavia Adopting a Public Participation and Education Plan

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

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

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

NOW, THEREFORE, BE IT RESOLVED, the attached Public Participation and Education Plan is adopted by the Town of Scandinavia 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 19 day of July, 2004

APPROVED by a vote of: 3 ayes 0 nays

Norman Lawrence Chair.
Chairman, Town of Scandinavia

Dawn Fasick
Attest

Town of Scandinavia

Comprehensive Plan
Public Participation
and
Education Plan

Adopted by the Town of Scandinavia
July 19, 2004

Acknowledgements

In accordance with State law, the Town of Scandinavia and Town of Scandinavia Planning Commission 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:

Norman Sannes, Town of Scandinavia, Chairman
Gary Marx, Town of Scandinavia, Supervisor
Don Peterson, Town of Scandinavia, Supervisor
Carl Lantz, Town of Scandinavia, Planning Commission
Jeff Mork, Town of Scandinavia, Planning Commission
James Peterson, Town of Scandinavia, Planning Commission
Mervin Peterson, Town of Scandinavia, Planning Commission
Marilyn Thwaits, Town of Scandinavia, Planning Commission

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Town of Scandinavia Comprehensive Plan:
Public Participation and Education Plan

I. Background

A. Introduction

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

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

Waupaca County and the Town of Scandinavia fully believe in and are committed to the promise of a representative democracy. To that end, the Town of Scandinavia 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.

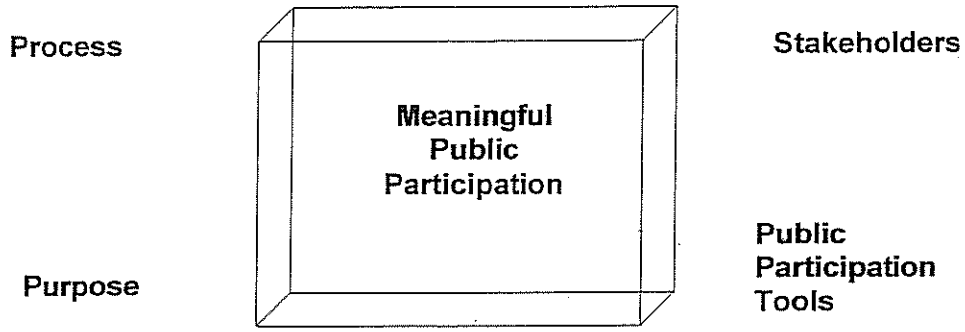
The Town of Scandinavia has reviewed the Waupaca County Public Participation and Education Plan, and feels that the public participation tools that will be implemented throughout Waupaca County per the guidance provided in the document, effectively attempt to include the public in the planning process. The Town of Scandinavia 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.

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



Process. The process of developing a comprehensive plan is described through the identification of steps that must be taken in order to create a plan. These steps are associated with a timeline and usually categorized into separate "phases", "stages" and "tasks" of the process. For example, one planning task is to identify community issues and opportunities, which is to be achieved in March 2004, during the second stage of the planning process.

Stakeholders. Stakeholders are the citizens, groups, and organizations of Waupaca County who have an interest in or are potentially affected by planning or decision-making.

Purpose. Stakeholders are involved for various reasons throughout the planning process. They may be asked to brainstorm an idea, give feedback on a proposal, or vote on a particular set of planning options. Generally, there are four purposes for public participation: 1) raise awareness of the public about a topic; 2) increase the public's knowledge on a topic through education; 3) ask the public to provide input that will be considered as part of the decision-making process; 4) and ask the public to make the decision.

Tools. Tools are the specific participation methods that are used to engage citizens. Each tool is customized to achieve one or more of the aforementioned purposes.

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

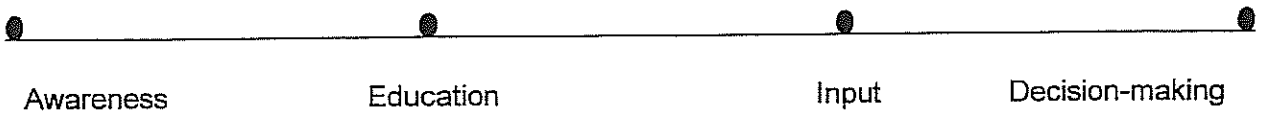
3. The Purpose Dimension

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 Town of Scandinavia Comprehensive Planning Process are discussed in Section III.

III. Public Participation in the Waupaca County Comprehensive Planning Process

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

A. Awareness Raising Tools

Newsletters

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

Community Display

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

Website

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

Placemats

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

Yardsticks

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

Mass Media

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

Public Notice and Comment

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

B. Public Participation Tools by Planning Stage

Stage 1: Pre-planning

Tasks to be Achieved:

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

Tools to be Used:

County Board *(used for decision-making)*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- √ adopting Village Powers (if applicable).

Stage 2: Education and Background Information Gathering

Tasks to be Achieved:

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

Tools to be Used:

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

During this stage, local governmental units are responsible for:

√ appointing a plan commission or committee or both.

√ adopting a local Public Participation and Education Plan.

√ working with county interns to field check and update the existing land use data.

√ appointing 3 members to the Cluster Committee.

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

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

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

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

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

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

Stage 3: Identification of issues, opportunities and desires

Tasks to be Achieved:

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

Tools to be Used:

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

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

Survey *(used for input gathering)*

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

Focus Groups *(used for input gathering)*

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

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

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

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

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

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

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

Stage 4: Element Education and Setting Goals and Measurable Objectives

Tasks to be Achieved:

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

Tools to be Used:

Education Programs *(used for education)*

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

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

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

Stage 5: Constraints Identification

Tasks to be Achieved:

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

Tools to be Used:

Education Programs *(used for education)*

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

Focus Groups *(used for input gathering)*

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

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

The CPC will choose constraints for the County Comprehensive Plan.

Cluster Committees *(used for decision-making)*

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

Newspaper Flyer *(used for awareness)*

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

Stage 6: Land Use Goals, Objectives, and Mapping

Tasks to be Achieved:

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

Tools to be Used:

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

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

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

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

Stage 7: Decision-making and Policy and Program Development

Tasks to be Achieved:

- ✓ Recommend plan policies, programs, and implementation tools

Tools to be Used:

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

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

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

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

Stage 8: Document Revision and Approval

Tasks to be Achieved:

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

Tools to be Used:

Local Committees/Commissions *(decision-making)*

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

Open House *(used for input gathering)*

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

Public Hearing *(used for input gathering)*

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

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

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

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

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

Public Hearing *(used for input gathering)*

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

County Board *(used for decision-making)*

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

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Northwest Cluster — Waupaca County Agriculture, Natural Resources, & Land Use Survey

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.

Report produced by: Greg Blonde, Agriculture and Natural Resources Educator
Mike Koles, Community Development Educator
Waupaca County UW-Extension, February, 2005

SURVEY BACKGROUND

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

SURVEY METHODOLOGY

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

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

SURVEY RESPONSE

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

Community	Occupied Housing	Surveys Sent	Surveys Returned	Response Rate
Helvetia	271	284	104	36.6
Iola	328	327	131	40.0
Scandinavia	284	301	104	34.6
Wyoming	111	161	41	25.4
Harrison	206	239	76	31.7
Iola (V)	567	228	92	40.4
Scandinavia (V)	137	60	52	87.2
Big Falls (V)	40	27	15	54.8
Northwest Cluster	1944	**1628**	**615**	**37.8**
Waupaca County	19,863	**10,575**	**4,033**	**38.1**

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

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

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

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

	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	NW CLUSTER	WAUP. CO.
Margin of Error	□□- **9**	□□- **8**	□□- **9**	□□- **14**	□□- **10**	□□- **9**	□□- **10**	□□- **22**	□□- **4**	□□- **1**

HOW TO READ THE REPORT

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

WAUPACA COUNTY PLANNING CLUSTERS

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

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

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

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

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

"Type of residence."

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

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

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

□Use of rural residential property.□

In the Northwest Cluster, over 1/3 (37□) of all rural residents were farms (28□ part-time/hobby farms; 9□ full-time farms); 31□ stated □other□rural non-farm use; 26□ identified recreational use. □*Other*□*describes rural landowners who do not use their residential property for farming or recreation.*

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

Q35	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3□	4□	9□	0□	5□	6□	5□	0□	**5**□
Full-time farm	3□	12□	9□	19□	10□	13□	9□	0□	**9**□
Part-time□ hobby farm	25□	31□	25□	38□	33□	19□	18□	60□	**28**□
Recreational	31□	26□	22□	23□	21□	25□	45□	20□	**26**□
Other	38□	27□	36□	19□	31□	38□	23□	20□	**31**□

" Total acres owned in Waupaca County.□

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

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

Q33	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2□	0□	0□	2□	1□	1□	0□	0□	**1**□
□1 acre	9□	13□	12□	0□	1□	39□	21□	33□	**15**□
1- 10 acres	24□	25□	36□	2□	36□	35□	35□	33□	**29**□
11- 40 acres	22□	27□	18□	24□	28□	12□	21□	20□	**22**□
41- 80 acres	26□	15□	17□	27□	9□	9□	12□	7□	**16**□
81- 200 acres	14□	15□	12□	22□	20□	1□	10□	7□	**13**□
201- 500 acres	3□	3□	6□	10□	5□	3□	0□	0□	**4**□
□500 acres	0□	2□	0□	12□	0□	0□	2□	0□	**1**□

" Age.□

In the Northwest Cluster, most respondents (28□) are 65 years and older; 16□, 60 to 64; 15□, 55 to 59; 23□, 45 to 54; 14□, 35 to 44; 5□, 25 to 34; and under 1□, 20 to 24.

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

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

Q32	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0□	0□	0□	0□	0□	0□	0□	0□	**0□**
20 - 24 yrs.	0□	0□	0□	0□	0□	0□	0□	0□	**0□**
25 - 34 yrs.	2□	7□	4□	5□	3□	8□	4□	7□	**5□**
35 - 44 yrs.	13□	15□	17□	12□	12□	11□	21□	7□	**14□**
45 - 54 yrs.	19□	23□	31□	7□	24□	22□	23□	53□	**23□**
55 - 59 yrs.	13□	21□	13□	24□	11□	16□	2□	7□	**15□**
60 - 64 yrs.	26□	12□	12□	27□	13□	12□	15□	13□	**16□**
65 □ over	27□	22□	24□	24□	38□	32□	35□	13□	**28□**

" Years residing in□visiting Waupaca County."

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

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

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

Q29	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3□	5□	5□	0□	4□	0□	2□	0□	**3□**
□1 years	1□	0□	1□	0□	0□	0□	0□	7□	**0□**
1-4 years	5□	5□	10□	0□	0□	5□	2□	0□	**5□**
5-10 years	8□	9□	6□	2□	12□	11□	13□	0□	**9□**
11-14 years	1□	8□	5□	0□	7□	10□	8□	0□	**6□**
15-20 years	6□	8□	12□	10□	9□	10□	10□	0□	**9□**
□20 years	77□	63□	63□	88□	68□	64□	65□	93□	**69□**

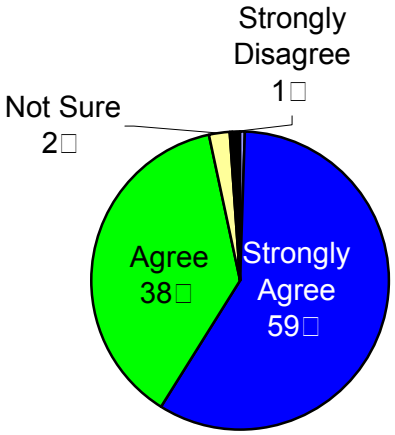
NATURAL RESOURCE VALUES AND DESIRES

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

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

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

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

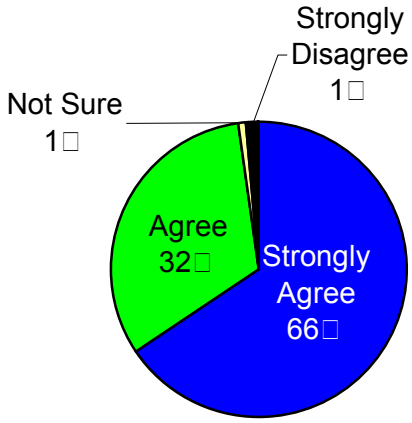


In the Northwest Cluster, protecting natural resources is important to almost all landowners. 97□ of respondents agree with more than 1/2 (59□) that strongly agree, while only 1□ disagree.

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

Q3	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0□	1□	0□	0□	1□	0□	2□	0□	**0**□
Strongly Agree	61□	61□	62□	61□	54□	54□	52□	67□	**59**□
Agree	38□	34□	35□	37□	42□	40□	42□	33□	**38**□
Not Sure	0□	3□	4□	2□	3□	2□	0□	0□	**2**□
Disagree	1□	0□	0□	0□	0□	1□	0□	0□	**0**□
Strongly Disagree	0□	1□	0□	0□	0□	2□	4□	0□	**1**□

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

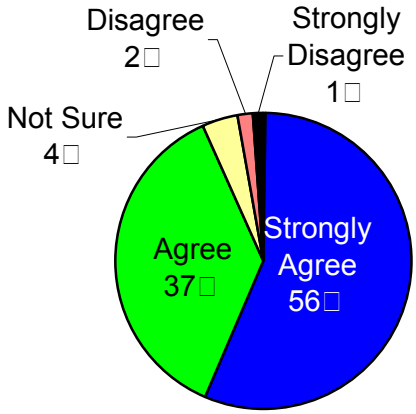


In the Northwest Cluster, protecting water resources is important to almost all landowners. 98□ agree with 2/3 (66□) that strongly agree, while only 1□ disagree.

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

Q4	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0□	0□	0□	0□	0□	0□	0□	0□	**0□**
Strongly Agree	68□	65□	69□	71□	63□	60□	60□	87□	**66□**
Agree	29□	31□	30□	29□	36□	38□	38□	13□	**32□**
Not Sure	1□	2□	1□	0□	0□	0□	0□	0□	**1□**
Disagree	1□	1□	0□	0□	1□	0□	0□	0□	**0□**
Strongly Disagree	1□	2□	0□	0□	0□	2□	2□	0□	**1□**

" Protecting wildlife habitat is important to me."

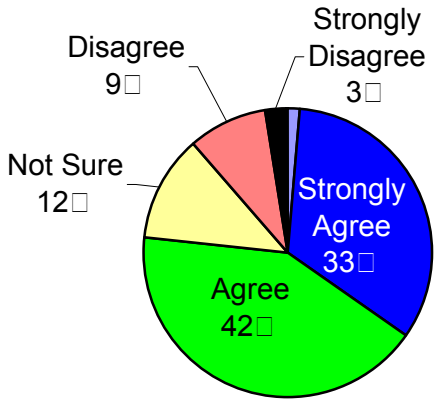


In the Northwest Cluster, 93□ of landowners agree that protecting wildlife habitat is important (56□ strongly agree), while 3□ disagree.

