

Plan Recommendations Report



Town of Saint Lawrence— Year 2030 Comprehensive Plan

Town of Saint Lawrence Waupaca County, Wisconsin

November 2007



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Ordinance No. 24

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

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

SECTION 4. The Town of Saint Lawrence 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 July 30, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

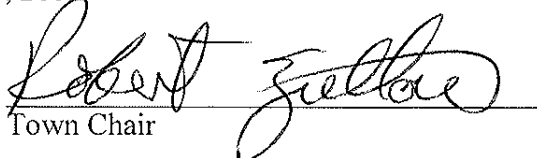
SECTION 5. The Town Board of the Town of Saint Lawrence does, by the enactment of this ordinance, formally adopt the two documents composing the "*Town of Saint Lawrence Year 2030 Comprehensive Plan*" (including the "Plan Recommendations Report" and the "Inventory and Trends Report") pursuant to Section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

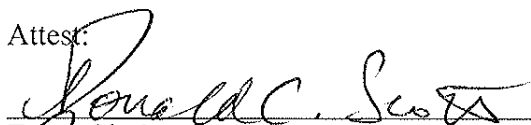
SECTION 6. This ordinance shall take effect upon passage by a majority vote of the members-elect of the Town Board and publication/posting as required by law.

ADOPTED this 19 day of NOVEMBER, 2007.

Voting Aye: 3 Voting Nay: 0

Published/Posted on: 11-20-, 2007


Town Chair

Attest:

Town Clerk

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

ADOPTED this 2nd day of August, 2007.

Motion for adoption moved by:

MARK POHL

Motion for adoption seconded by:

KEN CHRISTIANSEN

Voting Aye: 4 Voting Nay: 0

Stanley O. Boutrac
Plan Commission Chair

ATTEST:

Megan Baumgart
Plan Commission Secretary

Town of Saint Lawrence

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

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

The *Town of Saint Lawrence Year 2030 Comprehensive Plan* will guide community decision making in the Town of Saint Lawrence 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 Saint Lawrence. 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 Saint Lawrence 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 Saint Lawrence 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 Saint Lawrence 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 Saint Lawrence is an unincorporated town in Central Waupaca County. It is situated between the Village of Iola and City of Manawa. The Village of Ogdensburg is centrally located in the community and historically provided the community's urban center. Today, Ogdensburg remains a central location for emergency services and socializing, but much of its commercial base has vanished. Outside of the village, the township is primarily undeveloped. The town lies on the edge of "farming country" and "forest country." Productive soils are intermixed throughout the forested areas and are found in conjunction with most of the community's cropped areas. Farming, forestry, and non-metallic mining provide the majority of the community's economic base. In fact, beyond mining, little land is used for industrial purposes and there are no commercial land uses. Due to its remote nature and the fact that no state highways run through the community, this is expected to remain the case.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues identified include balancing the community good with private property rights, high property taxes for limited services, and old trailers/junk throughout the community. Opportunities identified include the natural habitat and overall clean environment as well as rural atmosphere. Town residents responded to two planning process surveys that were sent to all landowners, and the strongest areas of consensus include:

- ♦ Protecting natural resources, including water quality, forest lands, and wildlife habitat.
- ♦ Protecting farmland from development.
- ♦ Protecting rural character.
- ♦ Protecting private property rights.

The town feels that its plan successfully balances these desires and simultaneously protects the public good and private property rights...

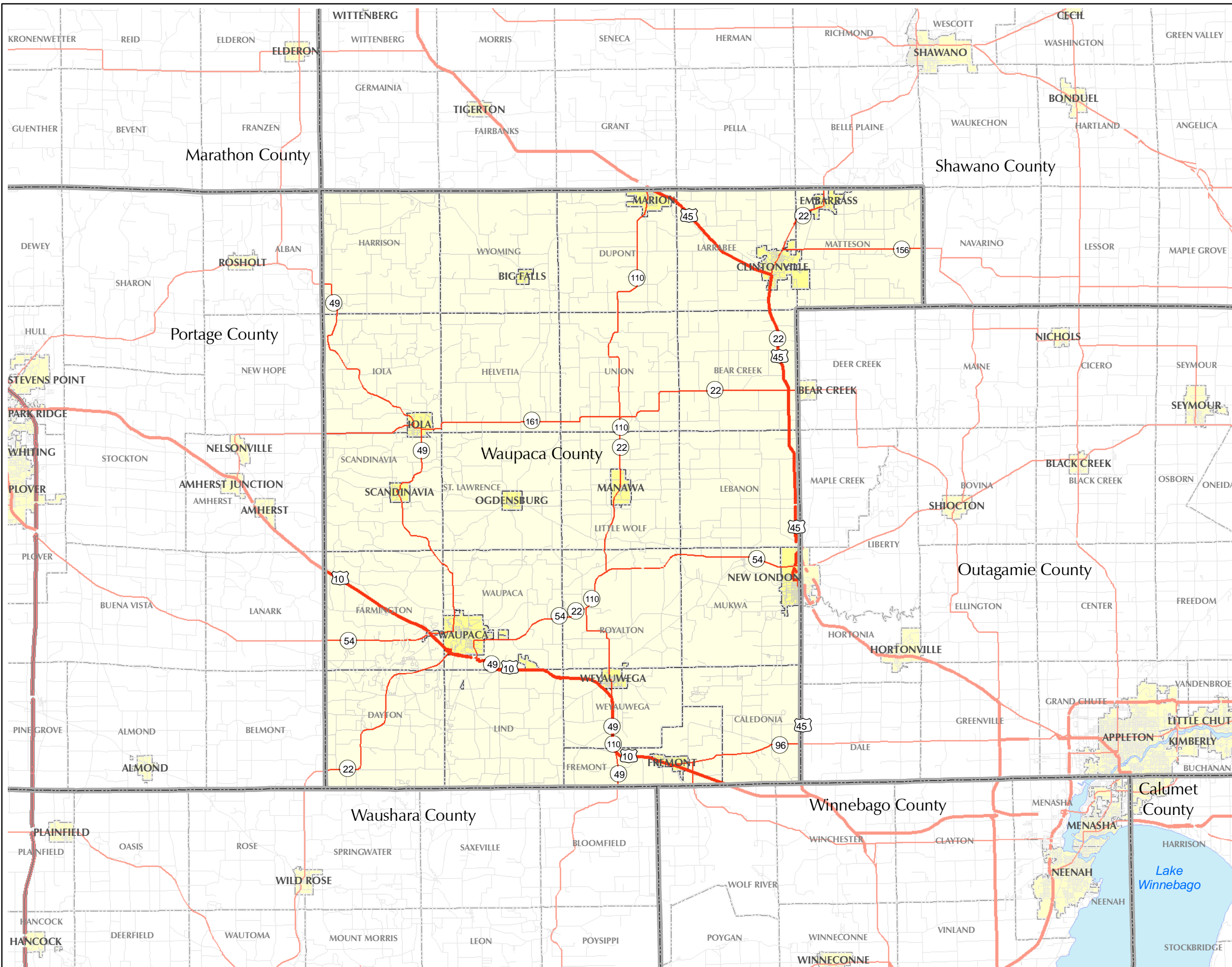
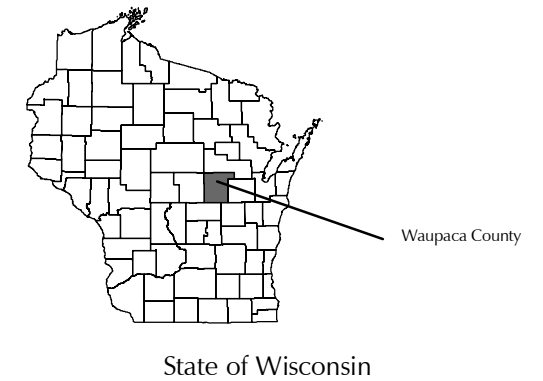
The town feels that its plan successfully balances these desires and simultaneously protects the public good and private property rights by creating a new system in which development takes place. This new system will incorporate many innovative techniques involving densities, lot sizes, and subdivision design. Paramount in the plan is the placement of residential development with regard to the communities farming resources, natural environment, and transportation corridors.

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MAP 1 - 1

REGIONAL SETTING

Waupaca County, Wisconsin



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

Source: Wisconsin DNR and Wisconsin DOT.

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1.3 Town of Saint Lawrence 2030 Vision

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

Housing Goals

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

Transportation Goals

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

Utilities and Community Facilities Goals

- Goal: Maintain and improve the quality and efficiency of town government, facilities, 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: Manage future development and the protection of natural resources.

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

Economic Development Goals

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

Intergovernmental Cooperation Goals

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

Land Use Goals

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

Implementation Goals

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

1.4 Comprehensive Plan Development Process and Public Participation

The Wisconsin Comprehensive Planning legislation specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. This includes open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. Public participation includes wide distribution of proposed drafts, plan alternatives, and proposed amendments of the comprehensive plan. Public participation includes opportunities for members of the public to send written comments on the plan to the applicable governing body, and a process for the governing body to respond. The Town of Saint Lawrence 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 Saint Lawrence 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 16, 2007, a public informational meeting was held on the draft *Town of Saint Lawrence Year 2030 Comprehensive Plan* at the town hall. Over 30 people attended and a rich discussion ensued. Three people provided written comments via the questionnaire and comment form. Most of the public comment involved questions and answers, as many people attending the meeting had never been involved in the planning process. Comments were mixed. Some people commented on the need to preserve the community, while others felt they should be afforded the right to do anything they wanted with their property. Several rather vocal individuals were encouraged to visit the displays to learn more about what they could do with their property. These individuals were pleased with the options provided them based on the preferred future land use map and related policies.

Plan Commission and Town Board Action

On August 2, 2007, the Town of Saint Lawrence Plan Commission discussed the draft comprehensive plan and passed resolution number 2007-1 recommending approval of the plan to

the Town Board. After completion of the public hearing, the Town of Saint Lawrence Town Board discussed and adopted the comprehensive plan by passing ordinance number 24 on November 19, 2007.

Public Hearing

On September 11, 2007, a public hearing was held on the recommended *Town of Saint Lawrence Year 2030 Comprehensive Plan* at the town hall. The hearing was preceded by Class 1 notice and public comments were accepted for 30 days prior to the hearing.

Distribution of Plan Documents

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

1.5 Town of Saint Lawrence 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 Saint Lawrence 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

- ♦ Need to balance community good and private property rights. (4 votes).
- ♦ High taxes for what you get (3 votes).
- ♦ Old trailers and junk cars sitting around (3 votes).
- ♦ Lack of convenience store (2 votes).
- ♦ Different sense of worth of the land by newcomers due to lack of understanding of history (2 votes).
- ♦ Pollution of groundwater from people putting things in the ground and they don't know any better (2 votes).
- ♦ Land value will increase to a point because of the new highway and you'll have a great incentive to sell (2 votes).

- ♦ Speed on rural roads too much (1 vote).
- ♦ Private property rights; you used to know what you could and couldn't do as neighbors, now with new people they have different ideas (1 vote).
- ♦ Afraid community will become a bedroom community (1 vote).
- ♦ Cell towers; no clean horizon anymore (1 vote).
- ♦ Lack of coordination with communities around (1 vote).
- ♦ Agriculture just economically isn't there (1 vote).
- ♦ Keep rural areas clean and neat (for example, clean roads) (1 vote).
- ♦ Loss of community.
- ♦ Lack of local job opportunities (within 10 miles).
- ♦ Land use – what people can do on their land; don't need ATV tracks.
- ♦ Lack of public trails (but don't put along roads).
- ♦ Lack of hunting opportunities because all land is chunked up; land is too chunked up and now we have too many raccoons.
- ♦ Issues of stink from farms; new and old neighbors that don't farm complain.
- ♦ Saint Lawrence has very little good farmland.
- ♦ Lack of respect for land, we're stewards temporarily – not owners.
- ♦ Lack of rural values.
- ♦ Lack of respect for current ordinances (ATV noise, dogs barking).
- ♦ Too much regulation (state, federal, and local).

Opportunities

- ♦ Quiet rural community/rural atmosphere (6 votes).
- ♦ Natural habitat (4 votes).
- ♦ Current consensus on saving the rural atmosphere (2 votes).
- ♦ Keep population at current level, but this will be hard to economic pressures to develop (2 votes).
- ♦ Wetland protection (2 votes).
- ♦ More public access to “great places” (2 votes).
- ♦ Wildlife (1 vote).
- ♦ Don't widen roads (1 vote).
- ♦ Great emergency services (1 vote).
- ♦ South Branch of Little Wolf River.
- ♦ Woods.
- ♦ More access to Little Wolf (Little Wolf Trail, beach access); difficult part is that people don't respect the accesses.
- ♦ Zoning ordinance – create a five acre minimum.
- ♦ Lack of major highway arterials (don't want any).

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?

- ♦ Clean up garbage in yards/roadways.

- ♦ Reverse the loss of rural values.
- ♦ Get rid of junk cars and empty trailer houses.
- ♦ Speed limit on all town roads of 45mph or less.
- ♦ Allowance for keeping trashy yards.
- ♦ People not keeping the community neat and clean.
- ♦ Side road littering.

What do you want to preserve in your community?

- ♦ The farmlands.
- ♦ Rural character.
- ♦ Wetlands.
- ♦ Clean rivers and streams.
- ♦ Narrow wooded roads.
- ♦ Quiet.
- ♦ Our rural quiet area.
- ♦ Natural beauty and quiet.
- ♦ Rural atmosphere.

What do you want to create in your community?

- ♦ Convenience store.
- ♦ Speed limit on all town roads of 45mph or less.
- ♦ Sense of appreciation for land.
- ♦ Create combined working relationship between village and township.
- ♦ Nature trail.
- ♦ Enforcement of existing ordinances.
- ♦ Larger community Saint Lawrence and Ogdensburg.
- ♦ Convenience store.
- ♦ Long term sense of rural community.

1.6 Issues and Opportunities 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

- 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 should continue to be encouraged for all aspects of town governance (Source: Basic Policies).

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

The Town of Saint Lawrence plans for a moderate rate of population and housing growth that is consistent with historic trends and characteristic of a rural community lacking significant health care, transportation, and other services. Due to its remote location, the town expects single family, owner-occupied homes will continue to dominate the housing stock. Due to its rural nature and lack of services relative to more urban areas, the town will mainly rely upon other communities to provide housing stock for the aging population and to achieve some of its goals and objectives.

The town plans to focus on supporting and rehabilitating the current housing stock and managing the development of new homes so that rural character and community attractiveness are maintained. Housing developments should help add to, rather than detract from, community atmosphere and promote connections to, and networking among neighbors. The town has planned an adequate amount of land for projected housing demand and desires to focus much of the expected growth along major highways.