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

Q5	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0□	1□	0□	0□	0□	0□	0□	0□	**0□**
Strongly Agree	60□	56□	54□	63□	59□	49□	52□	73□	**56□**
Agree	38□	38□	38□	29□	34□	38□	38□	27□	**37□**
Not Sure	2□	2□	4□	7□	7□	7□	2□	0□	**4□**
Disagree	0□	2□	3□	0□	0□	3□	6□	0□	**2□**
Strongly Disagree	0□	1□	1□	0□	0□	3□	2□	0□	**1□**

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

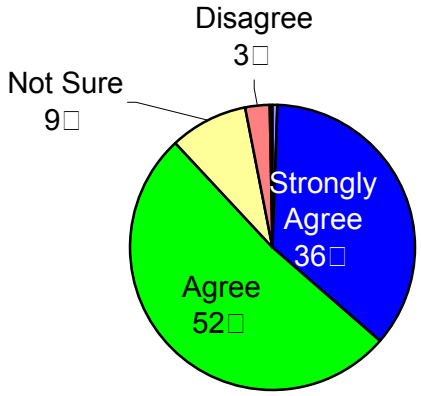


In the Northwest Cluster, 3/4 (75%) of landowners agree that strategies should be adopted to prevent forest fragmentation (33% strongly agree), while 12% disagree.

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

Q15	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	4%	1%	1%	2%	1%	0%	0%	0%	**1%**
Strongly Agree	37%	31%	32%	34%	41%	30%	33%	27%	**33%**
Agree	42%	47%	44%	34%	30%	45%	42%	47%	**42%**
Not Sure	10%	11%	15%	17%	9%	11%	17%	7%	**12%**
Disagree	5%	8%	6%	10%	14%	13%	4%	20%	**9%**
Strongly Disagree	3%	3%	2%	2%	4%	1%	4%	0%	**3%**

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



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

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

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

AGRICULTURE VALUES AND DESIRES

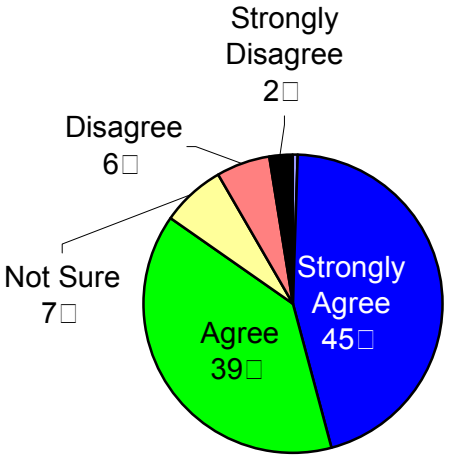
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43□) or on farms (8□) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3□ of the 1997 total in 2002) and nearly 2/3 (820 or 60□) identified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

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

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

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

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

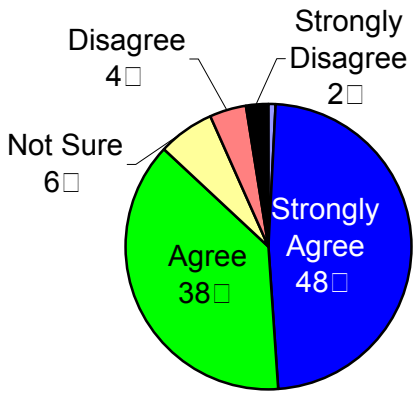


In the Northwest Cluster, over 3/4 (84□) of landowners agree that protecting their community□s farmland is important (45□ strongly agree), while 8□ disagree.

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

Q1	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0□	0□	1□	0□	1□	1□	0□	0□	**0□**
Strongly Agree	44□	50□	43□	32□	51□	41□	50□	47□	**45□**
Agree	40□	35□	42□	59□	33□	38□	35□	33□	**39□**
Not Sure	10□	7□	10□	2□	3□	8□	6□	7□	**7□**
Disagree	3□	6□	3□	5□	9□	9□	8□	7□	**6□**
Strongly Disagree	3□	2□	1□	2□	3□	3□	2□	7□	**2□**

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

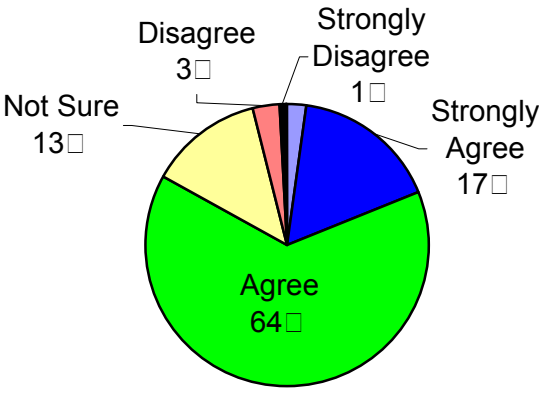


In the Northwest Cluster, even more landowners (86%) agree and almost 1/2 (48%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (6%) disagree.

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

Q2	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	1%	1%	1%	0%	1%	1%	0%	0%	**1%**
Strongly Agree	49%	46%	48%	49%	51%	42%	54%	53%	**48%**
Agree	38%	41%	40%	37%	32%	40%	35%	40%	**38%**
Not Sure	8%	5%	6%	7%	8%	7%	6%	0%	**6%**
Disagree	4%	5%	3%	5%	4%	7%	4%	0%	**4%**
Strongly Disagree	1%	2%	2%	2%	4%	3%	2%	7%	**2%**

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

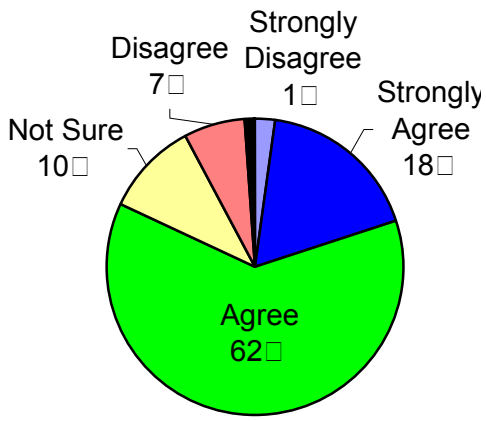


In the Northwest Cluster, over 3/4 (81%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (17% strongly agree), while only 4% disagree.

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

Q26	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	6%	2%	1%	2%	0%	0%	4%	0%	**2%**
Strongly Agree	17%	11%	19%	15%	17%	18%	25%	13%	**17%**
Agree	62%	66%	61%	59%	67%	68%	62%	67%	**64%**
Not Sure	12%	16%	13%	24%	11%	11%	10%	7%	**13%**
Disagree	3%	3%	5%	0%	4%	2%	0%	13%	**3%**
Strongly Disagree	1%	2%	1%	0%	1%	0%	0%	0%	**1%**

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

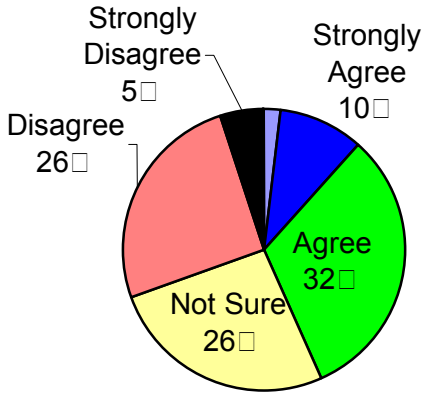


In the Northwest Cluster, over 3/4 (80□) agree that land use strategies should balance residential growth with farmland protection (18□ strongly agree), while 8□ disagree.

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

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

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

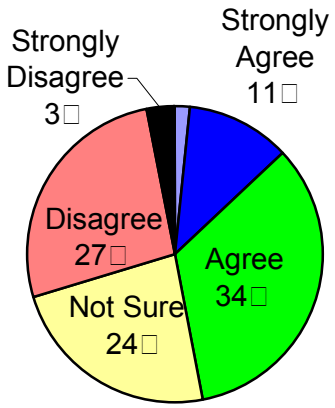


In the Northwest Cluster, landowners are divided regarding future farm expansion not being allowed near existing homes (42□ agree, 31□ disagree). Over 1/4 are not sure (26□).

Countywide, landowners are also divided (39□ agree, 34□ disagree), with 24□ not sure; however, the Northwest and Northeast Clusters tend to agree a bit more (42□ and 45□, respectively). Additionally, □other□rural non-farms and urban/ suburban landowners agree the most (42□ and 43□, respectively), while farms disagree the most (42□ part-time/hobby; 40□ full-time). Also, as acres owned increase, more respondents disagree. Landowners with 10 acres or less agree more (39□ - 46□), while landowners with over 40 acres disagree (41□ - 53□). Landowners with 11 to 40 acres are equally divided.

Q21	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3□	2□	1□	0□	0□	2□	8□	0□	**2□**
Strongly Agree	12□	5□	16□	5□	8□	8□	15□	7□	**10□**
Agree	31□	37□	24□	44□	32□	34□	19□	40□	**32□**
Not Sure	25□	29□	28□	22□	28□	26□	19□	27□	**26□**
Disagree	22□	22□	26□	17□	32□	28□	33□	27□	**26□**
Strongly Disagree	8□	5□	5□	12□	1□	2□	6□	0□	**5□**

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

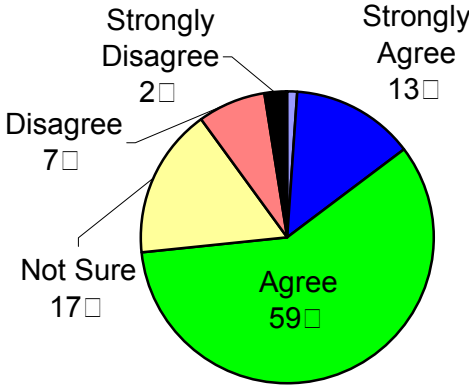


In the Northwest Cluster, almost 1/2 (45%) of landowners agree that future homes should not be allowed near existing farming operations (11% strongly agree). However, 30% disagree, with a large percentage that are not sure (24%). Compared to the previous question, there is a bit more agreement to limit future home development near existing farms versus future farm expansion near existing homes.

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

Q22	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	2%	0%	0%	0%	1%	8%	0%	**2%**
Strongly Agree	13%	8%	13%	12%	14%	5%	19%	7%	**11%**
Agree	35%	44%	32%	29%	30%	34%	21%	33%	**34%**
Not Sure	23%	18%	25%	27%	18%	33%	23%	27%	**24%**
Disagree	22%	23%	26%	29%	37%	26%	27%	33%	**27%**
Strongly Disagree	5%	5%	5%	2%	0%	1%	2%	0%	**3%**

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

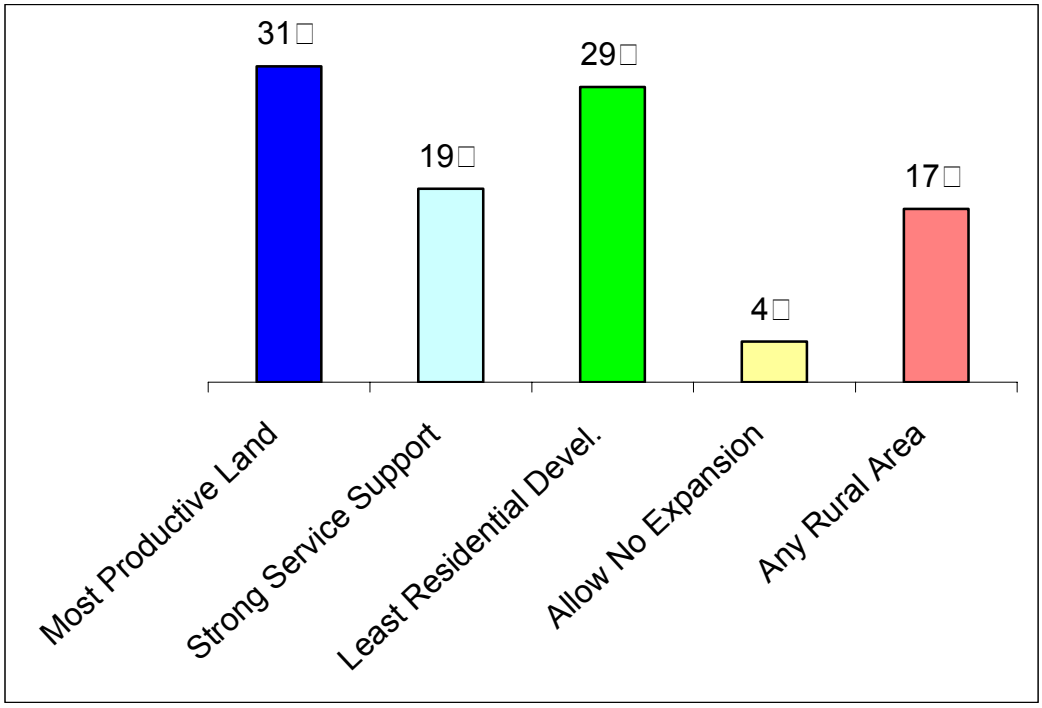


In the Northwest Cluster, almost 3/4 (72%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (13% strongly agree), while 9% disagree and 17% are not sure.

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

Q19	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2%	2%	0%	0%	0%	2%	2%	0%	**1%**
Strongly Agree	20%	10%	16%	15%	11%	8%	19%	7%	**13%**
Agree	52%	58%	59%	59%	63%	65%	56%	60%	**59%**
Not Sure	15%	18%	17%	17%	14%	21%	10%	27%	**17%**
Disagree	8%	11%	6%	7%	8%	2%	12%	7%	**7%**
Strongly Disagree	3%	2%	2%	2%	4%	2%	2%	0%	**2%**

" Where should future dairy and livestock expansion occur?"



In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **In the Northwest Cluster,** most landowners (31□) identified that expansion should occur on the most productive land. The second choice most often identified (29□) was to locate expansion in areas with the least amount of residential development. Any rural area ranked third (19□). Areas with strong service support ranked fourth (17□). Only 4□ said no expansion should take place. The answers provided by this question should prove extremely useful as communities determine how they will address Wisconsin□s new livestock facility siting and expansion law.

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

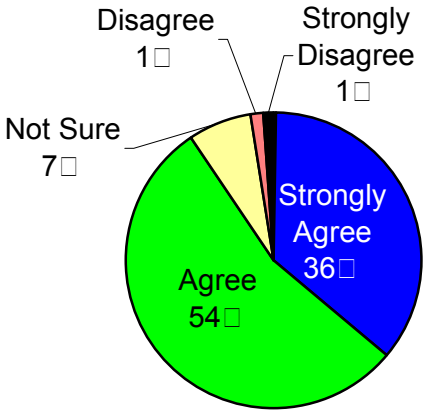
Q20	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Most Productive Land	33□	28□	29□	35□	30□	33□	35□	30□	**31□**
Strong Service Support	18□	21□	18□	19□	19□	17□	20□	13□	**19□**
Least Residential Development	27□	31□	37□	19□	24□	32□	26□	30□	**29□**
Allow No Expansion	5□	4□	2□	3□	7□	1□	2□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

LAND USE VALUES AND DESIRES

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

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

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

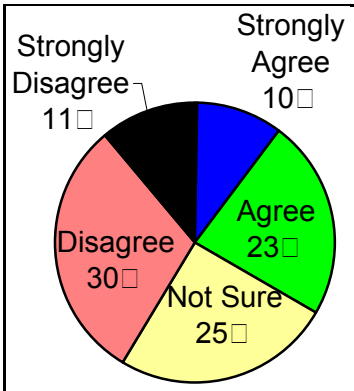


In the Northwest Cluster, most (90%) landowners agree that rural character should be protected in their community (36% strongly agree), while few disagree (2%).