2.2 Population Characteristics Summary

2000 Census

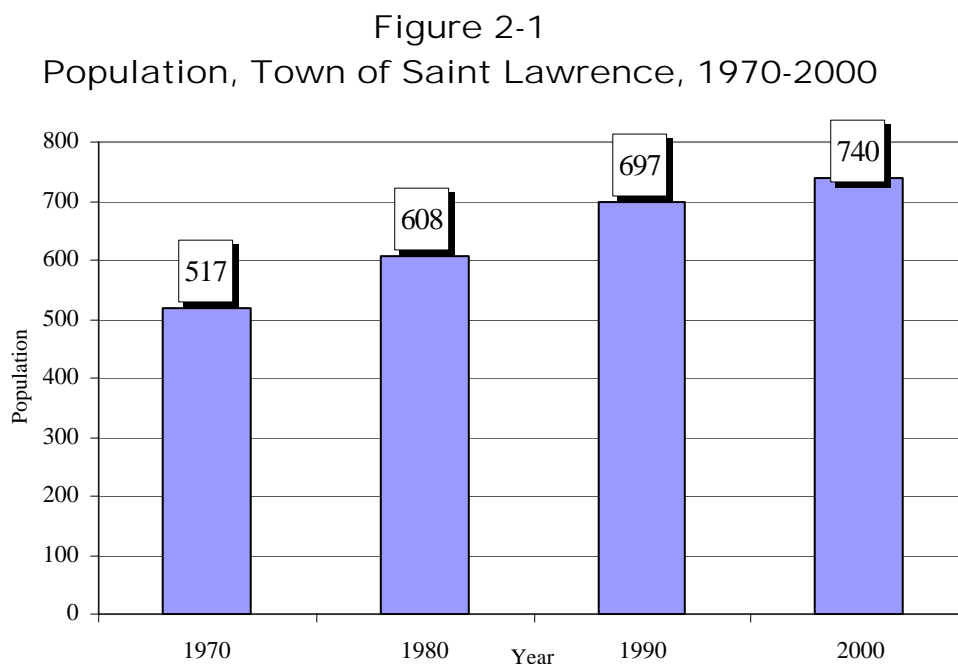
A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There are two methodologies for data collection employed by the Census, STF-1 (short form) and STF-3 (long form). STF-1 data were collected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



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

As displayed by Figure 2-1, the Town of Saint Lawrence has experienced a steadily growing population over the 30-year period. The population grew by 223 people representing an increase of 43.1% from 1970 to 2000.

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

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

	1970	1980	1990	2000	# Change 1970-80	% Change 1970-80	# Change 1980-90	% Change 1980-90	# Change 1990-00	% Change 1990-00
T. Bear Creek	861	820	787	838	-41	-4.8%	-33	-4.0%	51	6.5%
T. Caledonia	882	1,040	1,177	1,466	158	17.9%	137	13.2%	289	24.6%
T. Dayton	979	1,514	1,992	2,734	535	54.6%	478	31.6%	742	37.2%
T. Dupont	645	615	634	741	-30	-4.7%	19	3.1%	107	16.9%
T. Farmington	2,242	2,959	3,602	4,148	717	32.0%	643	21.7%	546	15.2%
T. Fremont	514	618	561	632	104	20.2%	-57	-9.2%	71	12.7%
T. Harrison	379	450	432	509	71	18.7%	-18	-4.0%	77	17.8%
T. Helvetia	401	568	587	649	167	41.6%	19	3.3%	62	10.6%
T. Iola	549	702	637	818	153	27.9%	-65	-9.3%	181	28.4%
T. Larrabee	1,295	1,254	1,316	1,301	-41	-3.2%	62	4.9%	-15	-1.1%
T. Lebanon	906	1,168	1,290	1,648	262	28.9%	122	10.4%	358	27.8%
T. Lind	787	1,038	1,159	1,381	251	31.9%	121	11.7%	222	19.2%
T. Little Wolf	1,089	1,138	1,326	1,430	49	4.5%	188	16.5%	104	7.8%
T. Matteson	737	844	889	956	107	14.5%	45	5.3%	67	7.5%
T. Mukwa	1,208	1,946	2,304	2,773	738	61.1%	358	18.4%	469	20.4%
T. Royaltown	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.

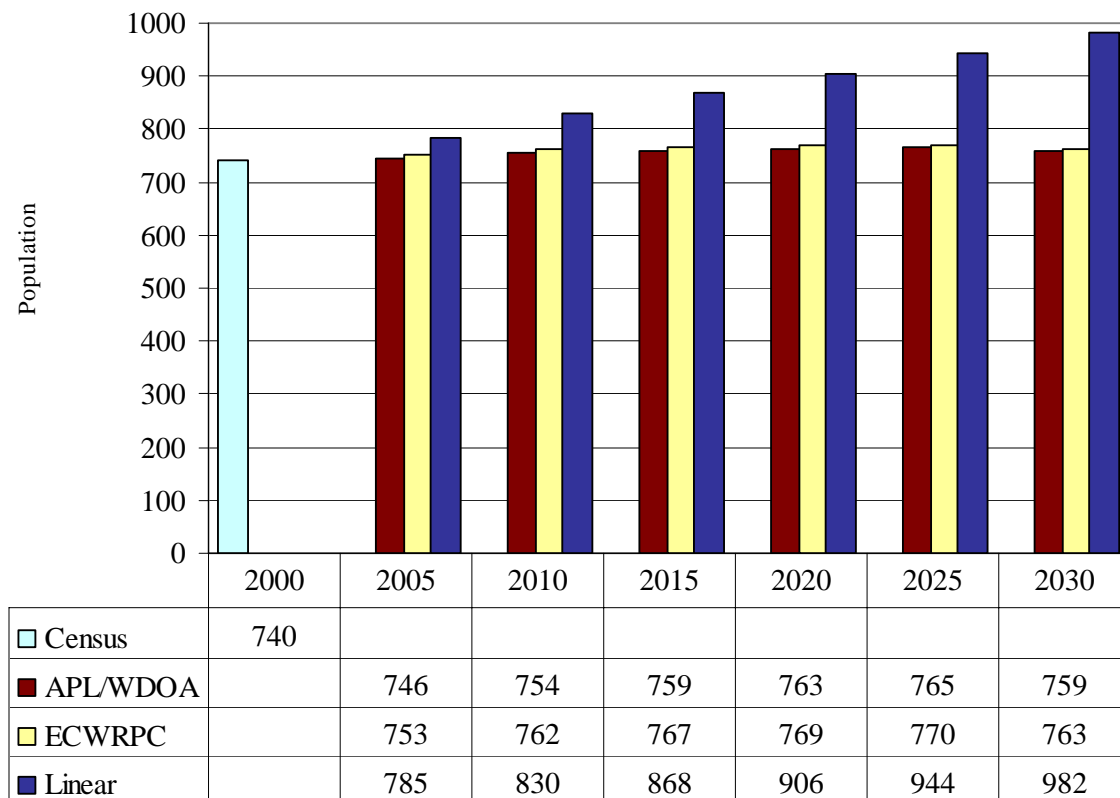
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

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 Saint Lawrence.

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 Saint Lawrence.

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



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

Projections for population range from an increase of 19 people to an increase of 242 people. Given the town's abundant natural resources and a belief that more people will continue to want to move to the country and enjoy these resources, the town has chosen the linear trend as the most probable population projection. The linear projection equates to an average of about eight additional residents per year.

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 Saint Lawrence in 1990 and 2000.

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

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	315	100.0%	345	100.0%	30	9.5%
Occupied housing units	248	78.7%	284	82.3%	36	14.5%
Owner-occupied	221	70.2%	267	77.4%	46	20.8%
Renter-occupied	27	8.6%	17	4.9%	-10	-37.0%
Vacant housing units	67	21.3%	61	17.7%	-6	-9.0%
Seasonal units	60	19.0%	51	14.8%	-9	-15.0%

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

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

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

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

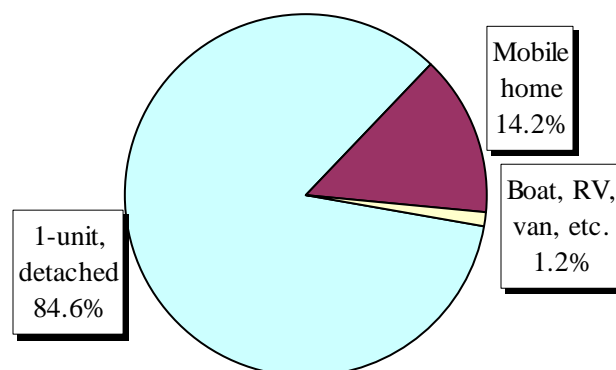
The housing supply in the Town of Saint Lawrence consists largely of owner-occupied, year round homes. In 2000, there were a total of 315 housing units in the town. The town has a substantially lower percentage of renter-occupied units and a substantially higher percentage of vacant units than Waupaca County as a whole. The high percentage of seasonal residences reflects the prevalence of seasonal cottages, hunting cabins, and the like. The low proportion of vacant units suggests that the housing supply in the Town of Saint Lawrence is more difficult to access with regard to existing home sales.

Between 1990 and 2000, the town experienced a slightly slower rate of growth in total housing units as compared to the county as a whole. This growth was composed mainly of owner-occupied year round homes. The town experienced notably different trends from the county as a whole in other areas, including a sharp decrease in renter-occupied units and a less steep decline in vacant and seasonal housing units. While it is likely that the trend to convert seasonal homes and cottages to year round residences is impacting the town, seasonal units continue to be a significant portion of the housing stock.

Housing Units in Structure

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

Figure 2-3
Units in Structure, Town of Saint Lawrence, 2000



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

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

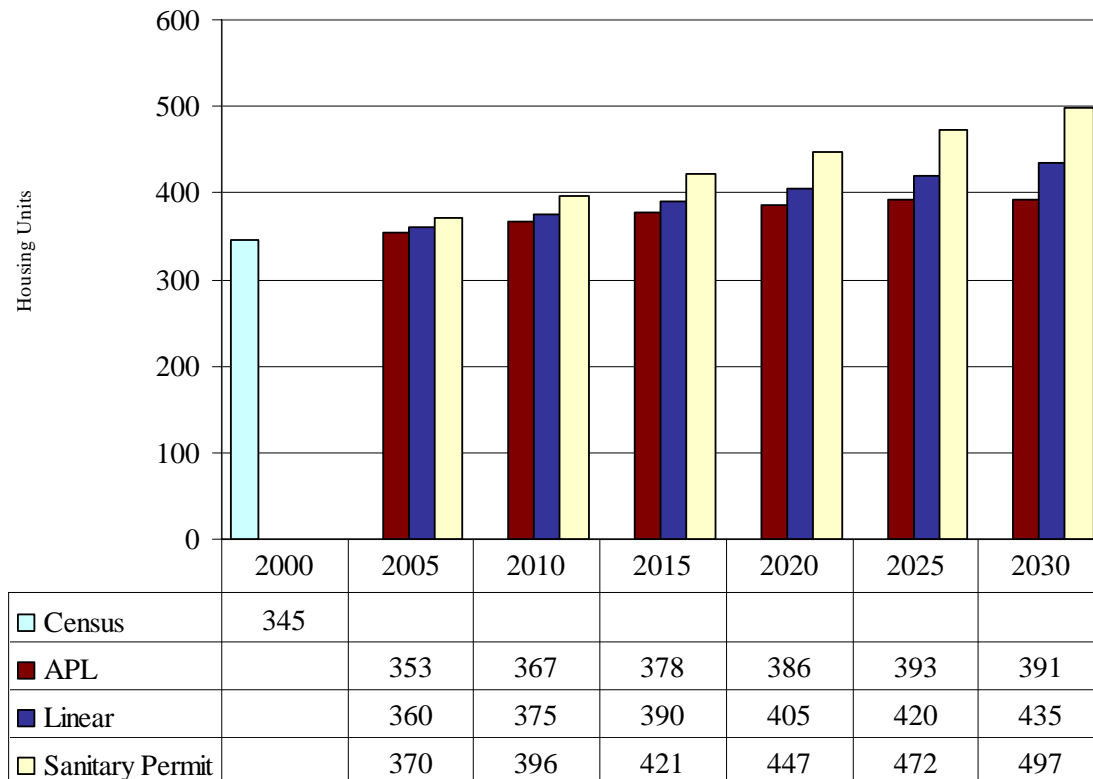
of boats and recreational vehicles (campers) as a component of the housing stock is common in areas where outdoor recreation and seasonal housing units are prevalent.

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 Saint Lawrence. 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 data provided by the Waupaca County Zoning Department.

Figure 2-4
Comparative Housing Forecast, 2000-2030



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

Housing projections range from a low of 46 additional homes to a high of 152. Given the slowing decennial census housing growth trends over the last 30 years and a perceived unsustainable growth rate portrayed in the sanitary permit projection, the town chose the linear projection of 90 additional homes as the most probably scenario. Combined with the population projection, the linear housing projection results in a ratio of 2.25 persons per household by 2030 as compared to 2.15 today. This is contrary to the trends typically seen throughout the region, which indicate decreasing numbers of persons per household.

2.4 Population and Housing Trends and Outlook

Of the population and housing trends identified for Waupaca County and the State of Wisconsin (refer to Section 2.4 of the *Inventory and Trends Report*), the following are likely to be experienced in the Town of Saint Lawrence 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.
- ♦ Expect continued interest in seasonal structures, especially hunting cabins.
- ♦ Expect the continued conversion of seasonal to permanent structures, especially on the Chain O' Lakes.
- ♦ People will continue to desire an "acre or two in the country," and pressure to convert farmland and woodland to subdivisions and lots will increase, especially in rapidly growing areas.
- ♦ The need for elderly housing will increase as the population ages.
- ♦ An excess of vacant housing units may result from the aging population choosing other options like assisted living, condominiums, and the like.

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 Saint Lawrence appears to be affordable on the average. The median household income in the town in 1999 was \$44,286 per year, or \$3,691 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$815, and the median monthly gross rent in the town was \$475. 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 Saint Lawrence spends about 22% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Saint Lawrence spends about 13% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 9.3% of homeowners and no renters in the Town of Saint Lawrence paid 30% or more of their household income on housing costs.

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

- ♦ Goal H1 and related objectives
- ♦ Objective H2b
- ♦ Policy H2

2.6 Housing for All Age Groups and Persons with Special Needs

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

The Wisconsin Department of Administration has projected that a significant shift in Waupaca County's age structure will take place by 2030. More than 13,000 Waupaca County residents are expected to be age 65 and older by that time, growing from 13% of the 2005 estimated population to 23% of the projected 2030 population. As this shift in the age structure takes place, communities may find it necessary to further assess the availability of housing for all age groups and persons with special needs. There are no assisted living or life care facilities in the town.

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

- ♦ Goal H1 and related objective 1c
- ♦ Policies H1 and H4

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 Saint Lawrence's plan for preferred land use includes land for higher density housing. Most of the higher density housing is located along the community's main transportation corridors and is included in the Agriculture and Woodland Transition classification.