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

Q8	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0%	0%	0%	0%	1%	0%	0%	0%	**0%**
Strongly Agree	38%	37%	35%	41%	38%	32%	31%	40%	**36%**
Agree	51%	55%	58%	51%	58%	53%	58%	40%	**54%**
Not Sure	9%	7%	7%	7%	1%	10%	8%	7%	**7%**
Disagree	1%	0%	1%	0%	1%	3%	2%	13%	**1%**
Strongly Disagree	1%	2%	0%	0%	0%	2%	2%	0%	**1%**

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

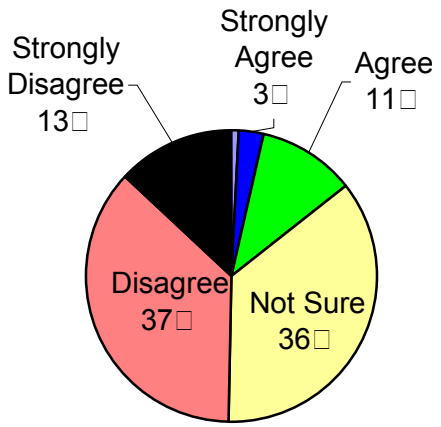


In the Northwest Cluster, landowners are divided regarding the need for more public land in their community. Over 1/3 (41□) disagree, 1/3 (33□) agree, and 1/4 (25□) are not sure. Level of agreement varies from 7□ to 40□ between communities. The Northwest Cluster disagreed the most relative to other Clusters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

Countywide, respondents are also divided (37□ agree; 34□ disagree; 28□ not sure). A greater percentage agree in the Southwest (43□ agree, 31□ disagree) and Southeast (41□ agree, 29□ disagree), while a greater percentage disagree in the Northeast (29□ agree, 38□ disagree), Northwest (33□ agree, 41□ disagree) and Central (32□ agree, 38□ disagree) Clusters. Some regional difference might be explained by the fact that nearly 1/2 (45□) of urban/suburban landowners agree, while a majority of all farms (53□) and nearly 2/3 (64□) of full-time farms disagree. In addition, most of those who own less than ten acres (44 - 48□) and those under 55 years old (41 - 45□) also agree. By tenure, a majority of landowners residing in or visiting Waupaca County for less than five years (71□, less than one year; 53□ 1 to 4 years) agree and strongly agree the most (31□ and 20□, respectively). Most from 5 - 20 years (42□ - 44□) also agree, while most (38□) who owned land for more than 20 years disagree. Due to the high number of respondents who have owned land more than 20 years (68□), their response to this question heavily weights the countywide average.

Q9	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	0□	0□	0□	0□	1□	0□	0□	0□	**0□**
Strongly Agree	13□	12□	13□	2□	11□	7□	6□	13□	**10□**
Agree	27□	21□	25□	5□	16□	32□	25□	20□	**23□**
Not Sure	25□	28□	24□	22□	22□	28□	25□	20□	**25□**
Disagree	24□	28□	27□	41□	38□	30□	31□	40□	**30□**
Strongly Disagree	12□	10□	11□	29□	12□	3□	13□	7□	**11□**

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

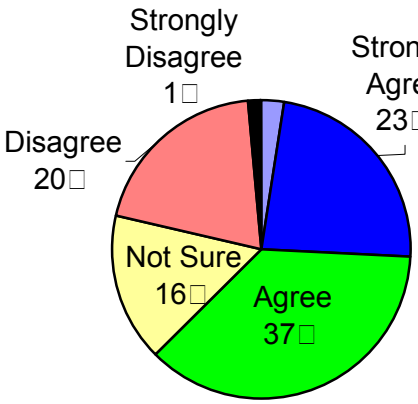


In the Northwest Cluster, 1/2 (50□) disagree their community should become a bedroom community (live here, work elsewhere) (13□ strongly disagree), while only 14□ agree. Furthermore, over 1/3 (36□) are not sure. Level of agreement varies from 9□ to 40□ between communities.

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

Q7	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	1□	0□	0□	2□	3□	1□	0□	0□	**1□**
Strongly Agree	2□	3□	2□	5□	5□	2□	2□	7□	**3□**
Agree	12□	8□	7□	27□	7□	10□	10□	33□	**11□**
Not Sure	40□	38□	38□	27□	37□	27□	44□	13□	**36□**
Disagree	34□	40□	38□	27□	33□	45□	33□	40□	**37□**
Strongly Disagree	12□	11□	15□	12□	16□	15□	12□	7□	**13□**

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



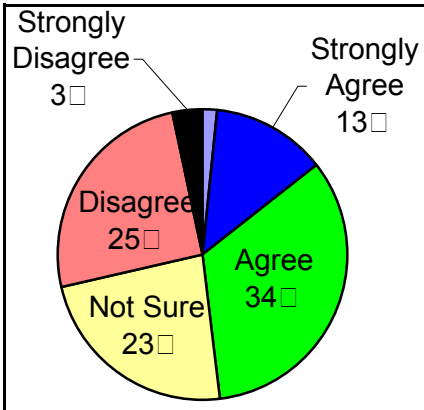
In the Northwest Cluster, over 1/2 (60□) agree that they should be allowed to use their property as they see fit (23□ strongly agree), while 21□ disagree and 16□ are not sure. Level of agreement varies between 47□ to 68□ between communities.

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

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

Q23	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2□	3□	2□	2□	0□	2□	6□	13□	**3□**
Strongly Agree	30□	27□	16□	22□	22□	17□	27□	20□	**23□**
Agree	32□	39□	31□	46□	41□	38□	35□	40□	**37□**
Not Sure	17□	15□	23□	12□	16□	17□	12□	0□	**16□**
Disagree	17□	15□	27□	17□	18□	23□	19□	27□	**20□**
Strongly Disagree	2□	1□	1□	0□	3□	2□	2□	0□	**1□**

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



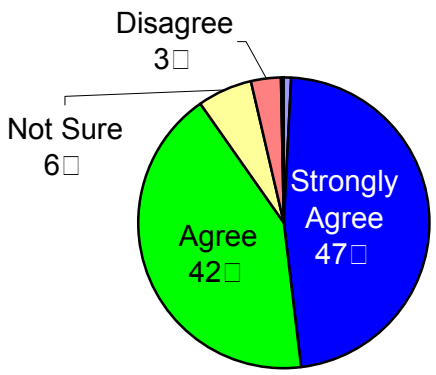
In the Northwest Cluster, almost 1/2 (47□) agree that their neighbors should be allowed to use their property as they see fit (13□ strongly agree). Over 1/4 (28□) disagree (3□ strongly disagree), while 23□ are not sure. This is less than the 60□ who agreed in the previous question that they should be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

Countywide, 48□ of landowners agree (16□ strongly agree), while (30□) disagree, and 21□ are not sure. A majority of landowners in the Southeast and Central Clusters also agree (51□ and 53□, respectively). By type of residence, farms (62□) agree the most and nearly 1/4 (23□) strongly agree. Urban/suburban (33□) and non-county residents (34□) disagree the most.

There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (42□, less than one acre; 62□ over 500 acres). By age, those under age 45 agree somewhat more (51 - 62□) and disagree a bit less (16 - 25□). By tenure, those landowners residing in or visiting Waupaca County for less than 20 years tend to disagree more (30□ - 36□).

Q16	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3□	1□	2□	0□	0□	2□	4□	0□	**2□**
Strongly Agree	13□	18□	8□	12□	16□	9□	12□	13□	**13□**
Agree	28□	34□	28□	51□	32□	37□	37□	47□	**34□**
Not Sure	28□	24□	21□	17□	24□	24□	17□	27□	**23□**
Disagree	23□	21□	38□	17□	25□	26□	25□	13□	**25□**
Strongly Disagree	5□	2□	3□	2□	4□	2□	6□	0□	**3□**

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

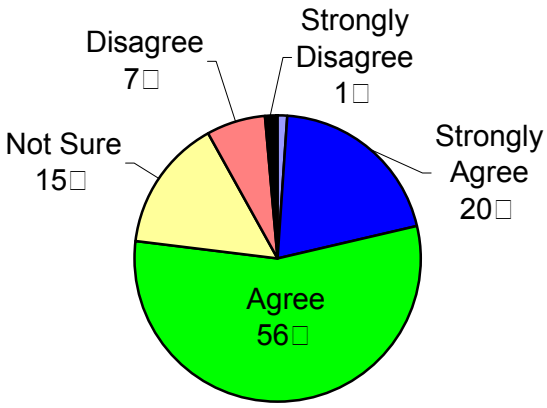


In the Northwest Cluster, nine in ten landowners (89□) agree that protecting their neighbor□s private property rights is important (47□ strongly agree), while only 3□ disagree and 6□ are not sure. This compares to 49□ that agree their neighbor should be able to use their property as they see fit and could indicate landowners feel differently about □property use□and □property rights□.

Countywide, 90□ agree (45□ strongly agree), while 3□ disagree and 6□ are not sure . Notably fewer full-time farms (35□) and more rural recreational landowners (54□) strongly agree.

Q6	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	1□	1□	2□	0□	0□	1□	0□	0□	**1□**
Strongly Agree	52□	47□	39□	37□	54□	47□	48□	73□	**47□**
Agree	38□	46□	46□	54□	34□	41□	44□	20□	**42□**
Not Sure	3□	5□	10□	10□	8□	7□	2□	7□	**6□**
Disagree	6□	2□	3□	0□	4□	4□	4□	0□	**3□**
Strongly Disagree	1□	0□	0□	0□	0□	0□	2□	0□	**0□**

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

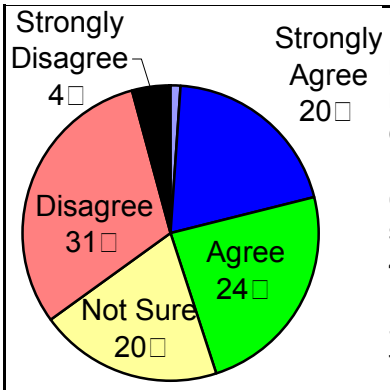


In the Northwest Cluster, over 3/4 (76□) of landowners agree that land use strategies are necessary to protect community interests (20□ strongly agree), while 8□ disagree (1□ strongly disagree) and 15□ are not sure.

Countywide, 75□ agree (20□ strongly agree), while 9□ disagree (2□ strongly disagree) and 15□ are not sure. Farms are less likely to agree (67□ part-time; 61□ full-time). As acres owned increases, level of agreement generally declines (79□ less than one acre to 56□ over 200 acres).

Q17	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3□	1□	0□	0□	1□	0□	2□	0□	**1□**
Strongly Agree	25□	22□	28□	22□	13□	11□	19□	13□	**20□**
Agree	52□	50□	53□	49□	58□	74□	54□	60□	**56□**
Not Sure	13□	19□	14□	22□	14□	11□	13□	13□	**15□**
Disagree	5□	7□	4□	5□	13□	2□	12□	13□	**7□**
Strongly Disagree	3□	2□	1□	2□	0□	2□	0□	0□	**1□**

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



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

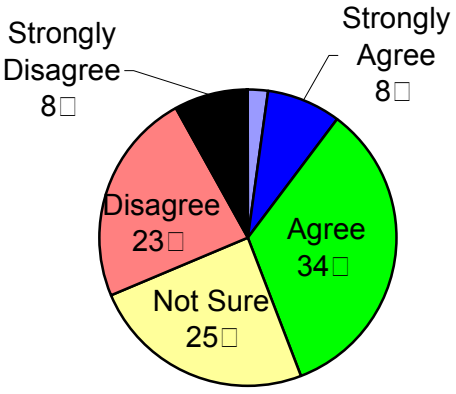
Countywide, landowners are also divided (40□ agree, 37□ disagree, 23□ not sure). More landowners in Northwest, Northeast, and Central Clusters agree (41 - 44□); however, more in the Southwest disagree (40□).

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

Urban/suburban landowners disagree the most (40□). And, although more full-time farms strongly agree the most (25□), nearly one-third (32□) disagree. Those who disagree more include landowners with more than 200 acres (38 - 45□), as well as those age 60-64 (44□). Nearly 1/2 (49□) residing or visiting in Waupaca County for 5 - 10 years agree (37□ disagree), while most of those 11 - 14 years (44□) disagree (32□ agree).

Q10	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3□	1□	0□	0□	0□	1□	2□	0□	**1□**
Strongly Agree	27□	22□	15□	17□	29□	10□	19□	13□	**20□**
Agree	19□	31□	24□	20□	25□	17□	25□	33□	**24□**
Not Sure	22□	15□	25□	34□	5□	26□	19□	13□	**20□**
Disagree	26□	24□	30□	24□	41□	42□	29□	33□	**31□**
Strongly Disagree	3□	6□	6□	5□	0□	3□	6□	7□	**4□**

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

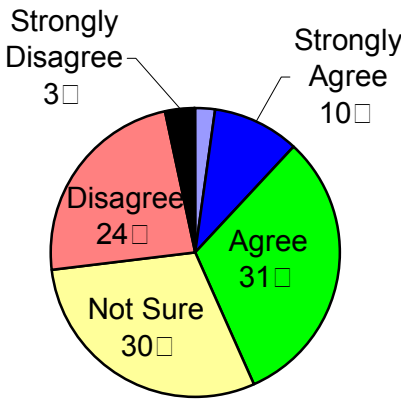


In the Northwest Cluster, landowners are divided about randomly scattering residential development throughout this area of Waupaca County if it occurs (42□ agree; 31□ disagree, 25□ not sure). Level of agreement varies between 33□ to 51□ between communities.

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

Q11	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	4□	1□	2□	2□	0□	2□	6□	0□	**2□**
Strongly Agree	12□	8□	3□	10□	11□	4□	13□	13□	**8□**
Agree	39□	37□	30□	29□	37□	29□	25□	47□	**34□**
Not Sure	21□	24□	28□	22□	16□	29□	35□	20□	**25□**
Disagree	17□	18□	25□	29□	29□	34□	13□	20□	**23□**
Strongly Disagree	7□	12□	13□	7□	8□	1□	8□	0□	**8□**

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

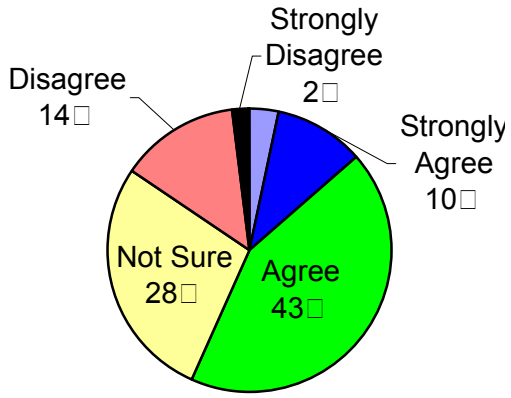


In the Northwest Cluster, over 1/3 (41%) of landowners agree if rural residential development takes place it should be clustered in specific locations (10% strongly agree). Over 1/4 (27%) disagree and 30% are not sure. This is similar to the previous question and might indicate a need for more information about options regarding rural residential development.

Countywide, although less than a majority (43%), more landowners agree than disagree (30%), while 25% are not sure. By type of residence, full-time farms and non-county residents agree the most (47%). Over 1/2 (52%) of those residing or visiting in Waupaca County for 15 - 20 years agree.