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

- ♦ Goal H1 and related objectives 1a and 1b
- ♦ Policies H1 and H2

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 Saint Lawrence has addressed the issue of housing stock maintenance and rehabilitation. Refer to the following goals and objectives for the town's approach to this issue.

- ♦ Goal H3 and related objectives

2.9 Population and Housing Goals and Objectives

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

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

Objectives

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

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

Objectives

- 2.a. Direct residential subdivision development to preferred areas in order to prevent conflicts between residential development and productive land uses like agriculture and forestry.
- 2.b. Promote the development of low to moderate-income housing that is consistent in quality, character, and location with the town's comprehensive plan.
- 2.c. Increase the use of creative development designs that preserve rural character, agricultural lands, productive forests, and natural resources.

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

Objectives

- 3.a. Encourage efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties.
- 3.b. Increase citizen education about unsafe or unsanitary housing conditions including lead paint, radon, improperly installed heating systems, faulty wiring, private well contamination, failing septic systems, and broken or missing smoke detectors.
- 3.c. Encourage the preservation, maintenance, and rehabilitation of historically significant homes.

2.10 Population and Housing Policies and Recommendations

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

strategies. Refer to Section 9.5 for an explanation of the strategies cited as sources for many of the policies and recommendations.

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

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

Policies: Town Directive

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

- H3 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 shall meet the applicable review criteria established by other planning element policies (Source: Basic Policies).
- H4 Mobile homes permitted in the town shall meet the county zoning ordinance criteria. A deposit of \$500 refundable only upon compliance within six months will be required for mobile home owners.

Recommendations

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

2.11 Population and Housing Programs

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

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3

Transportation



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3. Transportation

3.1 Transportation Plan

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

While the Town of Saint Lawrence does not anticipate a great deal of change to its existing transportation system over the next 20 years, it plans to maintain the existing system and to be prepared for potential development proposals. The town expects moderate development pressure over the planning period and would like to focus that development along the community's major thoroughfares in order to avoid increased construction and maintenance costs on more remote roads. The town's primary responsibilities with respect to transportation are to manage the cost of town roads and to promote safe emergency vehicle access to developed properties. Key components of the town's transportation plan include adopting and maintaining a set of up to date road construction specifications, developing a five-year road improvement plan, creating an effective driveway ordinance, and requiring developers to bear the costs of needed roadway improvements.

3.2 Planned Transportation Improvements

The Town of Saint Lawrence currently uses the WISLR system to determine maintenance requirements, but aside from this system the town does not have an official plan for road or other transportation facility improvements. It is a recommendation of this plan that a five-year road improvement plan be developed in the near future.

3.3 Comparison with County, State, and Regional Transportation Plans

State, regional, and county transportation plans have been reviewed for their applicability to the Town of Saint Lawrence, and no state or regional plans include improvements that impact the town. As identified in the Waupaca County Five-Year Financial Management Plan, the county is planning to reclaim, shape, and pave County Highway K from County Highway E in the Village of Ogdensburg to State Highway 161 in 2011. The county is also planning to reconstruct the bridge over the North Branch of the Little Wolf River on County Highway K in 2007. These projects should not affect overall mobility or access, therefore, the town's plans for land use and transportation are compatible with the county's plan for highway improvements. Refer to Map 4-45 for the locations of these planned improvements.

3.4 Transportation Goals and Objectives

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

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

Objectives

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

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

Objectives

- 2.a. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
- 2.b. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.

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).
- T3 When new access points or intersections are created, intersecting access points shall generally align directly opposite each other (rather than offset from each other) to form a single intersection, and have an intersection angle of 90 degrees (Source: Strategy T4).
- T4 New roads shall connect with existing or planned future roadways. Cul-de-sacs of reasonable length and adequate diameter to enable emergency vehicle turnaround shall be permitted only where the physical site features prevent connection (Source: Strategy T6).

Policies: Town Directive

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

Policies: Development Review Criteria

- T6 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).
- T7 The development of new or improved access points to local roads shall meet town standards for:
 - ♦ Minimum distance between access points
 - ♦ Maximum number of access points per parcel
 - ♦ Minimum site distance
 - ♦ Minimum intersection spacing
 - ♦ Minimum driveway surface width and construction materials

- ♦ Minimum clearance width and height
 - ♦ Maximum driveway length
 - ♦ Minimum turnaround areas for longer driveways (Source: Strategy T2, T3, T4).
- T8 Residential subdivisions and non-residential development proposals shall be designed to include:
- ♦ A safe and efficient system of internal circulation for vehicles and pedestrians
 - ♦ Safe and efficient external collector streets where appropriate
 - ♦ Safe and efficient connections to arterial roads and highways where applicable
 - ♦ Connectivity of the street network with adjacent developments
 - ♦ Cul-de-sacs or dead-ends, only where connections to other streets are not possible, or temporarily where the right-of-way has been developed to the edge of the property for a future connection to adjacent development
 - ♦ Trails or sidewalks where applicable
 - ♦ Bicycle routes where appropriate (Source: Strategy T2, T6, T7, LU9).
- T9 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 T6, LU9).
- T10 New commercial and industrial development should be within 500 feet of local and collector roads (Source: Strategy ANC4).

Recommendations

- ♦ Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (Source: Strategy T1).
- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy T1).
- ♦ Adopt State DOT Facilities Development Manual specifications as the town road construction specifications, including 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).
- ♦ Adopt a driveway ordinance to implement access control policies and emergency vehicle access policies (Source: Strategy T2).

- ♦ 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 T2).
- ♦ Utilize the WISLR system to update the road improvement plan (Source: Strategy T5).

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

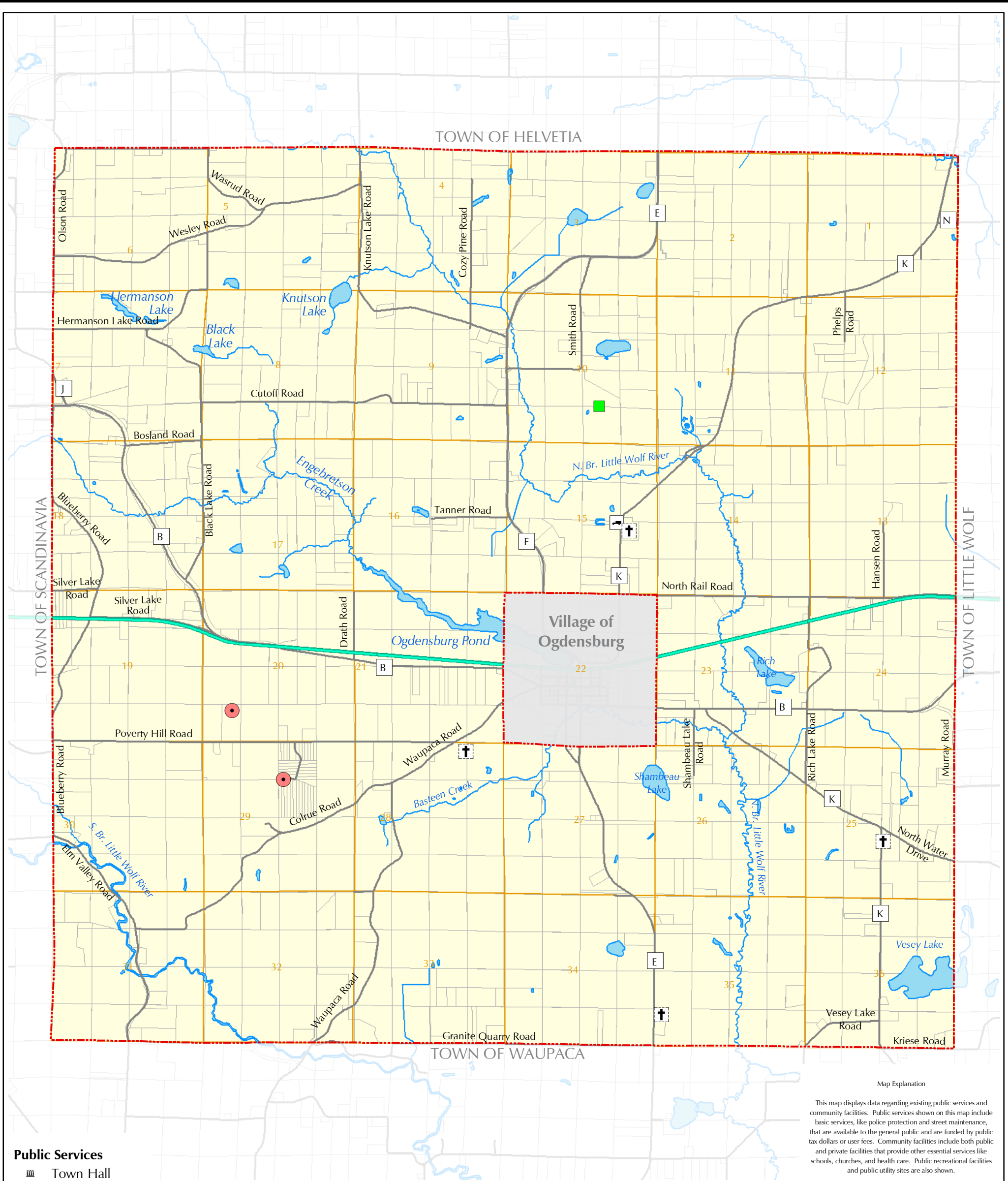
4.1 Utilities and Community Facilities Plan

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 Saint Lawrence. 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 Saint Lawrence.

For further detail on existing utilities and community facilities in the Town of Saint Lawrence and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-22 displays the locations of existing community facilities and services found in the town.

The Town of Saint Lawrence's plan for utilities and community facilities is to maintain the limited local services and facilities provided by the town and to continue to rely on the surrounding region for other essential services (such as police, libraries, etc.) Like all communities, the town's primary challenge in this area is to maintain the existing service level without creating undue burden on local taxpayers. No major upgrades to community facilities are expected, but if needs arise due to increased development, the recommendations of this plan are intended to help ensure that the new development pays directly for the associated costs. In fact, the cost of providing services to new development was a significant concern throughout the planning process. The town has addressed this by identifying much of the land allocated to higher density development near the main transportation corridors.

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Public Services

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

Community Facilities

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

Recreation Facilities

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

Utilities

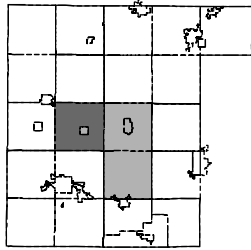
- Dam
- Lift Station
- Stormwater Facility
- Substation
- Telephone Utility
- Tower - Communication
- Water Tower
- Utility Shop/Office
- Wastewater Treatment Plant
- Well

Roads

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

Base Features

- Rivers and Streams
- Lakes and Ponds
- Cities and Villages
- Sections
- Parcel Lines



Central Planning Cluster of Waupaca County



Map Explanation

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

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

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

Source: Waupaca County and Town of St. Lawrence.

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

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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 Saint Lawrence has determined that the following utilities, facilities, and services will need expansion, construction, rehabilitation, or other improvement over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years), and if associated with a specific location in the community, are shown on Map 4-45.

Administrative Facilities and Services

Refer to Section 4.2 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing administrative facilities and services in the Town of Saint Lawrence. With the exception of the following long term recommendation, existing administrative facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Long Term

- ♦ Improve the accessibility of the town hall in terms of ADA compliance.

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 Saint Lawrence. 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.

Short Term

- ♦ Develop an ordinance to require safe access to all residences and buildings protected by local fire department and EMT/Rescue services.
- ♦ Combine fire and EMT/Rescue services with other neighboring departments when cost-effective.

Long Term

- ♦ Continue to monitor and address the short term needs.

Schools

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

Short Term

- ♦ Solicit volunteers for Park and Recreation programs.
- ♦ Encourage the development of youth programs.
- ♦ Work cooperatively with Ogdensburg in restoring Memorial Day activities and sports programs.

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 Saint Lawrence.

Short Term

- ♦ Investigate public garbage pick-up.

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 Saint Lawrence. 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 Saint Lawrence, 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 Saint Lawrence, 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 Saint Lawrence. No short term or long term recommendations have been identified. Existing stormwater management facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Health Care and Child Care Facilities

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

Local Roads and Bridges

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

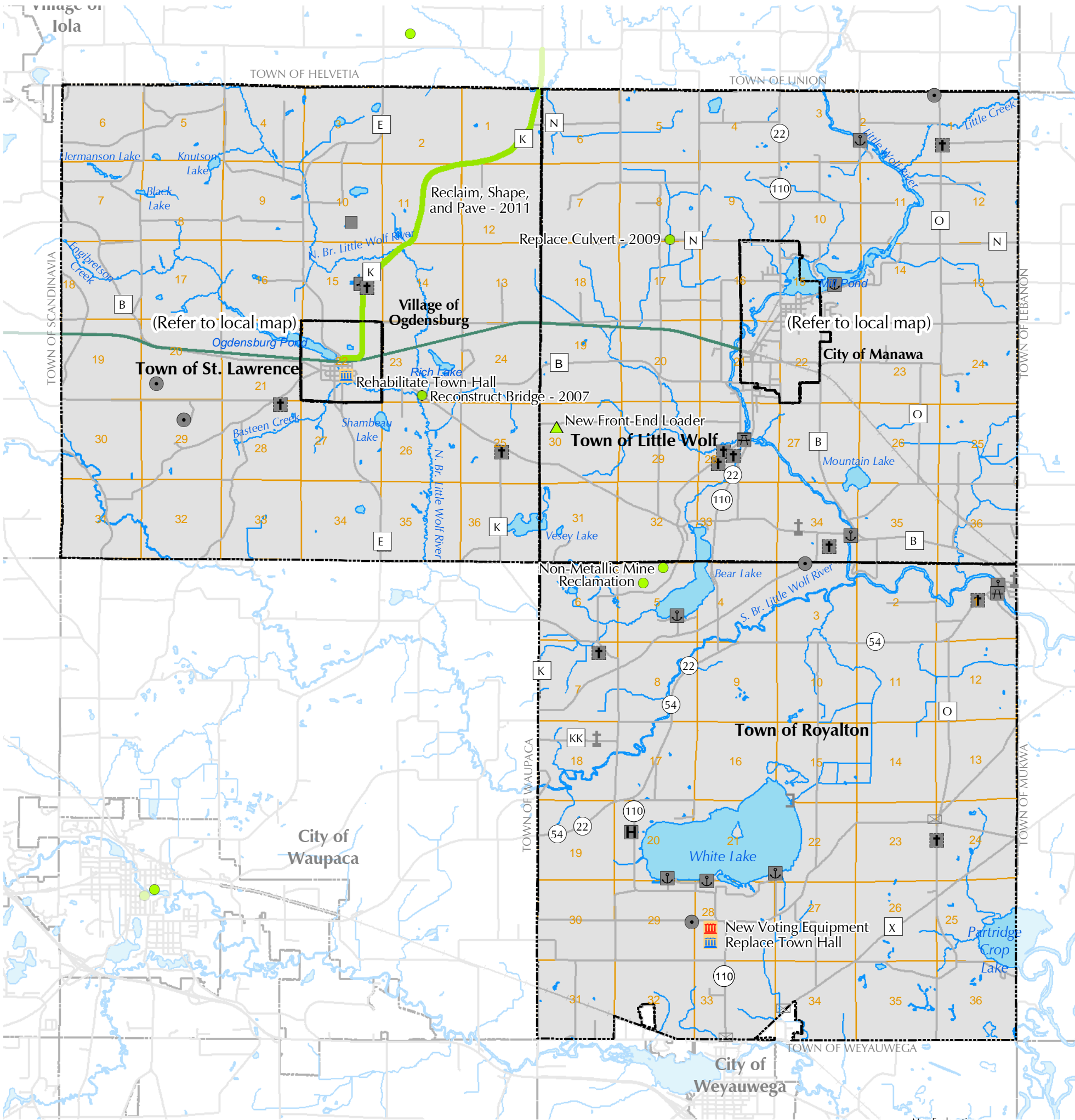
Short Term

- ♦ Evaluate and grade all roads according to the WISLR Program.
- ♦ Bring all roads to satisfactory levels.