Q12	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	3%	2%	3%	2%	0%	2%	4%	0%	**2%**
Strongly Agree	13%	8%	13%	7%	11%	5%	8%	13%	**10%**
Agree	32%	27%	35%	37%	29%	37%	31%	13%	**31%**
Not Sure	20%	35%	32%	29%	29%	29%	33%	33%	**30%**
Disagree	24%	27%	17%	20%	29%	24%	21%	33%	**24%**
Strongly Disagree	8%	2%	1%	5%	3%	2%	4%	7%	**3%**

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

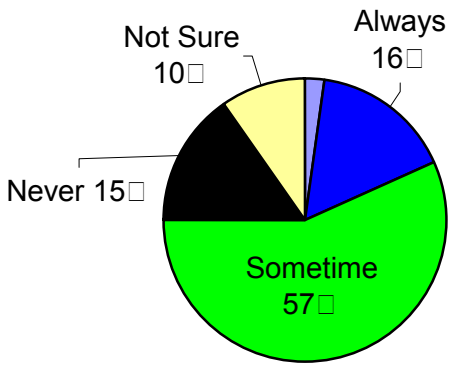


In the Northwest Cluster, a majority (53%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (10% strongly agree), while 16% disagree and 28% are not sure.

Countywide, a majority (55%) also agree (12% strongly agree), while 15% disagree and 28% are not sure. Full-time farms (23%) and landowners with more than 80 acres (20% - 30%) disagree the most. The percentage of respondents not sure declined with age (38% under age 25 to 27% 65 and over).

Q27	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	8%	5%	1%	5%	0%	2%	4%	0%	**3%**
Strongly Agree	11%	6%	17%	5%	11%	10%	12%	7%	**10%**
Agree	41%	50%	42%	51%	38%	36%	40%	47%	**43%**
Not Sure	28%	29%	24%	27%	25%	35%	27%	20%	**28%**
Disagree	11%	8%	13%	12%	21%	16%	17%	27%	**14%**
Strongly Disagree	2%	2%	3%	0%	5%	1%	0%	0%	**2%**

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



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

Countywide, a majority (57%) of landowners stated sometimes, while 16% stated always, 14% stated never, and 10% were not sure. Nearly twice as many full-time and part-time farms stated always (25%). Additionally, there is also a direct relationship between acres owned and the percentage that stated always (12% less than one acre to 26% over 500 acres). However, as age increases, the percentage that stated always decreases (35% under age 25 to 11% 65 and older).

Q25	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Blank	2%	2%	2%	0%	1%	0%	12%	0%	**2%**
Always	18%	14%	16%	29%	17%	9%	17%	20%	**16%**
Sometimes	61%	53%	64%	44%	50%	63%	50%	67%	**57%**
Never	11%	18%	13%	15%	21%	20%	10%	7%	**15%**
Not Sure	9%	14%	5%	12%	11%	9%	12%	7%	**10%**

Survey Results Summary

The following points summarize several findings from each area of focus in the survey and are identical to the summary points provided as part of the community presentation in February, 2005.

Natural Resources:
- Nearly all landowners (90%) indicate natural resources are important, including wildlife (91%), and especially water (97%).
- Nearly 3/4 or more agree strategies should be adopted to prevent forest fragmentation and run-off from development.
- Although subtle differences exist, a majority of landowners agree regardless of cluster or demographic group.

Agriculture:
- Most landowners (80 - 85%) agree protecting farmland, especially the most productive farmland, and maintaining agriculture resources/services is important.
- Over 3/4 of landowners agree (only 9% disagree) that land use strategies should balance residential growth with farmland preservation.
- Dairy/Livestock expansion widely supported% areas with most productive farmland and least residential development identified most often.
- Landowners are divided on whether farms should be allowed to expand near existing homes (Act 235 provides guidelines if adopted through local ordinance).
- More agree new homes should not be allowed near existing farms (local ordinance only, not Act 235).

Land Use:
- Over 3/4 (80%) agree protecting their communities %rural character% is important; rural landowners agree most strongly.
- A majority (50 - 60%) don%t want their community to be a %bedroom community%.
- Landowners are divided about more public land; those who owned land or visited the area for %20 yrs disagree most.
- Half to 2/3 (53 - 67%) agree they should be allowed to use their property as they see fit, while most, but fewer (47-53%), agree their neighbor should too.
- Nearly twice the support for neighbor%s %property rights%(88 - 91%) than %use%(42 - 51%).
- 3/4 (71 - 77%) agree land-use strategies are necessary to protect community interests.
- Majority (53 - 58%) agree development should be guided to limit community costs.
- No clear direction if or how rural development should occur. Additional information/education likely needed.
- Majority (57 - 60%) agree %sometimes%landowners should be compensated not to develop their land.

Northwest Cluster

Waupaca County Comprehensive Planning Survey II

INTRODUCTION

During the 1990s, Waupaca County witnessed 12.2% population growth (5,627), the largest ten-year increase in recent history. Housing units increased by 2,367 during the same decade (Census 1990, 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify "land use" as the top priority issue in Waupaca County.

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

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including the Agriculture, Natural Resources, and Land Use Survey (2004) and this 2005 broader survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called "clusters". There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are a tool to help foster intergovernmental cooperation. Local communities are still 100% responsible for developing their plan.

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

The results of this and the previous 2004 survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.

UW Extension

Report produced by: Greg Blonde, Agriculture and Natural Resources Educator
Mike Koles, Community Development Educator

SURVEY BACKGROUND

The new law requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. In 2004, Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was sent to approximately half of County landowners. In 2005, Waupaca County UW-Extension partnered with the Public Participation and Education Subcommittee of the Core Planning Committee and additional local stakeholders to develop a second survey (sent to the remaining half of County landowners) that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding the nine elements of the comprehensive planning law. The elements include: 1) issues and opportunities; 2) housing; 3) transportation; 4) economic development; 5) community utilities and facilities; 6) agriculture, natural, and cultural resources; 7) intergovernmental cooperation; 8) land use; and, 9) implementation.

SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. The 2005 survey was mailed to approximately half (9,619) of Waupaca County landowners who were chosen from a list generated from the tax roll and not included in the 2004 survey. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

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

2005 SURVEY RESPONSE

Over 4000 (42%) surveys were returned. The high response rate indicates strong interest in comprehensive planning and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

Community	Occupied Housing Units	Surveys Sent	Surveys Returned	Response Rate
Helvetia	271	226	91	40.3%
Iola	328	289	182	63.0%
Scandinavia	284	258	76	29.5%
Wyoming	111	130	48	36.9%
Harrison	206	206	84	40.8%
Iola (V)	567	227	75	33.0%
Scandinavia (V)	137	52	35	67.3%
Big Falls (V)	40	18	13	72.2%
Northwest Cluster	1,944	1,406	604	43.0%
Waupaca County	19,863	**9,619**	**4,001**	**41.6**

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

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

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

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

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

HOW TO READ THE REPORT

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

WAUPACA COUNTY PLANNING CLUSTERS

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

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

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

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

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

"Type of residence."

Countywide, nearly 1/2 (43%) were rural (27% rural non-farm; 16% rural farm); 32% were urban/suburban; 12% were shoreland; and 13% non-resident landowners.

Q32	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Urban Suburban	2%	9%	8%	2%	2%	9%	23%	17%	**8**
Rural Non-farm	46%	28%	36%	29%	31%	28%	26%	33%	**32**
Farm	13%	10%	21%	23%	6%	10%	11%	17%	**13**
Hobby Farm	9%	10%	11%	6%	5%	10%	9%	0%	**9**
Shoreland	9%	14%	13%	2%	5%	14%	6%	0%	**11**
Absentee	21%	29%	11%	38%	51%	29%	26%	33%	**29**

" Total acres owned in Waupaca County.

Countywide, 69% own 10 acres or less (35% 1 - 10 acres; 34% less than one acre); 14% own 11 to 40 acres; 8% own 41 to 80 acres; 6% own 81 to 200 acres; 2% own 201 to 500 acres; and 5% own over 500

Q31	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
1 acre	5%	16%	9%	6%	1%	59%	29%	31%	**17**
1- 10 acres	40%	39%	43%	10%	39%	23%	26%	23%	**34**
11- 40 acres	23%	19%	21%	35%	35%	4%	20%	15%	**22**
41- 80 acres	18%	14%	11%	18%	14%	12%	17%	23%	**15**
81- 200 acres	9%	8%	11%	14%	8%	1%	9%	8%	**8**
201- 500 acres	5%	3%	2%	2%	2%	0%	0%	0%	**2**
500 acres	0%	1%	2%	14%	0%	0%	0%	0%	**2**

" Age.

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

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

Q30	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
18 - 24 yrs.	0%	0%	1%	2%	1%	0%	0%	0%	**0**
25 - 34 yrs.	6%	6%	4%	2%	4%	6%	9%	8%	**5**
35 - 44 yrs.	21%	17%	8%	19%	13%	13%	9%	8%	**15**
45 - 54 yrs.	29%	27%	25%	23%	31%	19%	26%	31%	**26**
55 - 64 yrs.	28%	20%	36%	32%	28%	24%	20%	15%	**26**
65 - 74 yrs.	12%	21%	16%	15%	14%	21%	17%	15%	**17**
75 - 84 yrs.	4%	7%	9%	4%	8%	17%	17%	23%	**9**
85 over	0%	2%	0%	2%	0%	1%	3%	0%	**1**

" Years residing in visiting Waupaca County."

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

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

Q28	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
1 years	0%	4%	1%	4%	1%	3%	0%	8%	**2**
1-4 years	9%	8%	9%	0%	11%	5%	9%	0%	**8**
5-10 years	18%	18%	14%	8%	17%	18%	11%	17%	**16**
11-14 years	4%	11%	8%	19%	18%	9%	9%	17%	**11**
15-20 years	15%	11%	14%	10%	15%	14%	14%	17%	**13**
20 years	54%	48%	54%	58%	38%	51%	57%	42%	**50**

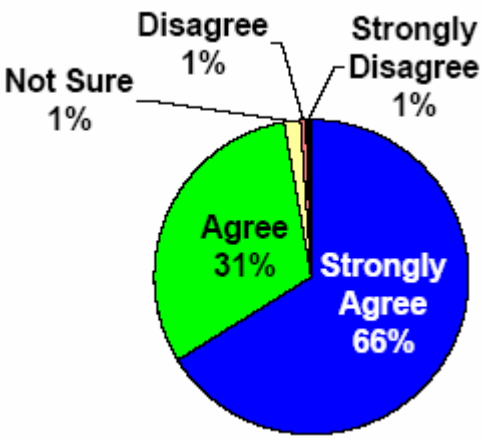
The "9 Elements" of Comprehensive Planning

Wisconsin's comprehensive planning law, signed by Governor Thompson in October, 1999, includes a definition of a comprehensive plan. Before this law, Wisconsin did not define what is meant by the term "comprehensive plan". According to the law, a comprehensive plan shall contain at least all of the following "9elements":

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

Whereas the 2004 survey focused on agriculture, natural resources, and land use, and allowed for some specific questions regarding these topics, the 2005 survey asked opinions about all the "9 elements" and, therefore, some questions are broader in scope.

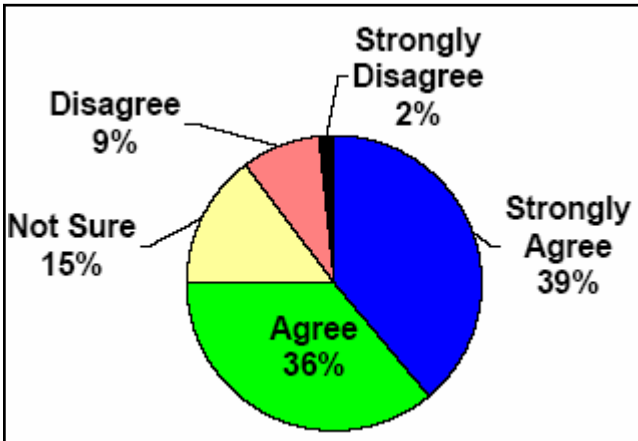
" Protecting lakes, streams, wetlands and groundwater is important to me."



Countywide, a majority (97%) agree (66% strongly agree) that protecting lakes, streams, wetlands, and groundwater is important, the highest consensus of any survey question, while only 2% disagree (1% strongly disagree) and 1% are not sure. By type of residence, a majority of respondents strongly agree (72% shoreland; 71% non-county resident; 66% hobby farms; 66% rural non-farms; and 64% urban/suburban residences). And, while an overwhelming number of farms agree (95%), just over 1/2 strongly agree (55%). Furthermore, those who strongly agree decline directly with age (76% age 18 to 24; 48% over age 85. And, although those who own 201-500 acres agree (86%) they do so less than other landowners.

Q2	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	64%	72%	74%	73%	75%	64%	60%	69%	**68**
Agree	33%	27%	25%	27%	21%	35%	40%	31%	**30**
Not Sure	2%	1%	0%	0%	0%	1%	0%	0%	**1**
Disagree	1%	0%	1%	0%	2%	0%	0%	0%	**1**
Strongly Disagree	0%	0%	0%	0%	1%	0%	0%	0%	**0**

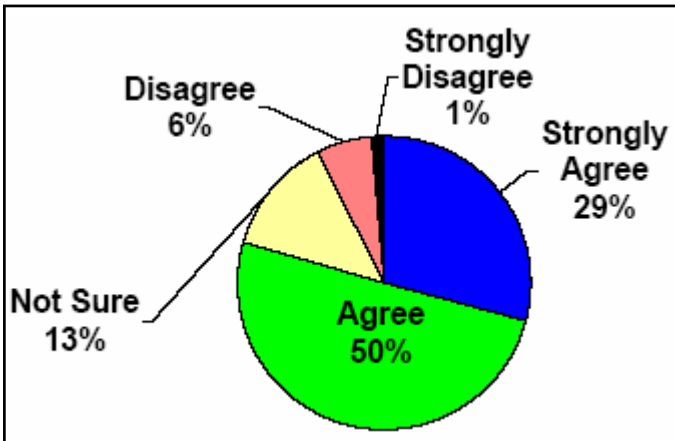
" Protecting large, connected tracts of forestland from being broken apart is important to me.



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

Q4	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	39%	38%	48%	57%	39%	32%	34%	38%	**41**
Agree	38%	34%	26%	24%	35%	47%	43%	54%	**38**
Not Sure	19%	19%	13%	12%	17%	14%	11%	0%	**13**
Disagree	4%	7%	13%	6%	7%	7%	11%	8%	**8**
Strongly Disagree	0%	2%	0%	0%	2%	1%	0%	0%	**0**

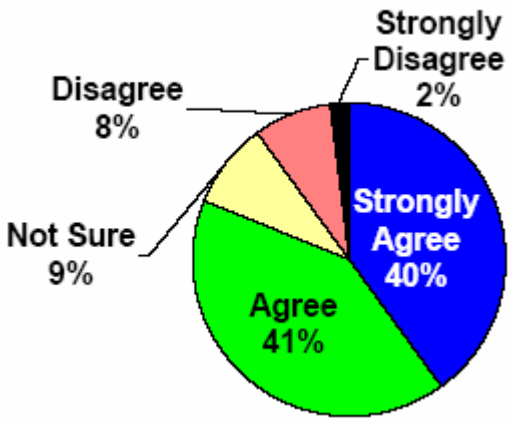
" Protecting historical sites and structures is important to me."



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

Q3	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	22%	32%	36%	35%	36%	28%	29%	46%	**33**
Agree	60%	47%	47%	43%	50%	59%	40%	46%	**49**
Not Sure	10%	14%	9%	16%	10%	8%	26%	0%	**12**
Disagree	8%	5%	7%	6%	1%	4%	6%	8%	**6**
Strongly Disagree	0%	1%	1%	0%	4%	0%	0%	0%	**0**

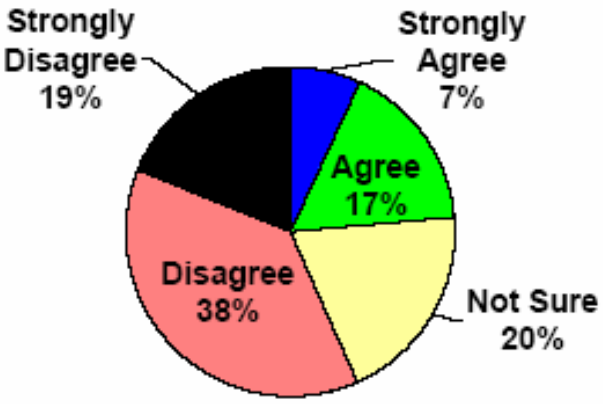
" Protecting farmland in my community from development is important to me."



Countywide, four in five (81%) agree (40% strongly agree) that protecting farmland is important, while 10% disagree (2% strongly disagree) and 9% are not sure. By type of residence, a majority of farms strongly agree (52%, rural hobby farms; 50%, rural farms). However, fewer landowners with more than 80 acres agree (72% - 63%) and, more than one in five disagree (20% - 31%). By age, landowners over age 85 agree the most (90%) and most strongly (44%), while those age 18 to 24 strongly agree the least (30%).

Q1	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	47%	52%	54%	35%	45%	40%	37%	46%	**45**
Agree	40%	33%	33%	48%	39%	39%	43%	38%	**39**
Not Sure	5%	7%	7%	6%	5%	8%	9%	8%	**7**
Disagree	4%	6%	6%	8%	10%	13%	11%	8%	**8**
Strongly Disagree	3%	3%	0%	2%	2%	0%	0%	0%	**1**

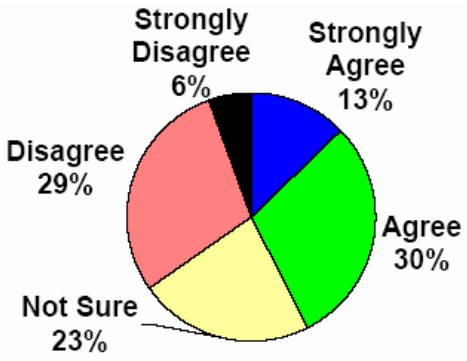
"Converting farmland in my community into non-agricultural uses, like businesses and homes, is important to me."



Countywide, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/surburan landowners disagree less (50%) and agree more (26%). Farms disagree the most (66%, rural hobby farms; 62%, rural farms) and most strongly (32% and 27%, respectively). Rural farms also agree the most (27%) and are the least not sure (11%), indicating farms are a little more divided in their opinions than the rest. Landowners with over 80 acres agree more (34% - 36%) and more strongly (18% - 22%); however, a majority (51% - 61%) still disagree. Agreement tended to directly relate to age (13%, age 18 to 24 ; 32% age 75 to 84) and, disagreement tended to inversely relate to age (68%, age 25 to 34; 40%, over age 85). The Northeast Cluster agrees the most (30%), while the Southwest Cluster agrees the least (21%). The Southwest Cluster as well as the Central Cluster disagrees the most (60%).

Q13	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	7%	4%	7%	6%	5%	7%	3%	8%	**6**
Agree	13%	14%	19%	16%	11%	21%	17%	38%	**16**
Not Sure	15%	15%	10%	16%	20%	25%	23%	8%	**17**
Disagree	40%	40%	37%	35%	43%	38%	37%	23%	**39**
Strongly Disagree	25%	27%	27%	27%	21%	10%	20%	23%	**23**

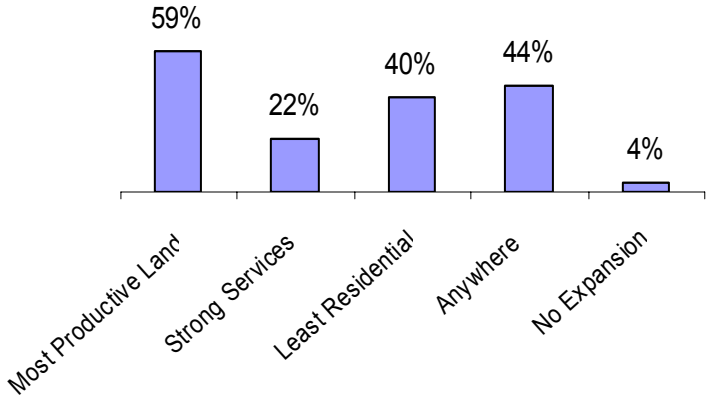
" Future homes, which are not part of a farm operation, should not be allowed near existing farming operations."



Countywide, most (43%) agree that future homes, which are not part of the farm operation, should not be allowed near existing farming operations (13% strongly agree), while 35% disagree (6% strongly disagree) and 23% are not sure. More landowners with 81 - 200 acres disagree (39%) than agree (37%), while those with 201 - 500 and over 500 agree the most (54% and 52%, respectively). More respondents age 18 to 24 (46%), 25 to 34 (37%), and 35 to 44 (39%) disagree than agree (27%, 33%, and 34%, respectively). Respondents age 65 to 74 (51%), 75 to 84 (61%), and over 85 (67%) agree the most. By type of residence, farms agree the most (49%, rural hobby farm; 46%, rural farms) and, more than one in five farms strongly agree (28%).

Q20	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	16%	11%	15%	12%	10%	17%	9%	8%	**13**
Agree	32%	35%	29%	20%	23%	28%	37%	25%	**30**
Not Sure	18%	20%	18%	37%	33%	23%	20%	17%	**23**
Disagree	30%	30%	34%	29%	30%	29%	34%	25%	**30**
Strongly Disagree	4%	5%	3%	2%	5%	3%	0%	25%	**4**

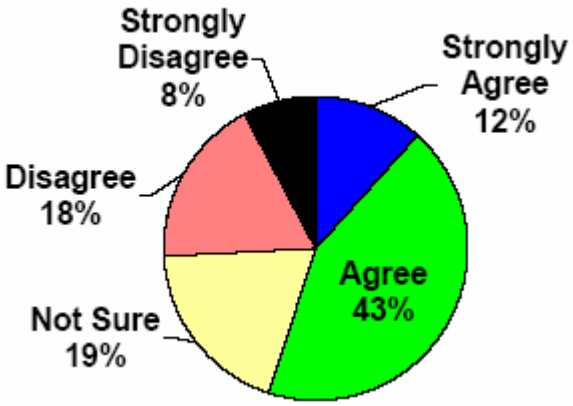
" Where should future dairy and livestock expansion occur?



In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide,** a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (40%), strong service support (22%), and no expansion should be allowed (4%). By type of residence, only shoreland owners deviated from the countywide ranking, placing least residential development (48%) ahead of anywhere (42%). By acres owned, no cohort deviated from the ranking; however, respondents owning 200 - 500 acres put less emphasis on the most productive land (50%) and more on strong service support (30%), while those with over 500 acres stated exactly the opposite (76%, most productive land; 9%, strong service support). Respondents age 18 to 54 did not deviate from the countywide ranking. Those age 55 to 64 and 65 to 74 stated least residential development more often than anywhere. Those age 75 to 84 ranked least residential development as their first choice (55%) and most productive land as their second (53%). The answers provided by this question should prove helpful as communities determine how to address Wisconsin's new livestock facility siting and expansion law.

Q19	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Most productive land	70%	60%	52%	67%	50%	55%	46%	46%	**58**
Strong services	19%	23%	16%	20%	31%	24%	40%	38%	**24**
Least residential	32%	39%	47%	45%	44%	45%	43%	31%	**41**
Anywhere	55%	42%	40%	39%	43%	43%	34%	46%	**43**
No expansion	7%	6%	8%	4%	4%	1%	9%	0%	**5**

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



Countywide, a majority (55%) agree (12% strongly agree) that a portion of new homes should provide housing opportunities for low and moderate income residents, while over 1/4 (26%) disagree (8% strongly disagree) and 19% are not sure. Level of agreement was inversely related to acres owned (53%, less than one acre; 44%, greater than 500 acres) and disagreement was directly related (20%, less than one acre; 33%, greater than 500 acres). Landowners at opposite ends of the age spectrum agree more (61%, age 18 to 24; 65 and over, 64% - 70%), while those age 25 to 34 (45%) and 35 to 44 (44%) agree less and disagree the most (31% and 32%, respectively). Rural hobby farms and non-residents also agree less (44% and 46%, respectively).

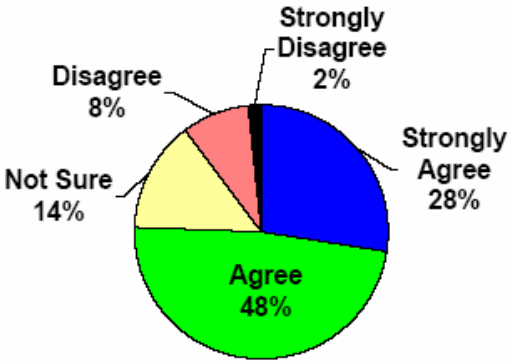
Q8	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	7%	12%	10%	8%	12%	11%	11%	17%	**11**
Agree	52%	38%	38%	45%	36%	49%	54%	33%	**43**
Not Sure	19%	17%	31%	29%	24%	13%	17%	42%	**21**
Disagree	18%	21%	15%	16%	20%	19%	17%	8%	**18**
Strongly Disagree	4%	12%	6%	2%	8%	8%	0%	0%	**7**

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

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

Q11	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	36%	41%	27%	22%	35%	41%	14%	31%	**34**
Agree	49%	48%	55%	49%	52%	47%	77%	46%	**51**
Not Sure	12%	8%	13%	20%	6%	9%	3%	15%	**10**
Disagree	1%	3%	6%	8%	2%	3%	6%	8%	**4**
Strongly Disagree	1%	1%	0%	0%	5%	0%	0%	0%	**1**

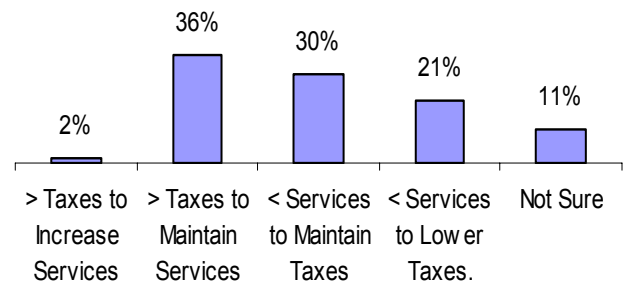
"Community services, like schools, roads, and police and fire protection, should be combined and provided jointly by communities if money will be saved.



Countywide, over 3/4 (76%) agree (28% strongly agree) that community services should be combined and provided jointly by communities if money will be saved, while 10% disagree (2% strongly disagree) and 14% are not sure. Landowners with 81 - 200 acres agree less (71%). Respondents age 25 to 34 agree less (63%) and disagree more (15%). Urban/suburban owners agree the most (91%) and, although rural farms agree (84%), they do so the least compared to other residence types.

Q10	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	23%	30%	21%	39%	26%	28%	9%	46%	**27**
Agree	48%	53%	49%	45%	56%	44%	63%	31%	**51**
Not Sure	20%	9%	13%	8%	8%	16%	23%	8%	**13**
Disagree	7%	7%	16%	8%	7%	12%	6%	15%	**9**
Strongly Disagree	2%	1%	0%	0%	2%	0%	0%	0%	**1**

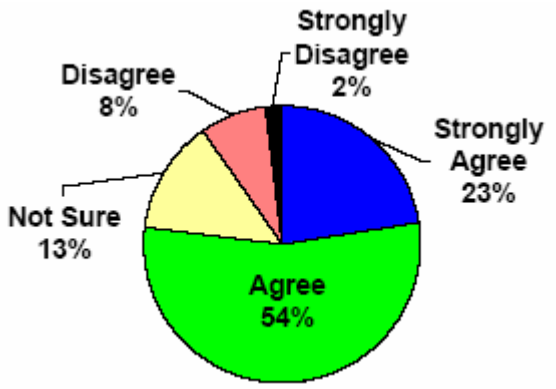
Tax and Service Policy Choices.



In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services and taxes. **Countywide,** the opinion is divided. 2% felt taxes should increase to increase services, 36% stated taxes should increase to maintain existing services, 30% felt services should be decreased to maintain existing tax levels, and 21% stated both taxes and services should be decreased. 11% were not sure. More age 18 to 24 felt both taxes and services should be increased (9%) and decreased (33%), indicating fewer stated a more moderate opinion. Fewer age 25 - 34 (16%) and over 85 (16%) felt both should be decreased. More landowners with 201 - 500 acres stated both services and taxes should be decreased (30%) and more with over 500 acres felt taxes should be increased to maintain existing services (45%). By type of residence, farms stated decrease services to maintain existing taxes most often (32%, rural hobby farm; 35%, rural farm), while all others indicated increase taxes to maintain services most often.

Q22	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Taxes Increased, Services Increased	0%	1%	2%	0%	1%	1%	0%	0%	**1**
Taxes Increased, Services Same	31%	34%	41%	45%	36%	36%	50%	42%	**37**
Taxes Same, Services Decreased	34%	26%	29%	31%	34%	23%	21%	17%	**28**
Taxes Decreased, Services Decreased	20%	27%	20%	18%	18%	29%	18%	25%	**23**
Not Sure	14%	12%	8%	6%	11%	11%	12%	17%	**11**

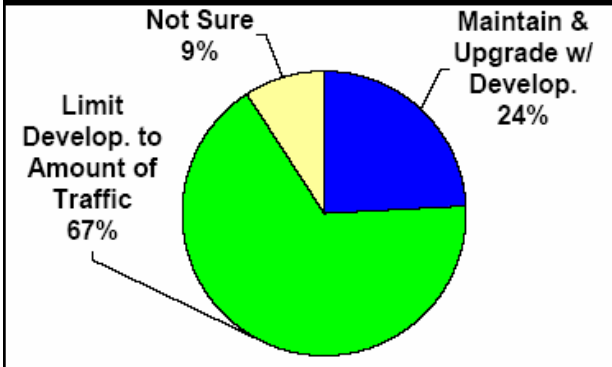
" The placement of new residential development should be managed in order to control community service costs, like schools, roads, and police and fire protection.



Countywide, over 3/4 (77%) agree (23% strongly agree) that placement of new residential development should be managed in order to control community service costs, while 10% disagree (2% strongly disagree) and 13% are not sure. Agreement was inversely related to acres owned (79%, less than one acre; 51%, greater than 500 acres), while disagreement was directly related (8%, less than one acre; 23%, over 500 acres). Those with over 500 acres strongly agree less (10%) and are not sure more (26%) Respondents over age 75 agree more (86% - 87%).

Q12	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	21%	26%	24%	16%	33%	15%	14%	42%	**23**
Agree	59%	54%	56%	43%	48%	54%	63%	50%	**54**
Not Sure	13%	12%	10%	27%	7%	18%	17%	8%	**13**
Disagree	7%	6%	8%	14%	10%	12%	6%	0%	**8**
Strongly Disagree	0%	3%	1%	0%	2%	1%	0%	0%	**1**

" Road maintenance and upgrading relative to new residential development.