Long Term

- ♦ Budget for planned road improvements.
- ♦ Development of a five-year road improvement plan.

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PLANNED COMMUNITY FACILITIES & TRANSPORTATION IMPROVEMENTS

Central Planning Cluster - Waupaca County

Planned Improvements

Local Plans

Short Term

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

Long Term

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

Roads

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

County Plans

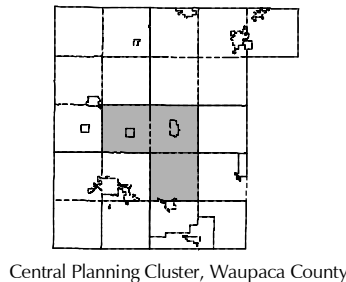
- County Facility Improvement
- Other Transportation Project
- New Road
- Reconstruct Road
- Repair Road

State Plans

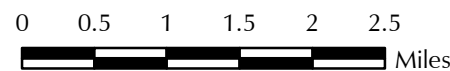
- New Road
- Reconstruct Road
- Repair Road

Base Features

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



Central Planning Cluster, Waupaca County



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

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

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

Source: Waupaca County.

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

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4.3 Utilities and Community Facilities Goals and Objectives

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

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

Objectives

- 1.a. Consider the potential impacts of development proposals on the cost and quality of community facilities and services, and balance the need for community growth with the cost of providing services.
- 1.b. Maintain the efficiency 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 with neighboring communities.
- 1.e. Monitor levels of police and other law enforcement in the town.

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

Objectives

- 2.a. Monitor the adequacy of park and recreational facilities to accommodate existing residents and anticipated future growth.
- 2.b. Welcome opportunities to work with service clubs and organizations for the maintenance and development of recreational facilities and activities.
- 2.c. Consider increasing 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, public sewer, etc.) where appropriate.

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

Objectives

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

4.4 Utilities and Community Facilities Policies and Recommendations

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

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

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

Policies: Town Position

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

- UCF2 New telecommunication antennas and other devices shall be placed on existing towers to the maximum extent possible (Source: Strategy UCF8).
- UCF3 New utility systems shall be required to locate in existing rights-of-way whenever possible (Source: Strategy ANC4, ANC5, LU2).
- UCF4 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).
- UCF5 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 (Source: Strategy ANC4).

Policies: Town Directive

- UCF6 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).

Policies: Development Review Criteria

- UCF7 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).
- UCF8 Suitable lands for neighborhood parks should be incorporated into the design of new residential subdivisions (Source: Strategy UCF1).
- UCF9 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 UCF8).
- UCF10 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).
- UCF11 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to agricultural lands and operations, and to natural resources such as shoreline areas, wetlands, floodplains, wildlife habitat, woodlands, existing vegetation, and existing topography (Source: Strategy ANC1, ANC2, ANC4).
- UCF12 Development proposals shall address stormwater management, construction site erosion control, and potential increased risk of flooding (Source: Strategy ANC4).

Recommendations

- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy UCF1).
- ♦ Conduct an impact fee study and amend the impact fee ordinance to implement the policies and recommendations in this plan (Source: Strategy UCF1).
- ♦ Modify applicable land division and impact fee ordinances to comply with Wisconsin Act 477 regarding exactions for parks and recreational facilities (Source: Strategy UCF1).
- ♦ Annually review intergovernmental agreements for their effectiveness and efficiency (Source: Strategy UCF3).
- ♦ Evaluate fire protection staffing, training, and equipment needs annually (Source: Strategy UCF5).
- ♦ Utilize intergovernmental efficiencies to provide needed service and facility improvements (Source: Strategy UCF5).
- ♦ Assess capacity and needs with regard to administrative facilities and services and public buildings every five years (Source: Strategy UCF5).
- ♦ Assess town staffing, equipment, and training levels annually (Source: Strategy UCF5).

4.5 Utilities and Community Facilities Programs

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

5 Agricultural, Natural, and Cultural Resources



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5. Agricultural, Natural, and Cultural Resources

5.1 Agricultural, Natural, and Cultural Resources Plan

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

Agricultural Resources

The Town of Saint Lawrence lies on the edge of “farming country” and “forest country” and its landscape clearly exhibits this fact. According to the Existing Land Use Map (Map 8-22) there were 4,965 acres of farmland (22.2% of total) and 12,628 acres of woodland (56.4% of total) in the town in 2004. A variety of agriculture operations conduct business in the town, but the planning committee felt farming would generally prove to be an increasingly less important component of the town’s economy. However, certain farms and agriculture in certain areas would likely continue to thrive. Thus, the community has taken a variety of approaches to protecting agricultural resources.

The Town of Saint Lawrence’s plan for agricultural resources is to protect active farms and the most productive farmland, while at the same time allowing for well planned development. The town took a very scientific approach to identifying the agricultural resources it wants to protect, basing many of its decisions on soil productivity, proximity to already developed areas, and proximity to existing farming operations, among other criteria. Relatively high density development is targeted to areas deemed less important for the agriculture economy (represented by the AWT classification on the preferred land use map), while low density development would be allowed on lands critical to agriculture (represented by the AE and AR classifications). Key components of the plan also include the required use of cluster subdivision design (refer to Appendix A) in major subdivisions and the use of maximum lot sizes.

Natural and Cultural Resources

The Town of Saint Lawrence’s plan for natural and cultural resources generally involves actively considering the impacts of growth and development on these resources. The town is blessed with these resources as over one-half of the community is forested and over one-quarter is wetland. Furthermore, over 200 acres of surface water provide for tremendous recreational opportunities. This includes the famed Little Wolf River system.

The two principle components of the community's plan to protect natural and cultural resources involve land use classifications and development densities. Much of the community has been classified as Resource Protection (RP), generally the wetlands and floodplains. The RP land use classification seeks to preserve valued natural and cultural resources by preventing development that would negatively impact the quality of these resources. Additionally, much of the community has been placed in the Private Recreation and Forestry Enterprise (PVRF) classification. Development would be allowed in these areas at a very low density.

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

Goal 2 Manage future development and the protection of natural resources.

Objectives

- 2.a. Consider the potential impacts of development proposals on groundwater quality and quantity, surface water quality, open space, wildlife habitat, and woodlands.
- 2.b. Direct future growth away from wetlands, manipulated wetlands (i.e., former 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. Promote restoration of wetland and grassland programs.

Goal 3 Protect groundwater quality and quantity.

Objectives

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

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

Objectives

- 4.a. Identify existing, and limit new, sources of point and non-point source water pollution.
- 4.b. Encourage the preservation and reclamation of natural buffers and building setbacks between intensive land uses and surface water features.
- 4.c. Develop partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.
- 4.d. Preserve the quantity and quality of the South Branch of the Little Wolf River, giving special consideration to its tributaries, headwaters, and spring areas.

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

Objectives

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

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

Objectives

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

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

Objectives

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

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. Consider 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. Consider 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.

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 Cluster design shall be utilized in proposed major land divisions to minimize the negative impacts to agriculture and natural resources while accommodating residential development (Source: Strategy ANC1, ANC3, LU6, ANC4).
- ANC2 The rezoning of prime farmland to residential or commercial use should not be supported by the town (Source: Strategy ANC1, ANC2).
- ANC3 New residential development should not be allowed in areas planned for forestry enterprise as identified by PVRF preferred land use classification (Source: Strategy LU1).
- ANC4 The Town of Saint Lawrence 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 regulations. Residents in and adjacent to agricultural areas should be prepared to accept such conditions as a normal and necessary aspect of living in an area with a strong rural character and an active agricultural sector (Source: Strategy ANC2).
- ANC5 Wisconsin Department of Natural Resources Best Management Practices shall be utilized to the maximum extent possible for intensive forest management and activities approved in the town's forests and wetlands (Source: Strategy ANC4).

Policies: Development Review Criteria

- ANC6 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).
 - ANC7 Substantial development proposals shall provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to wildlife, fish, groundwater quality and quantity, surface water, wetlands,
-

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

Conservation land division design

ANC8 Cluster land divisions in AR and AE areas shall be designed primarily to protect prime agricultural soils, active cropland, agricultural facilities, and other agricultural resources. Woodlands shall also be protected in the design to the extent possible, but shall be of secondary importance (Source: Strategy ANC1, ANC3, ANC5).

ANC9 Cluster land divisions in PVRF and AWT areas shall be designed primarily to protect shoreline areas, wetlands, floodplains, and woodlands in their natural conditions (Source: Strategy ANC4, ANC5).

ANC10 Cluster land divisions that incorporate Resource Protection (RP) areas shall be designed to protect the related natural or cultural resources (Source: Strategy ANC4, ANC5).

Site planning/design

ANC11 New, non-farm, residential development should 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, ANC3, ANC5, LU2).

ANC12 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, ANC5, LU2).

ANC13 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to rural character as defined by locally significant landmarks, scenic views and vistas, rolling terrain, undeveloped lands, farmlands and woodlands, aesthetically pleasing landscapes and buildings, limited light pollution, and quiet enjoyment of these surroundings (Source: Strategy ANC5, LU2).

ANC14 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts on historic and archeological sites (Source: Strategy LU2).

ANC15 Development occurring within or near natural or cultural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4, ANC5, LU2).

ANC16 The expansion or establishment of agricultural operations should be preferred no closer than within 250 feet of surface water (Source: Strategy ANC 6).

ANC17 The expansion or establishment of agricultural operations should be preferred no closer than within 250 feet of wetlands or floodplains (Source: Strategy ANC 6).

- ANC18 New residential, commercial, and industrial development should not be located on prime agricultural and prime where drained soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1).
- ANC19 New, non-farm, residential, commercial, and industrial development should not be located within 500 feet of active farming operations (Source: Strategy ANC1, ANC2, ANC3).
- ANC20 New residential, commercial, and industrial development shall not be located within 100 feet of surface water (Source: Strategy ANC4).
- ANC21 New residential, commercial, and industrial development shall not be located within 100 feet of wetlands or floodplains (Source: Strategy ANC4).
- ANC22 New residential, commercial, and industrial development should not be located on steep slopes of 12% or greater (Source: Strategy ANC4).
- ANC23 New residential, commercial, and industrial 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, natural resources, and green space (Source: Strategy ANC1, ANC4).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to:
 - Achieve the preservation of agricultural lands (Source: Strategy ANC1).
 - Better protect the right to farm (Source: Strategy ANC2).
 - Achieve the preservation of active farms (Source: Strategy ANC3).
 - Achieve the protection of natural resources and green space (Source: Strategy ANC4).
 - Achieve the protection of rural character (Source: Strategy ANC5).
 - Create target areas for agricultural expansion (Source: Strategy ANC 6).
 - Create target areas for forestry enterprise (Source: Strategy ANC7).
- ♦ Utilize a maximum residential density and a maximum lot size to achieve the preservation of agricultural lands, the protection of natural resources and green space, and the protection of rural character (Source: Strategy ANC1, ANC4, ANC5).
 - AE: One unit per 20 acres. A maximum residential lot size of two acres is required. The use of cluster land division design (refer to Appendix A) in major subdivisions is required. Existing dwelling units at adoption would be exempt from the density requirement.
 - AR: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per five acres. A maximum residential lot size of two acres is required. The use of cluster land division design and a maximum development

- density are required in all major subdivisions. Existing dwelling units at adoption would be exempt from the density requirement.
- PVRF: One unit per 20 acres. A maximum residential lot size of two acres is required. The use of cluster land division design in major subdivisions is required. Existing dwelling units at adoption would be exempt from the density requirement. Note that 10 acres is the minimum enrollment for the MFL program.
 - AWT: A minimum lot size of two acres and a limit of disturbance of two acres supported by site plan review and optional clustering in cases of a subdivision plat.
- ◆ Utilize site planning and limits of disturbance regulations to preserve agricultural lands and to protect natural resources and green space (Source: Strategy ANC1, ANC4, and ANC5).
 - ◆ Create multiple agricultural zoning districts that preserve the best agricultural lands for agricultural use (Source: Strategy ANC1).
 - ◆ Require all major land divisions to utilize cluster design for the preservation of agricultural lands, active farms, natural resources, or green space (Source: Strategy ANC1, ANC3, ANC4).
 - ◆ Work with Waupaca County to create a county-wide purchase or transfer of development rights program (Source: Strategy ANC1).
 - ◆ Utilize a right-to-farm ordinance to achieve the preservation of the right to farm (Source: Strategy ANC2).
 - ◆ Utilize a minimum setback of 500 feet for non-farm, residential development to achieve the preservation of active farms (Source: Strategy ANC3).
 - ◆ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts as part of the development review process (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*.

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 Saint Lawrence 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 Saint Lawrence 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 Saint Lawrence's plan for economic development reflects the likelihood that it will continue to remain a bedroom community, and little physical economic development beyond what already exists will occur in farming, forestry, manufacturing, commercial development, etc. The community is keenly aware that over one-half of its residents are employed in construction, manufacturing, or education/health and human services, which primarily exist outside of the community. The town continues to plan for the surrounding urban areas to be the major source of resident employment. Providing quality, affordable places to live is a role the community plans to play in the regional economy. Furthermore, the town plans to provide attractive natural resources that fuel the tourism industry.