In this question, landowners were asked to identify whether road maintenance and upgrading should increase as residential development increases or if residential development should be limited to the amount of traffic the road can currently handle safely. **Countywide,** almost 1/4 (24%) indicated that maintenance and upgrading should increase as residential development increases, while a majority (67%) indicated residential development should be limited to the amount of traffic the road can currently handle safely. 9% are not sure. Landowners with over 500 acres were evenly divided (39%, 39%, and 22% not sure). More over age 85, indicated development should be limited (72%) and fewer indicated maintenance/upgrading should be increased (19%). More urban/suburban residents stated that maintenance should increase (29%) and more rural hobby farms (75%), rural farms (73%), and rural non-farms (72%) felt that residential development should be limited. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), fewer urban/suburban (60%) than rural (73%) stated limit development.

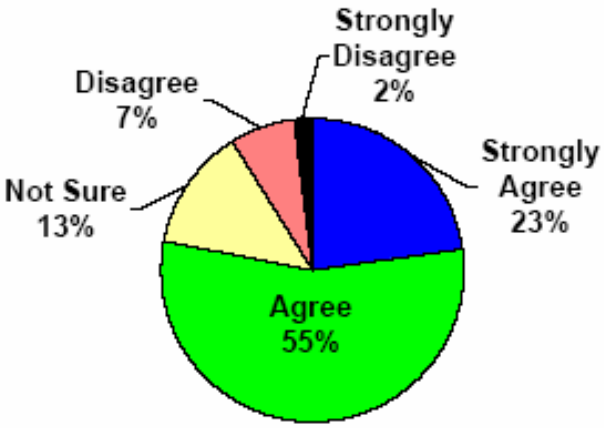
Q23	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Maintenance Upgrades Increase	20%	19%	14%	12%	23%	30%	34%	23%	**21**
Limit Residential Development w	74%	71%	79%	61%	68%	58%	63%	69%	**69**
Not Sure	7%	10%	7%	27%	9%	12%	3%	8%	**10**

LAND USE VALUES AND DESIRES

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

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

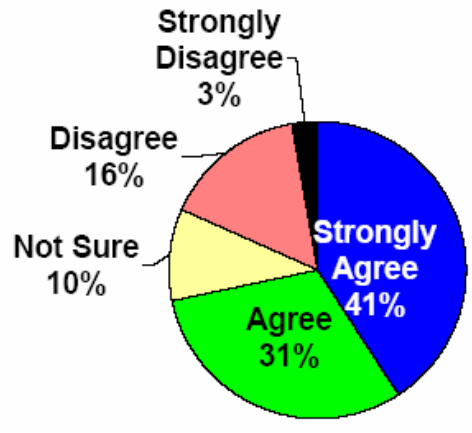
" Land use strategies are necessary to protect our community interests.□



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

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

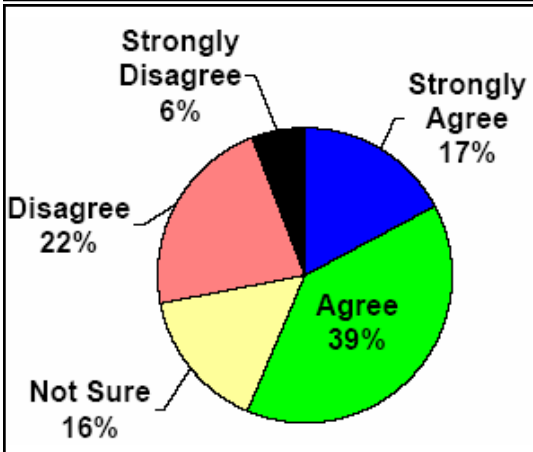
" I should be allowed to use my property as I see fit."



Countywide, almost 3/4 (72%) agree (41% strongly agree) that they should be allowed to use their property as they see fit, while 19% disagree (3% strongly disagree) and 10% are not sure. Generally, there is a direct relationship between acres owned and level of agreement (72%, 1 - 10 acres; 87%, over 500 acres). Strength of agreement also increases with acres owned (41% strongly agree, 1 - 10 acres; 72% strongly agree, over 500 acres). Level of agreement generally declines as age increases (91%, age 18 to 24; 72%, over 85). Strength of agreement also declines with age (61%, age 18 to 24; 29%, over 85). By type of residence, farms agree the most (77%, rural hobby farm; 82%, rural farm) and most strongly (54% and 52%, respectively). Although still a majority, fewer shoreland owners (64%) agree. Agreement ranged from 80% in the Central Cluster to 65% in the Southwest Cluster. One in four (26%) in the Southwest Cluster disagree.

Q9	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	49%	46%	36%	47%	43%	27%	46%	67%	**43**
Agree	29%	26%	31%	37%	33%	34%	34%	17%	**30**
Not Sure	7%	11%	8%	8%	11%	8%	11%	17%	**9**
Disagree	12%	11%	22%	8%	11%	27%	6%	0%	**14**
Strongly Disagree	3%	5%	3%	0%	2%	4%	3%	0%	**4**

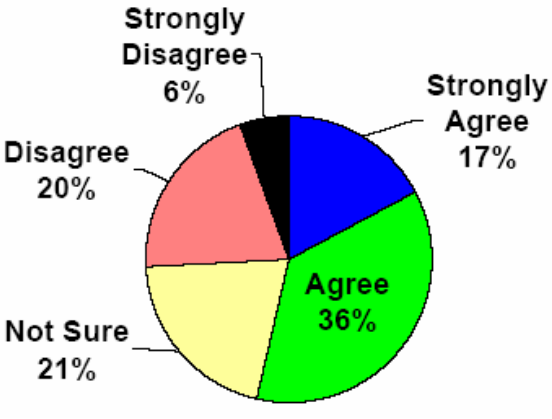
" My neighbors should be allowed to use their property as they see fit.



Countywide, a majority (56%) agree (17% strongly agree) that their neighbors should be allowed to use their property as they see fit, while 28% disagree (6% strongly disagree), and 16% are not sure. There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (51%, less than one acre; 79% over 500 acres). There is an inverse relationship with age. As age increases, agreement declines (84%, age 18 to 24; 70%, age 25 to 34; 65%, age 35 to 44; 58%, age 45 to 54; 51% age 55 to 64; 54% age 65 to 74; 44%, age 75 to 84; 41% over 85). By type of residence, rural farms (64%) agree the most. Shoreland owners disagree the most (37%) . Respondents with less than one year in tenure agree more (67%) and disagree less (19%). The Central Cluster agrees the most (63%), while less than 1/2 in the Southwest Cluster (48%) agree and 36% disagree.

Q14	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	26%	18%	16%	12%	21%	8%	11%	8%	**17**
Agree	45%	38%	41%	61%	38%	41%	43%	50%	**42**
Not Sure	9%	18%	10%	8%	17%	11%	20%	42%	**14**
Disagree	13%	18%	27%	16%	18%	34%	17%	0%	**20**
Strongly Disagree	7%	8%	6%	2%	6%	5%	9%	0%	**6**

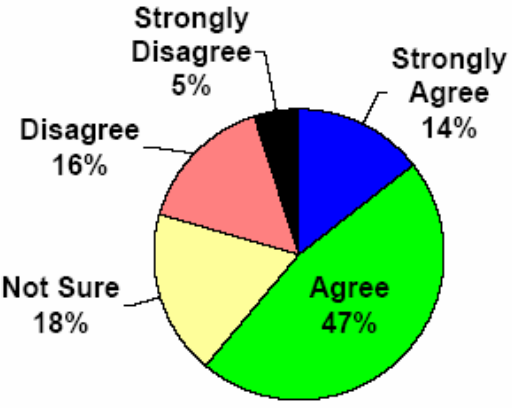
" Having more public land available for recreational activities in my community is important to me."



Countywide, a majority (53%) agree that having more public land available for recreational activities is important (17% strongly agree), while 26% disagree (6% strongly disagree), and 21% are not sure. Level of agreement declines significantly with acres owned (61%, less than one acre; 55%, 1 to 10 acres; 50%, 11 to 40 acres; 45%, 41 to 80 acres; 40%, 81 to 200 acres; 30%, 201 to 500 acres; 9%, over 500 acres). Level of agreement also declines with age (63%, age 18 to 24; 60% age 25 to 34; 61% age 35 to 44; 56%, age 45 to 54; 51% age 55 to 64; 47% age 65 to 74; 46%, age 75 to 84; 40% over 85). More rural farms disagree (45%) than agree (34%), while by type of residence all others have a majority in agreement (57%, urban/suburban; 54%, rural hobby farm; 55%, shoreland; 53% rural non-farm; 56% non-county resident). Respondents with less than one year of tenure agree more (64%) and disagree less (16%), while those with over 20 years agree less (49%) and disagree more (30%). Agreement ranged from 47% in the Northwest Cluster to 57% in the Southeast Cluster.

Q5	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	13%	14%	16%	10%	17%	14%	16%	8%	**14**
Agree	35%	38%	31%	29%	32%	38%	31%	31%	**33**
Not Sure	23%	21%	23%	18%	21%	21%	23%	23%	**22**
Disagree	24%	23%	22%	16%	23%	23%	22%	23%	**22**
Strongly Disagree	4%	4%	7%	27%	7%	4%	7%	15%	**10**

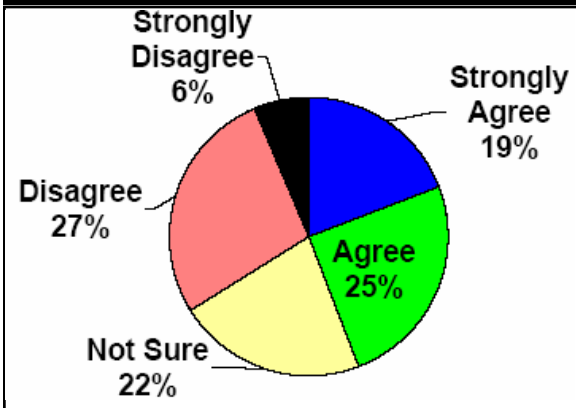
" Design standards, like landscaping, building characteristics, and signage, should be implemented for new development so community character can be preserved.



Countywide, a majority (61%) agree that design standards should be implemented for new development (14% strongly agree), while one in five (21%) disagree (5% strongly disagree) and 18% are not sure. Landowners with over 40 acres agree more (68% - 72%) and respondents with over 500 acres agree the most strongly (41%). Generally, agreement was directly related to age (51%, age 18 to 24; 71%, age 75 to 84). Although still over 1/2, respondents from rural hobby farms and rural non-farms agree less (54% and 56%, respectively), while shoreland owners agree more (68%). Agreement ranged from 57% in the Northeast to 67% in the Southwest.

Q15	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	13%	15%	16%	20%	11%	7%	9%	15%	**14**
Agree	36%	48%	44%	29%	43%	49%	57%	46%	**44**
Not Sure	23%	15%	21%	24%	23%	28%	20%	31%	**21**
Disagree	27%	18%	15%	24%	17%	15%	14%	8%	**18**
Strongly Disagree	1%	5%	3%	2%	6%	1%	0%	0%	**3**

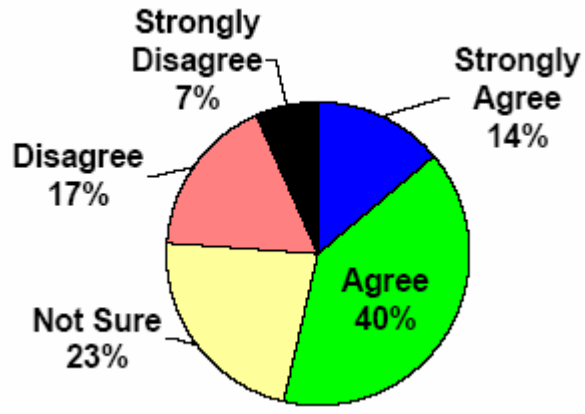
" Residential development should not occur in rural areas (defined as not in a city or village) of Waupaca County."



Countywide, most landowners (45%) agree that residential development should not occur in rural areas (19% strongly agree), while 33% disagree (6% strongly) and 22% are not sure. More landowners with 41 to 80 acres agree (49%), while those with less than one acre (39%), 81 to 200 acres (36%), and over 500 acres (30%) agree less. A majority of landowners with over 500 acres disagree the most (67%) and are not sure the least (3%). By age, those age 18 to 24 (36%) agree the least and those age 25 to 34 (48%), 35 to 44 (48%), and over 85 (49%) agree the most. Urban/suburban landowners disagree the most (40%). Farms agree the most (58%, rural hobby farm; 53%, rural farm) and most strongly (34% and 24%, respectively), while one in four (25%) rural hobby farms and one in three (35%) rural farms disagree. Urban/suburban (38%) and shoreland (39%) owners agree the least.

Q6	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	27%	25%	20%	27%	17%	14%	9%	33%	**21**
Agree	18%	29%	28%	20%	30%	23%	34%	33%	**27**
Not Sure	25%	17%	19%	16%	26%	24%	23%	8%	**20**
Disagree	28%	24%	28%	33%	21%	31%	31%	25%	**28**
Strongly Disagree	2%	5%	6%	4%	6%	8%	3%	0%	**4**

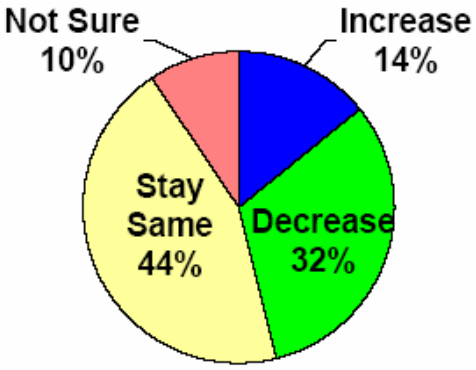
" If rural residential development takes place, it should be widely scattered throughout this area of Waupaca County.



Countywide, a majority (54%) agree if rural residential development takes place that it should be widely scattered (14% strongly agree), while nearly 1/4 (24%) disagree (7% strongly disagree) and 23% are not sure. Agreement generally decreases with acres owned (53%, less than one acre; 56%, 1 to 10 acres; 53%, 11 to 40 acres; 53%, 41 to 80 acres; 48%, 81 to 200 acres; 35%, 201 to 500 acres; 41%, over 500 acres), with more respondents who own 201 to 500 acres disagreeing than agreeing. Respondents age 18 to 24 agree the least (47%) and those over age 85 agree the most (61%) and disagree the least (7%). Rural hobby farms agree the most (62%) and disagree the least (19%).

Q7	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Strongly Agree	13%	21%	14%	18%	7%	11%	11%	8%	**15**
Agree	32%	38%	36%	22%	49%	49%	43%	42%	**39**
Not Sure	27%	16%	26%	33%	19%	19%	26%	25%	**22**
Disagree	16%	18%	14%	18%	11%	16%	17%	25%	**16**
Strongly Disagree	11%	7%	10%	8%	14%	5%	3%	0%	**9**

Would you like to see the amount of land used for new residential development in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?



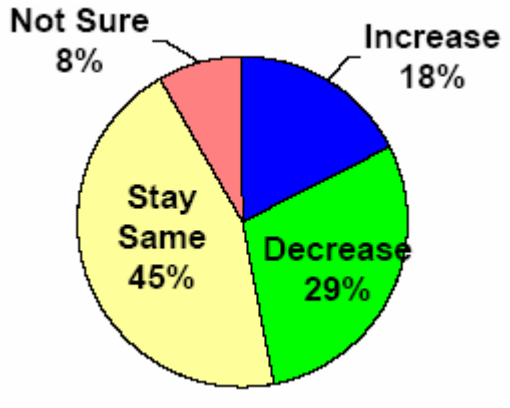
Countywide, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less than one acre stated decrease (23%) less often, while those with 11 - 40 acres (37%), 41 - 80 acres (40%), 81 - 200 acres (37%), and 201 - 500 acres (41%) stated decrease more often. With the exception of over 500 acres (34%), stating "stay the same" was inversely related to acres owned (48%, less than one acre; 28%, 201 to 500 acres).