6.2 Economic Characteristics Summary

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

Attainment Level	T. St. Lawrence		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	19	3.8%	2,175	6.3%
9th grade to 12th grade, no diploma	60	12.1%	3,847	11.1%
High school graduate (includes equivalency)	239	48.3%	15,148	43.6%
Some college, no degree	103	20.8%	6,333	18.2%
Associate degree	15	3.0%	2,067	6.0%
Bachelor's degree	35	7.1%	3,716	10.7%
Graduate or professional degree	24	4.8%	1,440	4.1%
Total Persons 25 and over	495	100.0%	34,726	100.0%

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

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

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the State of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while

employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

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

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

Industry	T. St. Lawrence		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	32	8.1%	1,216	4.8%
Construction	40	10.2%	1,686	6.6%
Manufacturing	116	29.4%	7,393	29.1%
Wholesale trade	21	5.3%	721	2.8%
Retail trade	33	8.4%	2,624	10.3%
Transportation and warehousing, and utilities	23	5.8%	942	3.7%
Information	11	2.8%	900	3.5%
Finance, insurance, real estate, and rental and leasing	16	4.1%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	13	3.3%	950	3.7%
Educational, health and social services	52	13.2%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	19	4.8%	1,652	6.5%
Other services (except public administration)	4	1.0%	883	3.5%
Public administration	14	3.6%	759	3.0%
Total	394	100.0%	25,370	100.0%

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

Of the 394 Town of Saint Lawrence residents employed in 2000, most worked in the manufacturing, the education, health, and social services, and the construction sectors. The breakdown of employment by industry sector in the town is similar to that of Waupaca County as a whole. The most significant differences are with respect to the proportions employed in the education, health, and social services and the construction sectors.

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 Saint Lawrence, Waupaca
County, and Wisconsin, 2000

Occupation	T. St. Lawrence		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	98	24.9%	6,438	25.4%
Service occupations	38	9.6%	3,710	14.6%
Sales and office occupations	77	19.5%	5,456	21.5%
Farming, fishing, and forestry occupations	5	1.3%	403	1.6%
Construction, extraction, and maintenance occupations	54	13.7%	2,592	10.2%
Production, transportation, and material moving occupations	122	31.0%	6,771	26.7%
Total	394	100.0%	25,370	100.0%

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

Employment by occupation in the Town of Saint Lawrence is similar to that of Waupaca County. Notable differences between the town and county are seen in the production, transportation, and material moving occupations, and in the service occupations.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Saint Lawrence 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
- ♦ County and Local Road Networks
- ♦ Central WI Railroad
- ♦ Regional and Local Airports
- ♦ Fox Valley Technical College Campuses
- ♦ Chambers of Commerce
- ♦ Skilled and Experienced Workforce
- ♦ Electric Infrastructure
- ♦ Communications Infrastructure
- ♦ Wisconsin Department of Transportation Programs
- ♦ Regional and Local Financial Institutions

- ♦ County and Local Governments
- ♦ Manufacturing Industry
- ♦ Tourism Industry
- ♦ Dairy Industry

Weaknesses

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

6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the Town of Saint Lawrence 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 and undesirable types of business and industry and related activities in the Town of Saint Lawrence 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.
- ♦ Businesses that provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ♦ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ♦ Business and light industry that provide quality employment for local citizens.
- ♦ Business and light industry that support existing employers with value adding services or processes.
- ♦ Business and light industry that bring new cash flow into the community.
- ♦ Businesses that do not cause or contribute to the deterioration of the downtown in the Village of Ogdensburg.
- ♦ Business and light industry that fill a unique niche in the town and complement economic development efforts in the Village of Ogdensburg.
- ♦ Business and light industry that capitalize on community strengths.
- ♦ Business and light industry that do not exacerbate community weaknesses.

- ♦ Sexually-oriented businesses shall not be permitted.
- ♦ Business and light industry that utilize and store hazardous and toxic chemicals shall not be permitted.
- ♦ No new cellular towers shall be permitted unless they blend with the rural character.
- ♦ No high-tension power lines shall be permitted.
- ♦ No nuclear facilities or dump sites shall be permitted.
- ♦ No junkyards shall be permitted.
- ♦ No building or testing of noisy motors shall be permitted.
- ♦ No business and light industry that permanently remove water resources shall be permitted.

6.5 Sites for Business and Industrial Development

Sites for business and industrial development are detailed on the preferred land use map (Map 8-60) for the Town of Saint Lawrence. Due to the planned lack of commercial and industrial development, there are only about 76 acres of land planned for these purposes and noted as Rural Commercial/Industrial (RCI). This area lies on Highway E just south of Ogdensburg. Home based businesses may also be considered throughout the rural areas of the town.

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

6.6 Economic Development Goals and Objectives

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

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

- 1.a. Maintain and support agriculture, manufacturing, tourism, and related support services as strong components of the local economy.
- 1.b. Accommodate home-based businesses that do not significantly increase noise, traffic, odors, lighting, or would otherwise negatively impact the surrounding area.
- 1.c. Encourage efforts that distinguish and promote features unique to the town in order to compete with neighboring communities.

- 1.d. Promote the economic development of the region as a whole by supporting the efforts of the Waupaca County Economic Development Corporation.
- 1.e. Support business retention, expansion, and recruitment efforts that are consistent with the town's comprehensive plan.
- 1.f. Support local employment of area citizens, especially efforts that create opportunities for local youth.

6.7 Economic Development Policies and Recommendations

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

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

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

Policies: Town Directive

- ED1 The community should pursue the development of a more detailed plan for land use, infrastructure, and economic development along the Highway E corridor (Source: Strategy T5).
- ED2 The community should support new business development efforts that are consistent with the comprehensive plan (Source: Strategy ED1).
- ED3 The community should encourage industries that provide educational and training programs, require skilled workers, and provide higher paying jobs (Source: Strategy ED1).

Policies: Development Review Criteria

- ED4 New commercial and industrial development should employ site and building designs that include:

- ♦ Attractive signage and building architecture
- ♦ Shared highway access points
- ♦ Screened parking and loading areas
- ♦ Screened mechanicals
- ♦ Landscaping
- ♦ Lighting that does not spill over to adjacent properties
- ♦ Efficient traffic and pedestrian flow (Source: Strategy ED3, LU10)

ED5 Large, bulky, box-like commercial structures should be avoided (Source: Strategy ED3, LU10).

Recommendations

- ♦ Identify lands on the zoning map and the preferred land use map of the comprehensive plan adequate to attract new business and job growth (Source: Strategy ED1).
- ♦ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (Source: Strategy ED3).

6.8 Economic Development Programs

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

7 Intergovernmental Cooperation



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7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

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

The Town of Saint Lawrence's plan for intergovernmental cooperation is to utilize cooperative tools for the efficient delivery of community services and to maintain intergovernmental communication. The town generally has a good working relationship with surrounding communities and is already involved in some intergovernmental agreements. Specifically, the town wants to increase communication with the Village of Ogdensburg by meeting annually to discuss opportunities.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreements apply to the town.

- ♦ Consolidated fire protection agreement, 1980
The agreement details the town's participation with the Village of Ogdensburg to consolidate fire equipment and share maintenance and operation costs. The consolidated department shall be known as the Ogdensburg – Saint Lawrence Fire Department. A committee is established and appointment procedures and duties are detailed.
- ♦ Municipality cooperation agreement for Manawa Area Recycling/Composting Center, 1991
This agreement details the town's participation in the Manawa Area Recycling/Composting Center as a cooperative organization. A commission is established and the purpose and duties of the commission are provided.

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

School Districts

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

Adjacent Local Governments

The Town of Saint Lawrence actively participates in intergovernmental agreements with neighboring units of government. Specifically, the town has a long standing relationship with the Village of Ogdensburg for the provision of fire services. The town's relationship with Ogdensburg is not likely to be strained by issues of annexation, as the village's plan does not anticipate the need for extraterritorial growth. Additionally, the town participates in the Manawa Area Recycling/Composting Center.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

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

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

Opportunities

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

Opportunity	Potential Cooperating Units of Government
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Little Wolf Town of Royalton Village of Ogdensburg City of Manawa
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas.	Village of Ogdensburg City of Manawa
♦ Improve the attractiveness of community entrance points.	Waupaca County Village of Ogdensburg

Potential Conflicts and Resolutions

Potential Conflict	Process to Resolve
♦ 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

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

7.5 Intergovernmental Cooperation Goals and Objectives

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

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

Objectives

- 1.a. Continue communicating and meeting with other local governmental units to encourage discussion and action on shared issues and opportunities.
- 1.b. Work cooperatively with surrounding communities in the comprehensive plan development, adoption, and amendment processes to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.

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

Objectives

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Seek mutually beneficial opportunities for joint equipment and facility ownership with neighboring communities.
- 2.c. Pursue 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 The community should work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts (Source: Strategy IC2).
- IC3 A joint planning area should be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy IC2, LU9).
- IC4 The town shall work to maintain ongoing communication and positive relationships with neighboring communities, school districts, Waupaca County, and state and federal agencies (Source: Strategy IC3).
- IC5 Educational efforts regarding planning, land use regulation, implementation, or resource management should be discussed with neighboring communities (Source: Strategy UCF3, IC1, IC3).
- IC6 The town should participate in county-initiated efforts to inventory and assess existing and future needs for public facilities and services as part of an overall program to increase cost-effectiveness and efficiency through consolidation and other cooperative opportunities (Source: Strategy UCF3, IC1, IC3).
- IC7 Transportation issues that affect the town and neighboring communities should be discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1, T5, UCF3, IC1, IC2, IC3).
- IC8 Neighboring communities and districts shall be invited to future meetings in which amendments or updates to the comprehensive plan are made or discussed (Source: Strategy IC3).
- IC9 Before improving community facilities, utilities, or services, purchasing new equipment, or reinstating service agreements, the community shall pursue cooperative options (including trading, renting, sharing, or contracting such items) with neighboring jurisdictions (Source: Strategy UCF3, UCF8, IC1).
- IC10 Opportunities for sharing community staff or contracting out existing staff availability should be pursued should the opportunity arise (Source: Strategy UCF3, IC1).
- IC11 Community facilities that have available capacity should be considered for joint use with neighboring communities or community organizations (Source: Strategy UCF3, UCF8, IC1).

IC12 The town should support the consolidation or shared provision of community services where the desired level of service can be maintained, where the public supports such action, and where sustainable cost savings can be realized (Source: Strategy UCF3, IC1).

Recommendations

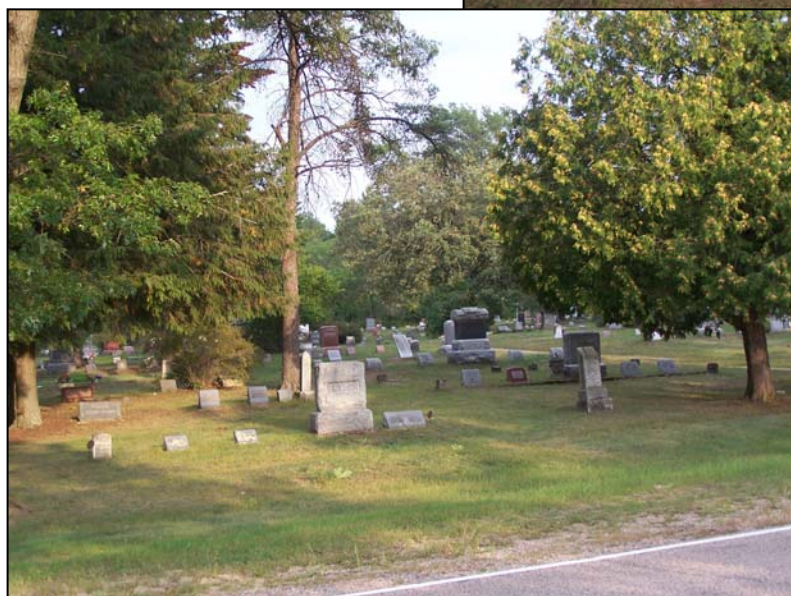
- ♦ Meet at least annually with Ogdensburg and surrounding government units to facilitate intergovernmental cooperation and communication (Source: Strategy IC3).

7.7 Intergovernmental Cooperation Programs

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

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 Saint Lawrence. 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

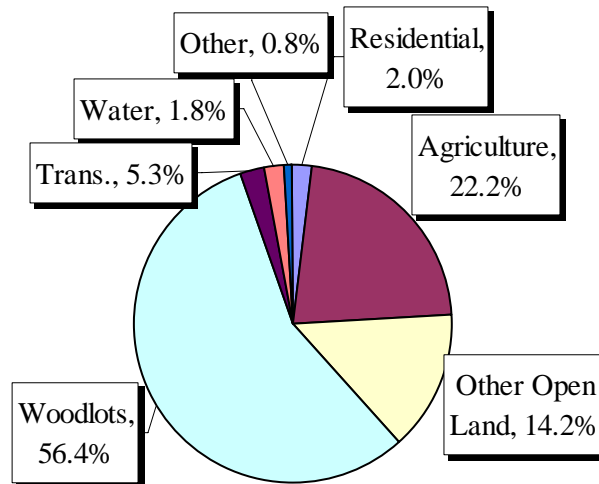
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land 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 8-22, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Saint Lawrence.

Table 8-1
Existing Land Use, Town of Saint Lawrence, 2004

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>	633	2.8%
Residential	446	2.0%
Multi-Family Housing	0	0.0%
Mobile Home Parks	0	0.0%
Farmsteads	93	0.4%
Group Quarters and Elder Care	0	0.0%
Commercial	0	0.0%
Utilities	0	0.0%
Institutional	10	0.0%
Industrial	2	0.0%
Mines/Quarries	82	0.4%
<u>Passive Land Use</u>	20,772	92.8%
Agriculture	4,965	22.2%
Other Open Land	3,177	14.2%
Woodlots	12,628	56.4%
Parks and Recreation	2	0.0%
<u>Base Features</u>	971	4.3%
Transportation	561	2.5%
Water	410	1.8%
Total	22,375	100.0%

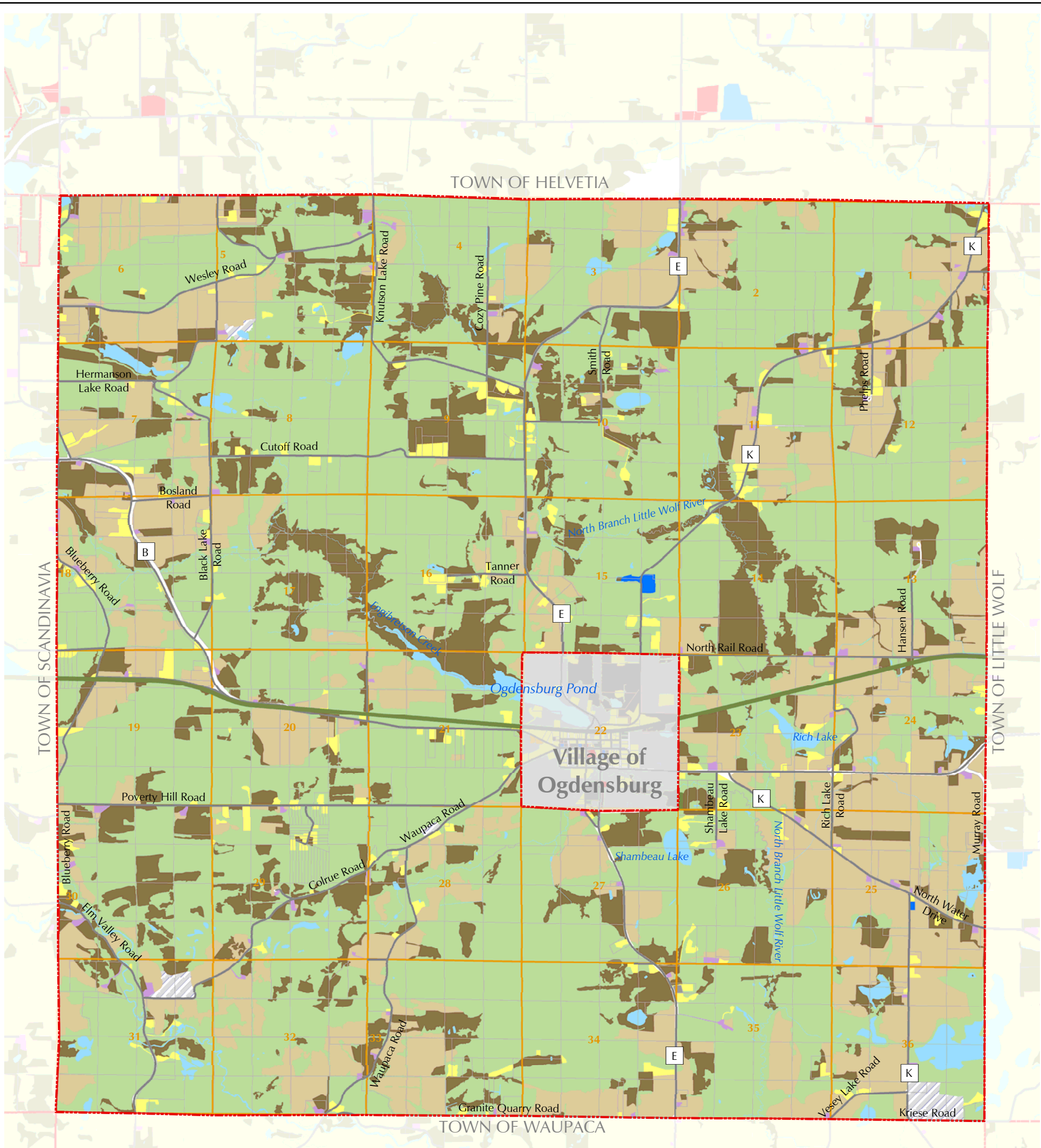
Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

Figure 8-1
Existing Land Use, Town of Saint Lawrence, 2004



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

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Map Explanation

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

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

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

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

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.

Existing Land Use Classifications

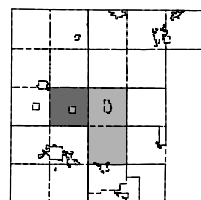
- | | |
|-------------------------------|----------------------|
| Residential | Woodlots |
| Multi-Family Housing | Parks and Recreation |
| Mobile Home Parks | Utilities |
| Farmsteads | Institutional |
| Group Quarters and Elder Care | Industrial |
| Commercial | Mines/Quarries |
| Agriculture | Transportation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

Roads

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

Base Features

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



Central Planning Cluster of Waupaca County



M:/03W009/mxd/exlu/cn/edu_stlawren_11x17.mxd July 21, 2006 Drawn by: KPK1 Checked by: NPS

EXISTING LAND USE

Town of Saint Lawrence, Waupaca County

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The Town of Saint Lawrence is a typical six mile square town including just over 22,000 acres. The Village of Ogdensburg is in the very center of the town and historically provided the community's urban center. Today, Ogdensburg remains a central location for emergency services and socializing, but much of its commercial base has vanished. Outside of the Village, the township is primarily undeveloped with woodlands comprising over half (56.4%) of the landscape. The town lies on the edge of "farming country" and "forest country." Productive soils are intermixed throughout the forested areas and are found in conjunction with most of the community's cropped areas. Farmland, in fact, comprises 22.2% of the landscape in Saint Lawrence. The community is also rich in water resources, including the famed Little Wolf River system. Surface water resources comprise almost 2% of the community's surface area (410 acres) and wetlands cover over one-quarter of the community (5,778 acres), much of which is also forested.

Some development is scattered throughout the town, and a few subdivisions containing higher density developments do exist. For the most part, however, development has been scattered wherever it happened to occur. Residential and farmsteads are the primary developed use, comprising 539 acres, while quarries take up 82 acres, institutional 10 acres, and industrial two acres. There are no commercial lands in the community, and although some lands have been planned for commercial, the expectation is that this speculation might take some time to be realized.

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

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

Projected resource land use acreages are calculated based on the assumption that the amount will decrease over time. Agriculture, woodlots, and other open land are the existing land uses that can be converted to other uses to accommodate new development. The amount of resource lands consumed in each five year increment is based on the average amount of land use demand for each of the developed uses over the 30 year period. In other words, a total of 7.04 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Saint Lawrence, so resource lands are reduced by 7.04 acres per year.

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

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	539.4	0.0	83.3	12.1	20,769.5
2005	569.4	0.0	88.4	12.8	20,734.3
2010	599.4	0.0	93.5	13.6	20,699.1
2015	629.4	0.0	97.7	14.2	20,663.9
2020	659.4	0.0	102.0	14.8	20,628.7
2025	689.4	0.0	106.3	15.4	20,593.5
2030	719.4	0.0	110.6	16.0	20,558.3
# Change	180.0	0.0	27.3	4.0	-211.2
% Change	33.4%	0.0%	32.7%	32.7%	-1.0%

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

²Commercial includes commercial only.

³Industrial includes industrial, mines, and quarries.

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

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

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

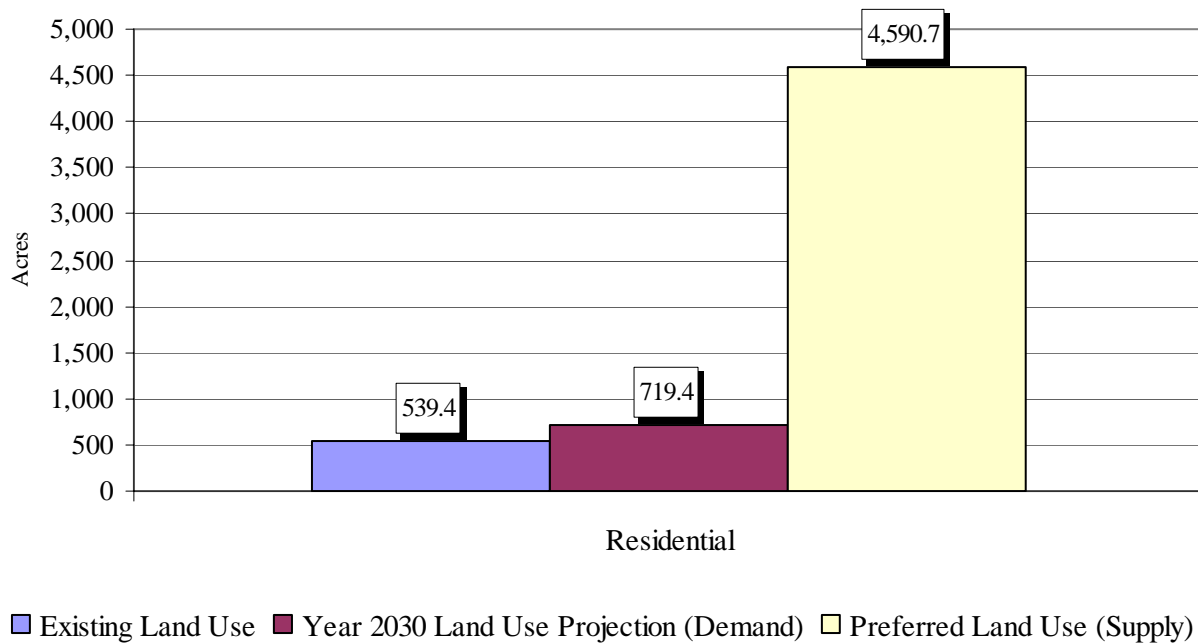
Table 8-3
Land Supply and Demand Comparison
Town of Saint Lawrence

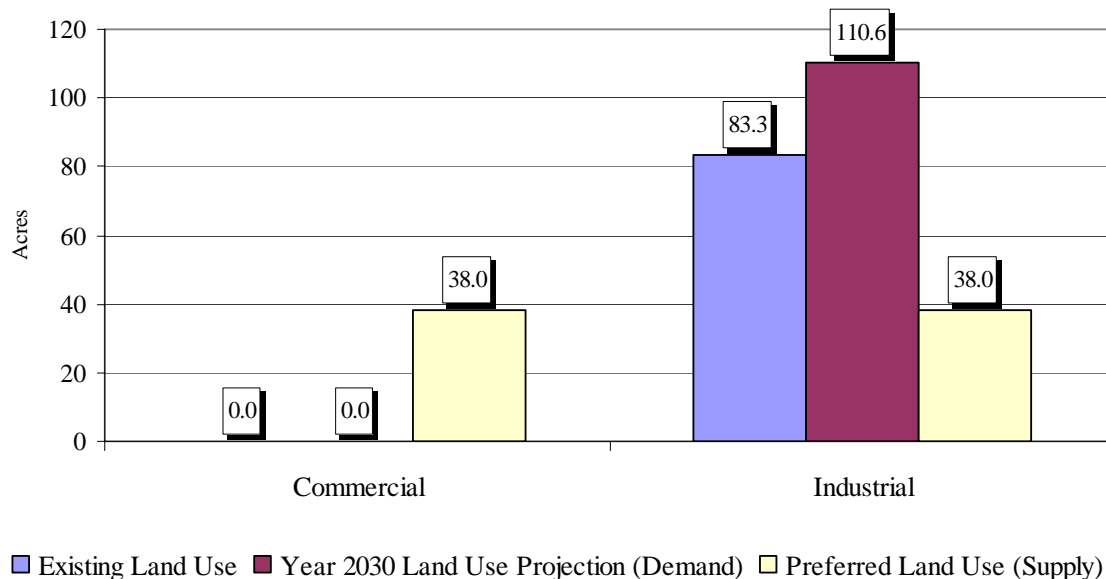
	Residential	Commercial	Industrial
Existing Land Use	539.4	0.0	83.3
Year 2030 Land Use Projection (Demand) ¹	719.4	0.0	110.6
Preferred Land Use (Supply) ²	4,590.7	38.0	38.0

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

²Residential includes Rural Residential, Agriculture and Woodland Transition, 10% of Agriculture Retention, and 5% of Agriculture Enterprise. Commercial includes 50% of Rural Commercial Industrial. Industrial includes 50% of Rural Commercial Industrial.

Figure 8-2
Land Supply and Demand Comparison
Town of Saint Lawrence





The Town of Saint Lawrence has planned for a sufficient supply of land based on the projected demand. Currently, no land is used as commercial and only a few acres are used for industrial outside of quarries, which comprise roughly 82 acres. The projection is that no land is needed for commercial and only about 27 acres for industrial. The community has placed 76 acres in the Rural Commercial/Industrial preferred land use classification. It would appear that industrial demand will outweigh supply, but it should be noted that the projection for industrial demand included existing extraction land uses. This may have inflated the calculations for industrial demand beyond what is reasonable. When extraction is taken out of the equation, there is little chance that the demand for industrial land use will outweigh the supply over the planning period. However, if the current per capita rate of extraction land use continues on the same trend into the future, then the town may be faced with additional extraction site demand as the population grows.

Population and housing projections used to determine land demand were relatively aggressive. In fact, the highest population growth projection and the second highest housing projection were used to calculate demand. Despite the aggressive growth projections used, more than enough land is available for residential development (more than 600% beyond what is projected to be required). The community has chosen to place this development on the landscape using three strategies. First, they desire to have most of the development occur in a higher density fashion along the major transportation corridors. Second, they desire to have a lesser, but still significant amount, occur in a higher density fashion on the less productive soils that are not forested, open, or wetlands. Finally, limited low density development may be scattered throughout the community.

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 8-60) 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 Saint Lawrence's plan for land use is objectively based and heavily reliant upon science to drive decisions related to future location of intensive land uses. The town considered the locations of natural resources, prime soils, existing farms, roads, the current land use patterns, and other objective factors to measure suitability of lands for various future land uses using "What If" software. The preferred land use plan was also shaped by a significant amount of local opinion. Public participation in the form of copious meetings and a survey of all town landowners was utilized to impact the outcome significantly.

The objective data were subsequently further mixed with local knowledge and public opinion to produce a draft map that was reviewed by the public. Changes to the draft plan requested by the town citizens were evaluated by the planning commission and the Town Board, and any accepted changes were incorporated into the plan.

What If Analysis

What If is a program designed to help communities identify 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 low density residential development, medium density residential development, light industrial business, commercial business, recreational business, forestry enterprise, and agriculture enterprise. The suitability maps for low and medium density residential, forestry enterprise, and agriculture enterprise significantly shaped the development of the preferred land use map.

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

The best places for Low Density Residential Growth were:

1. More than 100 feet from surface water.
2. More than 100 feet from wetlands and floodplains.
3. Not on prime or prime where drained soils
4. More suitable within 500 feet of roads.
5. Not on or within 100 feet of lands enrolled in forest management programs.

The best places for Medium Density Residential Growth were:

1. More than 100 feet from surface water.
2. More than 100 feet from wetlands and floodplains.
3. Not on prime where drained soils.
4. More suitable within 500 feet of roads.
5. Not on or within 100 feet of lands enrolled in forest management programs.
6. Near already concentrated development areas.

The best places for Forestry Enterprise were:

1. Already used for woodlots.
2. Less suitable on prime or prime where drained soils.
3. Near and in wetlands and floodplains.
4. Enrolled in forest management programs.

The best places for Agriculture Enterprise were:

1. Already used for agriculture.
2. Not currently used for woodlots.
3. More than 100 feet from surface water.
4. More than 100 feet from wetlands and floodplains.
5. On prime or prime when drained soils.
6. Not on lands enrolled in forest management programs.
7. Not near concentrated development areas

The results of this analysis are shown on the maps in Appendix C. Note that the most suitable areas for residential growth have been planned on Map 8-65 with the Agriculture and Woodland Transition (AWT) preferred land use classification, which allows for the highest density of development. The most suitable areas for forestry enterprise have been planned for Private Recreation and Forestry Enterprise (PVRF). And the most suitable areas for agriculture enterprise have been planned for Agriculture Enterprise (AE) or Agriculture Retention (AR).