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (23%, 65 to 74; 22%, 75 to 84; and 17% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (34%, 25 to 34; 39%, 35 to 44; 37%, 45 to 54; and 32% 55 to 64). The opposite was true for the option "stay the same", thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (21%) indicated increase more often and rural hobby farms (8%) indicated increase less often. Urban/suburban (21%) and shoreland (26%) indicated decrease less often, while rural hobby farms (49%), rural non-farms (38%), and rural farms (44%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (21%, urban/suburban; 10% rural) and decrease (21%, urban/suburban; 42% rural). By cluster, the Northeast stated increase the most (22%) and decrease the least (25%). The Northwest Cluster indicated decrease the most (38%).

Q17	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Increase	7%	11%	10%	4%	7%	19%	9%	15%	**10**
Decrease	43%	44%	36%	50%	37%	20%	20%	31%	**38**
Stay the Same	37%	38%	45%	42%	45%	50%	60%	46%	**43**
Not Sure	13%	7%	9%	4%	11%	11%	11%	8%	**9**

Would you like to see the number of new homes built in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?



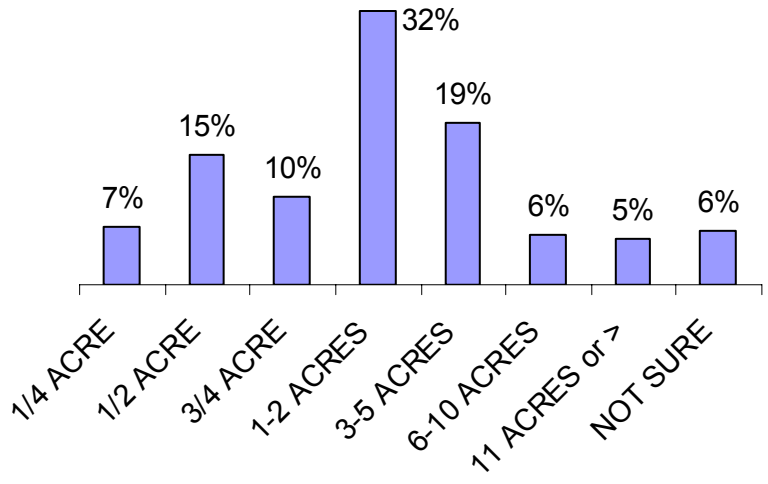
Countywide, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre also stated decrease (20%) less often, while those with 201- 500 acres stated decrease (43%) more often and stay the same (27%) less often.

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (20%, 65 to 74; 17%, 75 to 84; and 12% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (35%, 25 to 34; 38%, 35 to 44; 35%, 45 to 54; and 29% 55 to 64). The opposite was true for the option "stay the same", thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (27%) indicated increase more often and rural hobby farms (8%) and rural non-farms (11%) indicated increase less often. Urban/suburban (18%) and shoreland (24%) indicated decrease less often, while rural hobby farms (50%), rural non-farms (36%), and rural farms (45%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often, while shoreland owners indicated the same (51%) more often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (27%, urban/suburban; 11% rural) and decrease (18%, urban/suburban; 40% rural). By cluster, the Northeast stated increase the most (28%) and decrease the least (23%). The Northwest Cluster indicated decrease the most (35%).

Q18	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Increase	9%	16%	10%	2%	10%	32%	11%	15%	**14**
Decrease	42%	42%	30%	55%	31%	19%	17%	23%	**35**
Stay the Same	41%	36%	49%	39%	48%	41%	60%	54%	**43**
Not Sure	9%	6%	10%	4%	12%	8%	11%	8%	**8**

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



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

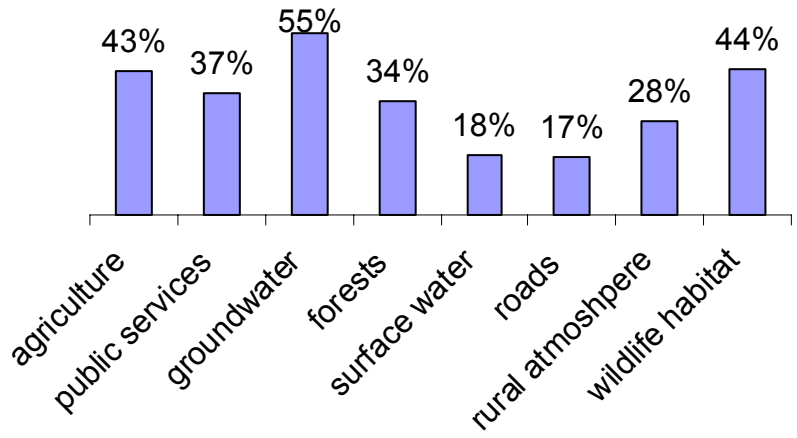
Landowners with less than one acre preferred smaller lots sizes more often (14%, 1/4 acre; 28%, 1/2 acre; 19%, 3/4 acre) and larger lot sizes less often (7%, 3 - 5 acres; 1%, 6 - 10 acres). Those with 1 - 10 acres preferred 1– 2 acres (41%) and 3 - 5 acres (26%) more often and 1/2 acre (9%) less often. Those will 11 - 40 acres preferred 3 - 5 acres (27%) and 11+ acres (10%) more often and 1/2 acre (9%) less often. Those with 41 - 80 acres preferred 11+ acres (12%) more often and 1/2 acre (8%) and 3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500 acres preferred 3 - 5 acres (44%) more often and less than 1% preferred 3 - 5 acres.

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

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

Q21	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
1□4 acre	2%	3%	0%	2%	2%	15%	3%	8%	**4□**
1□2 acre	7%	8%	10%	4%	6%	25%	11%	25%	**10□**
3□4 acre	7%	6%	6%	4%	5%	11%	14%	8%	**7□**
1 - 2 acres	24%	21%	31%	20%	32%	25%	20%	33%	**25□**
3 - 5 acres	26%	25%	25%	39%	26%	9%	26%	8%	**24□**
6 - 10 acres	13%	16%	13%	8%	14%	4%	11%	8%	**12□**
11 or more acres	14%	14%	7%	18%	10%	1%	6%	0%	**10□**
Not Sure	7%	7%	8%	4%	5%	9%	9%	8%	**7□**

" What are the most important impacts to consider when determining whether or not a residential development should occur?"



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. **Countywide,** the factor most often identified was groundwater quality and quantity (54%). Wildlife habitat was identified by 44% of the respondents, followed by agriculture (43%), cost and quality of public services (37%), forested areas (34%), rural/small town atmosphere (28%), surface water quality (18%), and roads (17%).

By acres owned, agriculture or groundwater always ranked in the top two. Roads, surface water, and rural/small town atmosphere always ranked in the bottom three. Landowners with over 80 acres of land identified agriculture most frequently (57%, 81 - 200 acres; 55%, 201 - 500 acres; 58%, over 500 acres), while groundwater was the number two factor (54%, 53%, and 57% respectively). The importance of wildlife habitat generally declined with acres owned, ranking second for respondents with 1 to 10 acres (48%) and last for those with over 500 acres (12%).

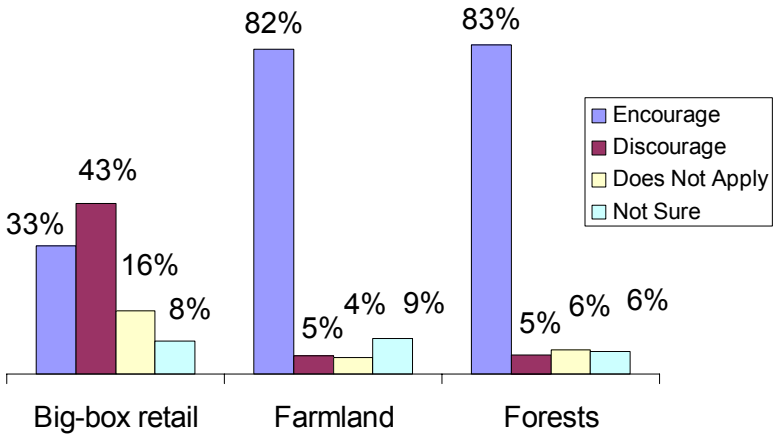
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public services generally increased with age (groundwater: 42%, age 18 to 24; 65% age 75 to 84) (public services: 24%, age 18 to 24; 52%, over age 85). Forests, generally declined in importance with age, with respondents age 25 to 34 ranking it second (51%) and those over age 85 ranking it last (23%).

By type of residence, either agriculture or groundwater was identified as the most important factor. Rural hobby farms (51%) and rural farms (66%) ranked agriculture as most important, while all others ranked groundwater as most important (56%, urban/suburban; 61%, shoreland; 53%, rural non-farm; 54%, non-county resident). Public services was identified most often by urban/suburban (44%) and shoreland (41%) owners, both of whom ranked it as the second most important. Roads and surface water were always ranked in the bottom two.

By tenure, either groundwater or wildlife habitat were identified as the most important, with respondents under 5 years of tenure ranking wildlife most important (51% - 57%) and those with 5 years and over ranking groundwater most important (53% - 57%). Roads, surface water, and rural atmosphere always ranked in the bottom three.

Q24	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Agriculture	48%	38%	44%	43%	39%	45%	43%	31%	**42**
Cost quality of public services	29%	36%	29%	29%	35%	48%	29%	38%	**34**
Quality quantity groundwater	53%	60%	71%	61%	60%	63%	51%	54%	**60**
Forested areas	44%	36%	28%	41%	35%	32%	31%	46%	**36**
Surface water	19%	21%	23%	27%	23%	15%	20%	8%	**20**
Roads	16%	17%	16%	6%	19%	19%	17%	0%	**16**
Rural small town atmosphere	25%	31%	32%	27%	24%	32%	23%	31%	**29**
Wildlife habitat	48%	42%	41%	61%	56%	29%	60%	46%	**46**

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



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

Big Box Retail - Most respondents (43%) stated discourage big-box retail, while 33% indicated encourage, 16% does not apply, and 8% not sure. Respondents who were more likely to state encourage include those age 18 to 34 (40% - 47%), those owning less than one acre (42%), urban/suburban residents (46%), and those with less than one year of tenure (42%). Most respondents in these cohorts responded encourage more often than discourage. All other cohorts indicated discourage more often than encourage. Shoreland residents were more likely to state discourage (50%).

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

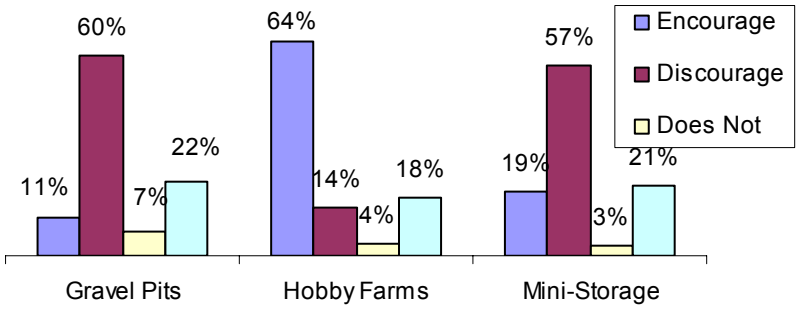
Forests - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to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

Q25 BIG BOX RE-TAIL	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	11%	20%	27%	10%	16%	27%	14%	8%	**19**
Discourage	46%	50%	52%	61%	47%	34%	43%	62%	**48**
Does not apply	39%	28%	17%	24%	33%	34%	37%	31%	**30**
Not Sure	3%	3%	3%	4%	4%	5%	6%	0%	**4**

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

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

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



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

Gravel Pits - A majority (60%) stated discourage gravel pits, while 11% stated encourage, 7% does not apply, and 22% not sure. The level of encouragement was directly related to acres owned (7%, less than one acre; 55%, over 500 acres), with the owners of over 500 acres stating encourage more often than discourage. Rural farms also stated encourage more often (21%), but a slight majority (51%) still stated discourage.

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

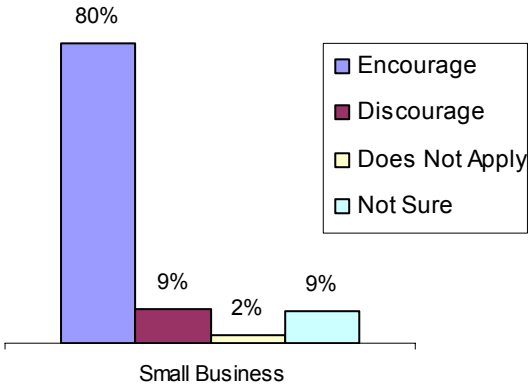
Mini-Storage - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated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

Q25 GRAVEL PITS	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	9%	12%	11%	22%	12%	14%	10%	8%	**12**
Discourage	59%	64%	59%	45%	54%	51%	68%	75%	**58**
Does not apply	8%	3%	1%	2%	5%	12%	0%	0%	**5**
Not Sure	23%	21%	29%	31%	29%	23%	23%	17%	**25**

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

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

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

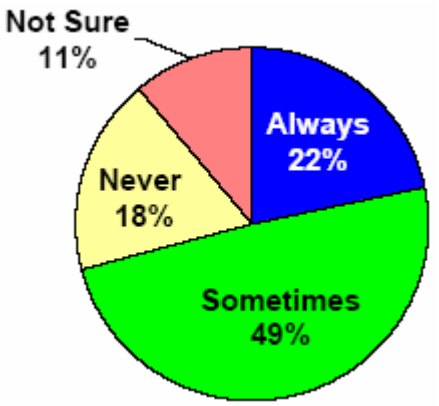


In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Small Business - Most respondents (80%) stated encourage small business, while 9% stated discourage, 2% does not apply, and 9% not sure. Respondents owning less than one acre (89%) and over 500 acres (85%) stated encourage more often, while those owning 11 to 200 acres stated encourage less often (71% - 72%). Urban/suburban respondents indicated encourage more often (90%), while rural hobby farms (74%), rural farms (69%), rural non-farms (75%), and non-county residents (73%) stated encourage less often.

Q25 SMALL BUSINESS	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Encourage	76%	85%	73%	71%	65%	89%	71%	83%	**78**
Discourage	12%	8%	12%	19%	14%	3%	12%	8%	**10**
Does not apply	2%	2%	2%	4%	9%	3%	3%	0%	**3**
Not Sure	9%	6%	13%	6%	13%	5%	15%	8%	**9**

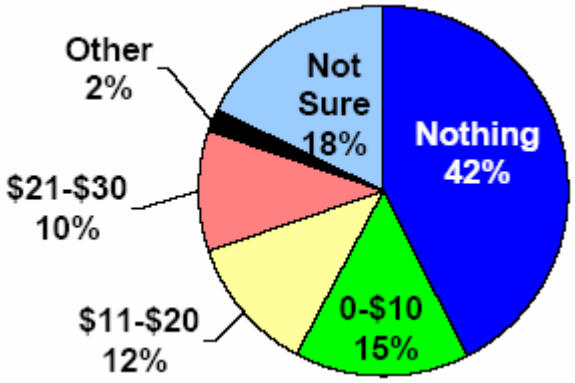
" Should landowners in your area be compensated not to develop their land?"