Development of the Preferred Land Use Map

The plan for land use intends to make efficient use of existing infrastructure for both intensive development as well as the agriculture and forestry industries. The infrastructure of prime soils, quality woodlands, and good roads were the three primary drivers. The town's best agriculture areas have been mapped to remain in agriculture through the Agriculture Enterprise (AE) or Agriculture Retention (AR) classifications. Active agriculture in these areas is recognized and valued. It should not be impeded by residential development but further enhanced as an economic resource; however, low density residential development is allowed. The town also used the Private Forestry and Recreation (PVRF) classification. Use of these woodlands for timber production, passive recreation, and conservation are encouraged. These areas should not be fragmented by residential development, but some low density development is allowed.

The Agriculture and Woodland Transition (AWT) classification has been used to map the areas where higher density development is desired. This includes areas along main transportation corridors and areas that do not exhibit quality woodlands or productive agricultural soils. Some land has been planned for commercial/industrial development, represented by the Rural Commercial/Industrial Classification (RCI), along County Highway E south of Ogdensburg.

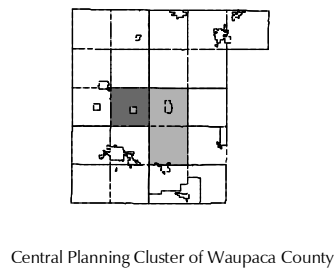
Resource Protection (RP) is mapped to show the general location of regulatory wetlands (five acres and larger) and floodplains and an additional 100 foot buffer along rivers and lakes to further protect these critical water resources. Additionally, regulations are already in place in much of this area and the town's plan recognizes those restrictions.

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



0 0.5 1 1.5 Miles

N

Foth & Van Dyke

M:\03W009\msd\fulu\cn\fulu_slawren_11x17.mxd January 15, 2007 Drawn by: PEP1 Checked by: NPS

PREFERRED LAND USE

Town of Saint Lawrence, Waupaca County

Map Explanation

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

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

Source: Waupaca County, Wisconsin DNR, and Town of St. Lawrence. 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.

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

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

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

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8.5 Preferred Land Use Classifications

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

Agriculture 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: One unit per 20 acres. A maximum residential lot size of two acres is required. The use of cluster land division design (refer to Appendix A) in major subdivisions is required. Existing dwelling units at adoption would be exempt from the density requirement.
- ♦ 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.

Agriculture Retention (AR)

- ♦ Purpose: To preserve and promote a full range of agricultural uses and retain land for that use.
- ♦ Primary Goal: To prevent conversion of land identified as a valuable agricultural resource to uses that are not consistent with agriculture while optimizing agricultural production. Also, to encourage livestock and other agricultural uses in areas where soil and other conditions are best suited to these agricultural pursuits.
- ♦ Preferred Housing Density: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per five acres. A maximum residential lot size of two acres is required. The use of cluster land division design and a maximum development density are required in all major subdivisions. Existing dwelling units at adoption would be exempt from the density requirement.

- ♦ Preferred Use: Land for livestock production, cash cropping and specialty farming. All agricultural uses regardless of size.
- ♦ Discouraged Uses: The AR classification is not intended to be applied near moderately to densely populated areas.

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: One unit per 20 acres. A maximum residential lot size of two acres is required. The use of cluster land division design in major subdivisions is required. Existing dwelling units at adoption would be exempt from the density requirement. Note that 10 acres is the minimum enrollment for the MFL program.
- ♦ 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: A minimum lot size of two acres and a limit of disturbance of two acres supported by site plan review and optional clustering in cases of a subdivision plat.
- ♦ Preferred Use: Areas of possible farming or forestry operation expansions, but with consideration given to potential conflicts with residential use. Areas where farms are transitioning to more subsistence forms, to recreational use, to hobby farms or secondary farming operations. Areas where the conversion of productive agricultural land or woodland to some non-productive residential, commercial, or industrial uses are recognized.
- ♦ Discouraged Uses: Non-farm development that is not clustered or places undue strain on existing public services such as roads and support services.

Rural Commercial/Industrial (RCI)

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

Resource Protection (RP)

- ♦ Purpose: To identify lands that have limited development potential due to the presence of natural hazards, natural resources, or cultural resources. In the Town of St. Lawrence, this classification includes the general locations of regulatory wetlands (five acres and larger) and floodplains as well as a 100 foot buffer around lakes and rivers.
- ♦ 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 in the wetland and floodplain zone as well as in a 100 foot buffer on either side of the zone. 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 viewshed. Such uses might include active

or abandoned landfills, planned or existing mineral extraction sites, a large confined animal feeding operation, planned utility corridors, or planned arterial highway corridors. This classification is intended to be used as an overlay in a buffer around the intensive use, as other planned land uses may coexist with a willingness to accept the potential impacts of the intensive use. The size of the buffer should be specified by local policy language.

- ♦ **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. Where an intensive use provides benefits to a community (such as aggregate for construction, agricultural products and jobs, transportation, etc.), an IUO may be used to acknowledge the presence of that use and its right to continue into the future. The specific intent should be clarified by local policy language.
- ♦ **Preferred Housing Density:** To be determined by the underlying classification.
- ♦ **Preferred Use:** To be determined by the underlying classification. Recommended classifications include Resource Protection (RP), Agriculture Enterprise (AE), Agriculture Retention (AR), or Private Recreation and Forestry Enterprise (PVRF).
- ♦ **Discouraged Uses:** High or medium density residential (new) development. Existing residential uses should be allowed to continue.

Agriculture/Urban Interface (AUI)

- ♦ **Purpose:** To help plan for a multi-tiered, agriculture zoning system in response to Wisconsin Act 235, known as the Livestock Facility Siting Law. This classification will help protect cities, villages, and rural sanitary districts from potential health and safety issues associated with close proximity to large livestock farming operations. This classification will help protect agriculture operations from the land use conflicts associated with close proximity to urban and suburban growth and development areas.
- ♦ **Primary Goal:** To establish an area within ½ mile of the current boundaries of cities, villages, and rural sanitary districts where new livestock farming operations with fewer than 500 animal units will be allowed, but new operations with 500 or more animal units will not be allowed.
- ♦ **Preferred Housing Density:** To be determined by the surrounding agriculture classifications. Each town should set this density to be consistent with the densities allowed in its other agriculture areas. (Whatever the town had before this classification was introduced will be utilized as a density overlay.)
- ♦ **Preferred Use:** Crop farming, livestock farming with fewer than 500 animal units, and housing development at a density that is not in conflict with the continuation of agriculture.
- ♦ **Discouraged Uses:** Livestock farming operations with 500 or more animal units or housing development at a density that is in conflict with the continuation of agriculture.

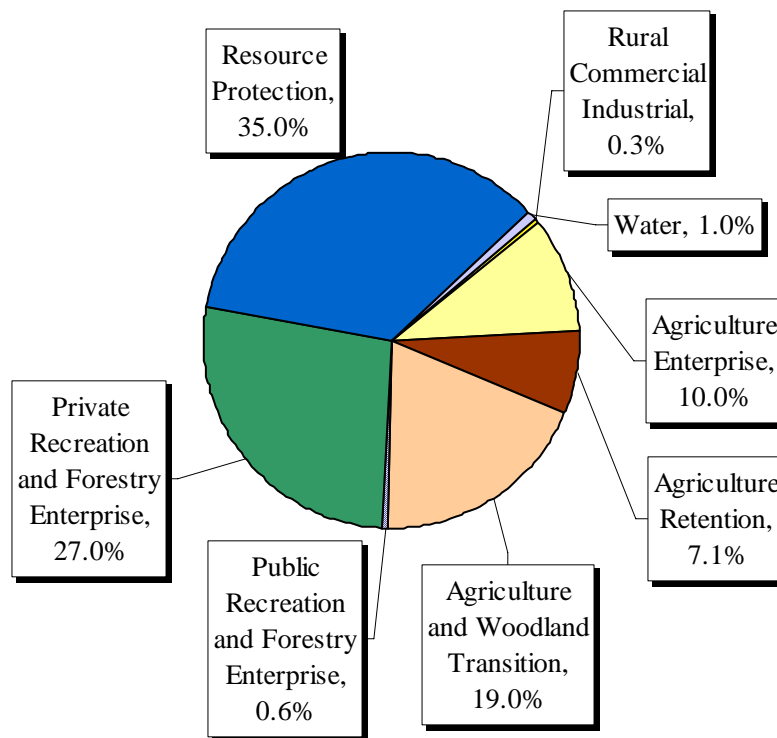
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

Table 8-4
Preferred Land Use, Town of Saint Lawrence, 2006

Preferred Land Use Classification	Acres	Percent of
		Total
Rural Commercial Industrial	76.1	0.3%
Agriculture Enterprise	2,259.5	10.0%
Agriculture Retention	1,619.2	7.1%
Agriculture and Woodland Transition	4,315.8	19.0%
Public Recreation and Forestry Enterprise	142.3	0.6%
Private Recreation and Forestry Enterprise	6,117.4	27.0%
Resource Protection	7,946.2	35.0%
Water	219.3	1.0%
Total	22,695.8	100.0%

Source: Town of Saint Lawrence, 2006. Note: Includes 418.7 Intensive Use Overlay acres and 678.9 Agriculture/Urban Interface acres.

Figure 8-3
Preferred Land Use, Town of Saint Lawrence, 2006



Source: Town of Saint Lawrence, 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 Saint Lawrence. 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.
- ♦ The loss of rural character in some locations.

Potential Land Use Conflicts

- ♦ Siting of solid or hazardous waste handling facilities.
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm.
- ♦ Residential development next to extraction land uses.
- ♦ The loss of rural character in some locations.

8.7 Opportunities for Redevelopment

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

- ♦ Goal H1
- ♦ Objectives H1a, H1b, and T2b
- ♦ Policies H1 and H2
- ♦ Various ANC recommendations

8.8 Land Use Goals and Objectives

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

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

Objectives

- 1.a. Establish preferred land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and to avoid future land use conflicts.
- 1.b. Establish preferred lot sizes and development densities for each preferred land use classification.
- 1.c. Establish land use decision making policies and procedures that ensure a balance between appropriate land use planning and the rights of property owners.

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

Objectives

- 2.a. Seek a pattern of land use that will preserve natural resources including active agricultural areas and productive forestry resources.
- 2.b. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be provided or expanded cost-effectively.
- 2.c. Utilize the existing road network to accommodate most future development.
- 2.d. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 2.e. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.f. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 2.g. Explore alternatives for the management of potentially controversial land uses such as mineral extraction, landspreading of waste products, wind energy towers, telecommunications towers, major power transmission lines, adult entertainment establishments, solid or hazardous waste facilities, and public recreation land uses.

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 At a minimum, the following characteristics shall be used to define a cluster design development:
- a. Residential lots or building sites are concentrated and grouped.
 - b. There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
 - c. The residual land is owned by one owner and restricted from further division and *restricted from future development*.
 - d. The lot size is reduced from what is normally required.
 - e. Within a cluster group, the lots or building sites are directly adjacent to each other.
 - f. Impervious surfaces are minimized and road width requirements are flexible (Source: Strategy ANC1, ANC3, ANC4, ANC5, LU6).
- LU2 Lots or building sites in a 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, ANC5, LU2, LU6).
- LU3 The existing road network and existing public facilities and services shall be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).
- LU4 Scattered residential development shall be prevented throughout the community (Source: Strategy LU6, LU7).
- LU5 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).

Policies: Town Directive

- LU6 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).

Policies: Development Review Criteria

- LU7 New development should be preferred within 500 feet of collector and local roads (Source: Strategy T2).
- LU8 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).
- LU9 Proposed conditional uses should 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).
- LU10 The Town of St. Lawrence permits properly conducted, non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative to existing or planned extraction sites or known concentrations of extractable, non-metallic minerals should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to exposure to: heavy truck traffic, noise, lights, fumes, dust, machinery operations, and blasting. The conditions described may occur as a result of extraction operations that are in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as a normal and necessary aspect of living in a rural area (Source: Strategy LU9).
- LU11 Conditional use permits for mineral extraction operations shall include restrictions for hours of operation that limit extraction, maintenance, and repair activities to a maximum of 6:00 a.m. to 6:00 p.m. Monday through Friday and 6:00 a.m. to noon on Saturday (Source: Strategy LU9).
- LU12 Conditional use permits for mineral extraction operations shall not permit extraction operations or the operation of equipment within 2,000 feet of existing residences without residents' permission (Source: Strategy LU9).

- LU13 Conditional use permits for mineral extraction operations shall not permit extraction areas within 100 feet of the edge of a town right-of-way (Source: Strategy LU9).
- LU14 Conditional use permits for mineral extraction operations shall include provisions for adequate screening of the site in order to help control noise and views (Source: Strategy LU9).
- LU15 Conditional use permits for extraction operations shall include a time limit for completion of the project to be determined by the town board (Source: Strategy LU9).
- LU16 The open area of a permitted extraction operation shall not exceed five acres (Source: Strategy LU9).
- LU17 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 order to ensure continuing compliance with the conditional use permit (Source: Strategy LU9).
- LU18 Conditional use permits for extraction operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation (Source: Strategy LU9).
- LU19 Commercial and industrial development shall be directed to RCI areas as designated on the Preferred Land Use Map (Source: Strategy LU10).
- LU20 Commercial and industrial development should be directed to areas where existing public facilities and services are adequate to support growth, are planned for expansion, or will be provided concurrent with development (Source: Strategy LU10).
- LU21 When multiple preferred land use classifications apply to a single parcel, the classification that is the least restrictive of development should apply with the exception of RP areas.

Recommendations

- ♦ 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).
 - Implement the town's site planning requirements and establish limits of disturbance regulations (Source: Strategy LU2).
 - Discourage scattered development (Source: Strategy LU7).
 - Better manage potentially conflicting land uses (Source: Strategy LU9).
- ♦ Utilize maximum development densities and a maximum residential lot size to achieve the management and limitation of growth and rural land consumption (Source: Strategy LU1, LU2, LU7).

- ▶ AE: One unit per 20 acres. A maximum residential lot size of two acres is required. The use of cluster land division design in major subdivisions is required. Existing dwelling units at adoption would be exempt from the density requirement.
 - ▶ AR: Non-farm residential or seasonal development could be accommodated at a density rate of one unit per five acres. A maximum residential lot size of two acres is required. The use of cluster land division design and a maximum development density are required in all major subdivisions. Existing dwelling units at adoption would be exempt from the density requirement.
 - ▶ PVRF: One unit per 20 acres. A maximum residential lot size of two acres is required. The use of cluster land division design in major subdivisions is required. Existing dwelling units at adoption would be exempt from the density requirement. Note that 10 acres is the minimum enrollment for the MFL program.
 - ▶ AWT: A minimum lot size of two acres and a limit of disturbance of two acres supported by site plan review and optional clustering in cases of a subdivision plat.
- ◆ 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).
 - ◆ Create a utility tower ordinance to implement the town's site planning policies (Source: Strategy LU2).
 - ◆ Create a utility accommodation ordinance to encourage the shared use of existing rights-of-way (Source: Strategy LU2).