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

Q26	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Always	31%	29%	24%	16%	19%	15%	26%	23%	**24**
Sometimes	43%	45%	49%	41%	52%	42%	37%	62%	**46**
Never	12%	17%	18%	18%	18%	26%	17%	15%	**18**
Not Sure	13%	10%	9%	24%	11%	16%	20%	0%	**13**

" How much would you be willing to pay annually in increased property taxes to fund a system that pays landowners for not developing their land ?"



Countywide, most (42%) stated nothing, followed $0 - $10 (15%), $11 - $20 (12%), $21 - $30 (10%), other (2%), and not sure (18%). When an analysis is completed using the all landowners (e.g., $5 for the $0 - $10 category), the average a county landowner is willing to pay annually is $7.33. When only those who are willing to pay is considered, the average is $15.14.

Q27	HEL.	IOLA	SCANDI	WYOM.	HARR.	IOLA (V)	SCANDI (V)	B.F. (V)	TOTAL
Nothing	40%	42%	31%	47%	36%	55%	46%	54%	**42**
0 - 10	15%	17%	16%	10%	18%	9%	6%	8%	**15**
11 - 20	12%	11%	19%	12%	15%	8%	11%	15%	**13**
21 - 30	14%	14%	15%	12%	10%	8%	6%	8%	**12**
Other	1%	3%	1%	2%	2%	3%	3%	0%	**2**
Not Sure	18%	13%	18%	16%	19%	16%	29%	15%	**17**

Survey Results Summary

9 Elements

√ Natural resources are important with an emphasis on groundwater and wildlife habitat.

√ 75% agree protecting forests from fragmentation is important.

√ Farmland protection is important, while converting farmland is not supported by a majority.

√ Dairy/livestock expansion widely supported...acres with most productive farmland preferred.

√ Affordable housing supported by a slim majority...more support by young and old age groups and owners of fewer acres.

√ Regional cooperation for economic development and service provision widely supported.

√ Divided opinions on increasing taxes and reducing services, but…
…3/4 (77%) support managing development to control community costs.
...2/3 (67%) support limiting new development to existing road capacity.

Land Use

√ Most agree (78%) land use strategies are necessary to protect community interests.

√ 72% agree they should be allowed to use their property as they see fit, but fewer (56%) agree neighbors should too.

√ Most support (61%) design standards for new development.

√ Most agree (45%) residential development should not occur in rural areas; urban/suburban disagree the most (40%), while farms agree the most (53%-58%), but many disagree (25%-35%).

√ Preference is to use same amount of land and build same number of homes; rural owners (40+% prefer a decrease).

√ 1-2 acres preferred lot size for almost all demographic groups.

√ Most (71%) agree owners should “sometimes” or “always be compensated not to develop their land…
...37% willing to pay taxes to fund a compensation system ($15.14 annually); 42% not willing

Appendix C

What If Maps

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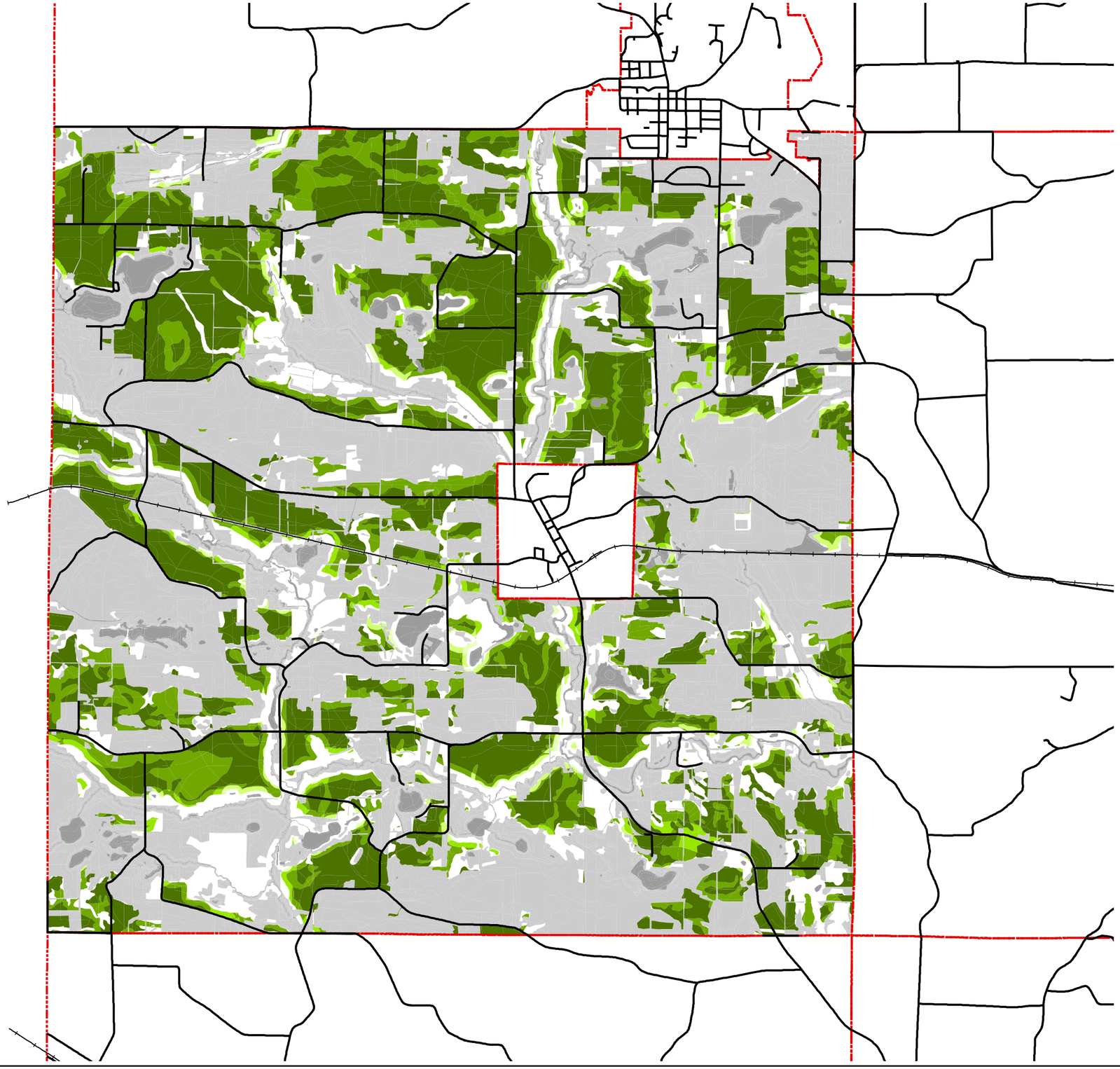
WHAT IF
SUITABILITY MAP

Future Land Use:
Agricultural Enterprise
Town of Scandinavia,
Waupaca County



Land Use Suitability

- Not Developable
- Not Convertable
- Not Suitable
- Least Suitable
- Most Suitable
- Roads
- Municipal Boundaries

Foth & Van Dyke

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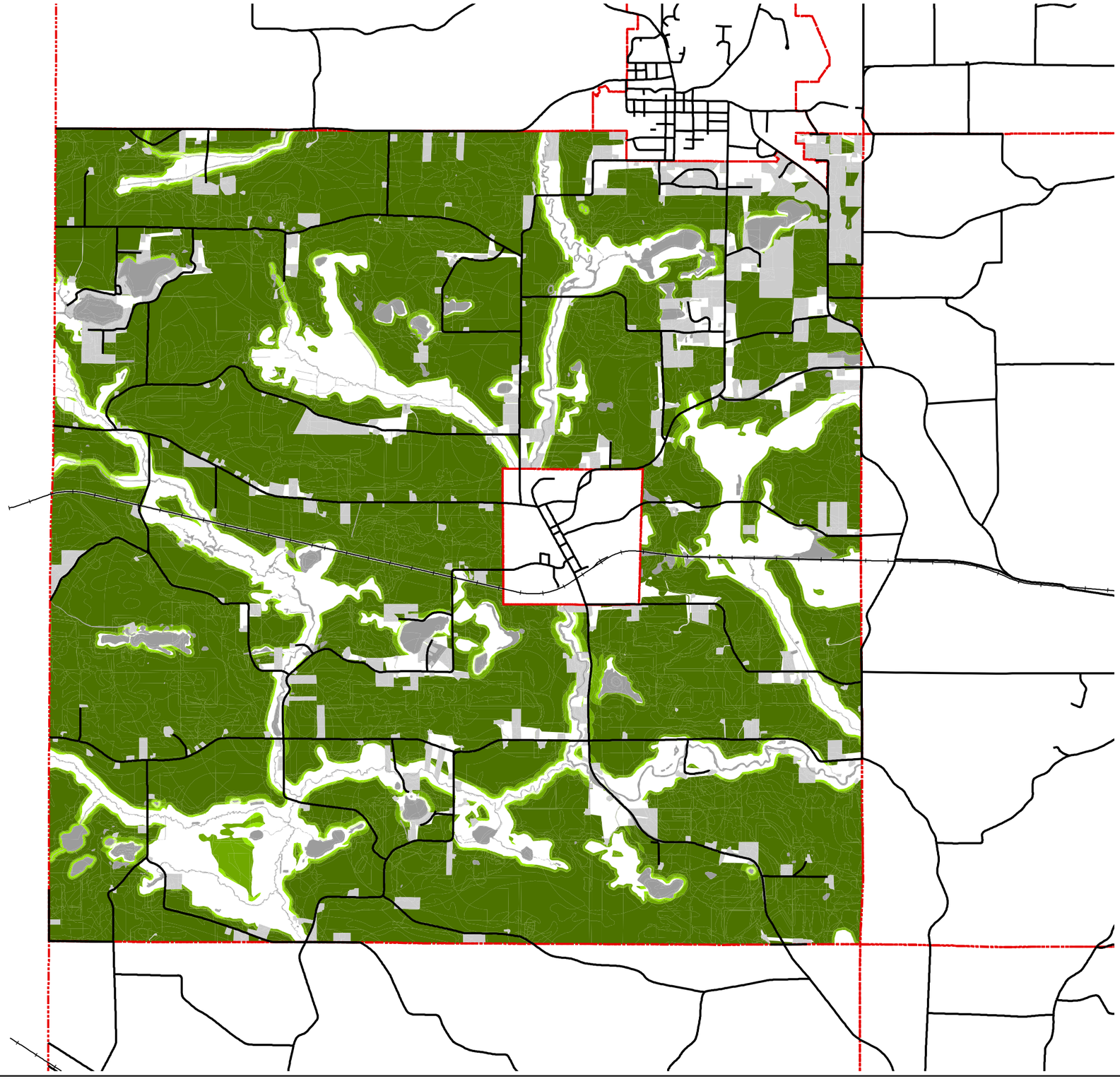
WHAT IF
SUITABILITY MAP

Future Land Use:
Forestry Enterprise
Town of Scandinavia,
Waupaca County



Land Use Suitability

- Not Developable
- Not Convertable
- Not Suitable
- Least Suitable
- Most Suitable
- Roads
- Municipal Boundaries

Foth & Van Dyke

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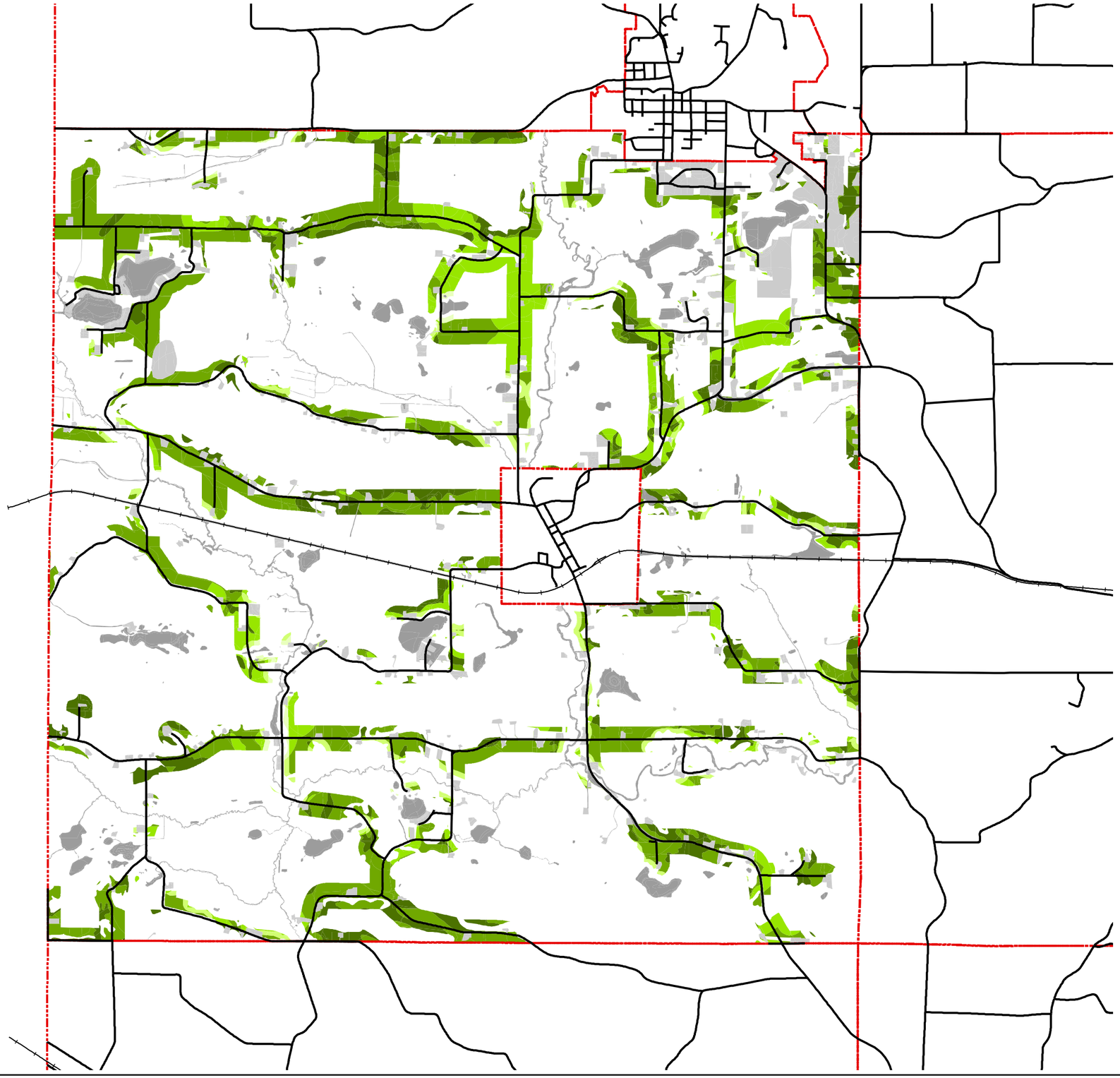
WHAT IF
SUITABILITY MAP

Future Land Use:
General Residential
Town of Scandinavia,
Waupaca County



Land Use Suitability

- Not Developable
- Not Convertable
- Not Suitable
- Least Suitable
- Most Suitable
- Roads
- Municipal Boundaries

Foth & Van Dyke

M:/03w009/whatif/mxd/nw/UAZ_ScandiT_genres_11x17.mxd July 19, 2005 Drawn by: PEP1 Checked by: NPS