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*.

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

Periodic Actions

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

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

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Annually review intergovernmental agreements for their effectiveness and efficiency (*Utilities and Community Facilities; Intergovernmental Cooperation* elements).
Responsible Party: Plan Commission, Town Board
Timing: Annually
2. Task: Meet annually with the Village of Ogdensburg to facilitate intergovernmental cooperation and communication (*Intergovernmental Cooperation* element).
Responsible Party: Town Board
Timing: Annually
3. Task: Evaluate fire protection staffing, training, and equipment needs annually (*Utilities and Community Facilities* element).
Responsible Party: Town Board
Timing: Annually

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Work with Waupaca County to revise the County Land Division Ordinance (*Housing; Transportation; Agricultural, Natural, and Cultural Resources; Economic Development; Utilities and Community Facilities; Land Use* elements).
Responsible Party: Plan Commission, Town Board
Timing: 2008
2. Task: Adopt a driveway ordinance (*Transportation* element).
Responsible Party: Plan Commission, Town Board
Timing: 2008
3. Task: Create site planning and limits of disturbance regulations (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission, Town Board
Timing: 2008
4. Task: Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (*Economic Development* element).
Responsible Party: Plan Commission, Town Board

Timing: 2008

5. Task: Work with Waupaca County to revise the County Zoning Ordinance and map (*Housing; Transportation; Agricultural, Natural, and Cultural Resources; Economic Development; Utilities and Community Facilities; Land Use* elements).
Responsible Party: Plan Commission, Town Board
Timing: 2008-2009
6. Task: Create a town land division ordinance (*Housing; Transportation; Agricultural, Natural, and Cultural Resources; Economic Development; Utilities and Community Facilities; and Land Use* elements).
Responsible Party: Plan Commission, Town Board
Timing: 2009
7. Task: Update mobile/manufactured home related ordinances (*Housing* element).
Responsible Party: Plan Commission, Town Board
Timing: 2009
8. Task: Adopt State DOT Facilities Development Manual specifications as town road construction specifications (*Transportation* element).
Responsible Party: Plan Commission, Town Board
Timing: 2009
9. Task: Create a right-to-farm ordinance and a minimum setback for non-farm residential development (*Agricultural, Natural, and Cultural Resources* element).
Responsible Party: Plan Commission, Town Board
Timing: 2009

Medium Term Actions

10. Task: Create a utility tower ordinance (*Utilities and Community Facilities; Land Use* elements).
Responsible Party: Plan Commission, Town Board
Timing: 2010
11. Task: Create a utility accommodation ordinance to encourage the shared use of existing rights-of-way (*Land Use* element).
Responsible Party: Plan Commission, Town Board
Timing: 2010
12. Task: Create impact assessment regulations (*Agricultural, Natural, and Cultural Resources; Transportation, Economic Development; Utilities and Community Facilities; Land Use* element).
Responsible Party: Plan Commission, Town Board
Timing: 2011

13. Task: Conduct an impact fee study and adopt an impact fee ordinance (*Utilities and Community Facilities* element).

Responsible Party: Plan Commission, Town Board

Timing: 2012

Strategic Planning Actions

Periodic Actions

1. Task: Utilize the WISLR system to update the road improvement plan (*Transportation* element).

Responsible Party: Town Board

Timing: Annually

2. Task: Pursue transportation improvement funding (*Transportation* element)

Responsible Party: Town Board

Timing: Annually

3. Task: Assess town staffing, equipment, and training levels (*Utilities and Community Facilities* element).

Responsible Party: Town Board

Timing: Annually

4. Task: Assess capacity and needs with regard to administrative facilities and services and public buildings (*Utilities and Community Facilities* element).

Responsible Party: Town Board

Timing: Every five years

Medium Term Actions

5. Task: Work with Waupaca County to create a county wide purchase or transfer of development rights program that guides growth to planned communities (*Land Use* element).

Responsible Party: Plan Commission, Town Board

Timing: 2011

6. Task: Develop a five-year road improvement plan (*Transportation* element).

Responsible Party: Plan Commission, Town Board

Timing: 2011

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

- ♦ Ordinance 1 – Regulating Junk Dealers, 1963
- ♦ Ordinances 6 and 6A – Regulation and Licensing of Dogs/Animals, 1981
- ♦ Ordinance 7 – Program for General Relief, 1982
- ♦ Ordinance 8 – Policy on Legal Settlement and Work Relief in General Relief, 1982
- ♦ Ordinance 9 – Trespass, 1984
- ♦ Ordinance 10 – Payment of Claims Against the Town, 1985
- ♦ Ordinance 11 – State Traffic Laws Adopted, 1985
- ♦ Ordinance 12 – State Alcohol Beverage Law Adopted, 1986
- ♦ Ordinance 13 – Building Permits where Taxes are Due, 1986
- ♦ Ordinances 14 and 16 – Road Name Changes, 1987, 1993
- ♦ Ordinance 15 – Use of Citations, 1989

Technical Recommendations

The town should follow the statutory procedure to create a code of ordinances to include all existing and future ordinances as components of a municipal code.

Zoning

Current Status

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

Recommended Changes

The Waupaca County Zoning Ordinance will be one of the key tools for implementing the town's plan, so the town will need to work closely with the county on the issues related to zoning after plan adoption. The town hopes to modify the county zoning ordinance to generally accomplish provision of improved preservation of natural resources, farmland, rural character, and green space, protection of the right to farm, efficiency in developments, management and limitation of rural land consumption, and a decrease in land use conflicts. This includes the need for many changes, including, but not limited to:

- ♦ Establish a 500 foot residential setback from active farming operations.
- ♦ Better address mobile homes, manufactured homes, and mobile home parks.
- ♦ Create multiple agriculture zoning districts that better preserve the best agriculture lands for agricultural use and create a targeted area for agricultural expansion.
- ♦ Create a targeted area for forestry enterprise.

The zoning ordinance should also include provisions for impact assessment. Major land divisions, commercial and industrial development, conditional uses, and other substantial development projects should be required to include an assessment of potential impacts to the

costs of providing community facilities, natural resources and green space, and the transportation system.

The town will need to work closely with the county to create new zoning districts and revise the zoning map in order to achieve the town's Preferred Land Use Map and associated development densities. Coordination on implementation of site planning requirements and limits of disturbance regulations is a must. Failure to have effective communication during the process of zoning ordinance revision and subsequent implementation will result in many plan recommendations not being fulfilled.

Land Division Regulations

Current Status

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

Town Ordinance 3 (Preserve Land Uses for Zoning Plan Development, 1977; Ordinance 18, Amendment to Ordinance 3, 2004) establishes a residential minimum lot size of five acres. No residential subdivision is allowed on Class I agricultural land without a permit from the town Board of Adjustment. This ordinance establishes the Town Board of Adjustment.

Technical Recommendations

Replace Ordinance 3 with proper land division and plan commission ordinances. A Board of Adjustment is not necessary.

Recommended Changes

Land division regulations will be another key tool for implementing the town's preferred land use plan. This could be achieved through the Waupaca County Subdivision Ordinance or through creation of a town ordinance. The town would prefer to accomplish as much as possible through the county ordinance, but realizes many potential deficiencies in using that approach. One specific consideration is implementation of the town's own minimum lot size requirement. A Chapter 236 Subdivision Ordinance is necessary to implement a lot size requirement (when not using zoning), and a plan commission is necessary to have a subdivision ordinance. There are more sound options than the current approach (see technical recommendations). If the county fails to address the following through its subdivision ordinance, then the town will.

In such case, the town ordinance would be created to address many recommendations including, but not limited to:

- ♦ Implement development density and lot size standards
- ♦ Require the use of cluster subdivision in major subdivisions
- ♦ Adhere to community policies for mobile homes, manufactured homes, and mobile home parks
- ♦ Require the execution of a development agreement when public roads or infrastructure is involved

- ♦ Require various impact assessments
- ♦ Require limits of disturbance identification.

The new ordinance should supersede Town Ordinance 3.

Adequate Public Facilities and Impact Fees

Current Status

Town Ordinance 17 (Impact Fees, 1996) authorized the town to impose impact fees on developers to help pay for the capital costs to accommodate land development. The ordinance identifies developments covered and facilities for which impact fees may be used. No fees are established by the ordinance.

Recommendations

The town should conduct an impact fee study and amend the impact fee ordinance consistent with the policies of this plan and Wisconsin Act 477. The town should also develop an ordinance that addresses utility accommodation.

Right to Farm

Current Status

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

Recommendations

The town should adopt a right to farm ordinance.

Site Plan and Design Review

Current Status

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

Recommended Changes

The town should establish requirements for site plan approval of proposed commercial, industrial, institutional, single family, and multi-family developments.

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 currently see the need for an official map.

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

The town does not currently see the need for sign regulations, but the site plan and design review standards mentioned above should apply to sign design.

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

Recommended Changes

The town does not currently see the need for erosion control and stormwater management ordinances.

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 does not currently see the need for historic preservation ordinances.

Building, Housing, and Mechanical Codes

Current Status

Town Ordinance 2 (Building Code, 1965) establishes local building permit requirements for the construction, enlargement, alteration, and relocation of buildings and establishes the office of building inspector. Required specifications are detailed for residential dwellings, seasonal dwellings, and mobile homes. The code does not specifically indicate that the state Uniform Dwelling Code has been adopted.

Technical Recommendations

The Building Code should be modified to clearly adopt the provisions of the Uniform Dwelling Code.

Recommended Changes

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

Sanitary Codes

Current Status

Town Ordinance 5 (Public Nuisance, 1981) defines situations that constitute public nuisances and authorizes the town to abate such nuisances. Nuisances addressed by the ordinance include health hazards, morals and decency, peace, and safety situations. Enforcement and penalty provisions are included.

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

Recommended Changes

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

Driveway and Access Controls

Current Status

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

Recommended Changes

Adopt a driveway ordinance to implement access control and emergency access policies.

Road Construction Specifications

Current Status

Town Ordinance 4 (Acceptance of Private Roads, 1981) establishes the conditions under which the town will accept a private road constructed in residential areas. It establishes road construction specifications including minimum standards for width, grade, ditching, base course, surface course, and culverts. The ordinance does not require roads to be blacktopped, and the standards do not vary based on surrounding land use or expected traffic flows.

Technical Recommendations

Amend this ordinance to clearly require blacktop.

Recommended Changes

Adopt State DOT Facilities Development Manual specifications as town road specifications.

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

- ♦ Pursuit of grant funding for capital improvements, especially roads (*Transportation* element).
- ♦ Road improvement planning (*Transportation* element).
- ♦ Use of impact fees (*Utilities and Community Facilities* element).
- ♦ Intergovernmental cooperation with Ogdensburg and Waupaca County (*Intergovernmental Cooperation* element).
- ♦ Comprehensive plan evaluation and update (*Implementation* element).
- ♦ Periodic assessment of administrative and service capacity (*Utilities and Community Facilities* element).
- ♦ Work with the county to develop a county-wide purchase or transfer of development rights program (*Agricultural, Natural, and Cultural Resources; Land Use* element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

The Town of Saint Lawrence 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 Saint Lawrence 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

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
-

Agricultural, Natural, and Cultural Resources

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

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

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

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

The Town of Saint Lawrence 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)
 - ♦ UCF1: Create efficiencies in the cost of providing services and facilities (control taxes)
 - ♦ UCF3: Create intergovernmental efficiencies for providing services and facilities
 - ♦ UCF5: Preserve the existing level and quality of community facilities and services
 - ♦ UCF6: Preserve the quality of outdoor recreational pursuits
 - ♦ UCF7: Create additional public recreation facilities
 - ♦ UCF8: Create opportunities to maximize the use of existing infrastructure
 - ♦ ANC1: Preserve agricultural lands
 - ♦ ANC2: Preserve the right to farm
 - ♦ ANC3: Preserve active farms
 - ♦ ANC4: Preserve natural resources and/or green space
-

- ♦ ANC5: Preserve rural character
- ♦ ANC6: Create targeted areas for farming expansion
- ♦ ANC7: Create targeted areas for forestry expansion
- ♦ ED1: Change community conditions for attracting business and job growth
- ♦ IC1: Create intergovernmental efficiencies for providing services and facilities
- ♦ IC2: Create a cooperative approach for planning and regulating development along community boundaries
- ♦ IC3: Preserve intergovernmental communication
- ♦ LU1: Preserve the existing landscape by limiting growth
- ♦ LU2: Preserve valued features of the landscape through site planning
- ♦ LU6: Create an overall pattern of growth that is clustered
- ♦ LU8: Preserve the influence of market forces to drive the type and location of development
- ♦ LU9: Create a system of development review that prevents land use conflicts

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

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

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

9.7 Implementation Goals and Objectives

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

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

Objectives

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

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

Objectives

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

9.8 Implementation Policies and Recommendations

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

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

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

Policies: Town Directive

- I1 The town shall maintain the comprehensive plan as an effective tool for the guidance of town governance, and will update the plan as needed to maintain consistency with state comprehensive planning requirements (Source: Basic Policies).
- I2 Town policies, ordinances, and decisions shall be made in conformance with the comprehensive plan to the fullest extent possible (Source: Basic Policies).
- I3 Areas of the plan which are likely to be disputed or litigated in the future should be reviewed by the town attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

- ♦ Develop and maintain an action plan that identifies specific projects that are to be completed toward the implementation of the comprehensive plan. An action plan identifies an estimated time frame and responsible parties for each project or action (Source: Basic Recommendations).
- ♦ Review the comprehensive plan annually (in conjunction with the town budgeting process) for performance on goals, objectives, policies, and recommendations, for availability of updated data, and to provide an opportunity for public feedback. This review does not need to be as formal as the comprehensive review required at least every 10 years by Ch. 66.1001, Wisconsin Statutes (Source: Basic Recommendations).
- ♦ Conduct a comprehensive plan update at least every five years (Ch. 66.1001, Wisconsin Statutes require such a review at least every 10 years). All components of the plan should be reviewed for applicability and validity (Source: Basic Recommendations).

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Appendix A

Existing Land Use Classifications and Development Potential Scenarios

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Waupaca County Comprehensive Planning Existing Land Use Code Key

Residential

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

Multi-Family Housing

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

Mobile Home Parks

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

Farmsteads

- ◆ Farm Residences
 - ◆ Mowed Land Surrounding Houses
-

Group Quarters and Elder Care

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

Commercial

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

Agriculture

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

Other Open Land

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

Parks and Recreation

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

Woodlots

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

Utilities

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

Institutional

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

Industrial

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

Mines/Quarries

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

Transportation

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

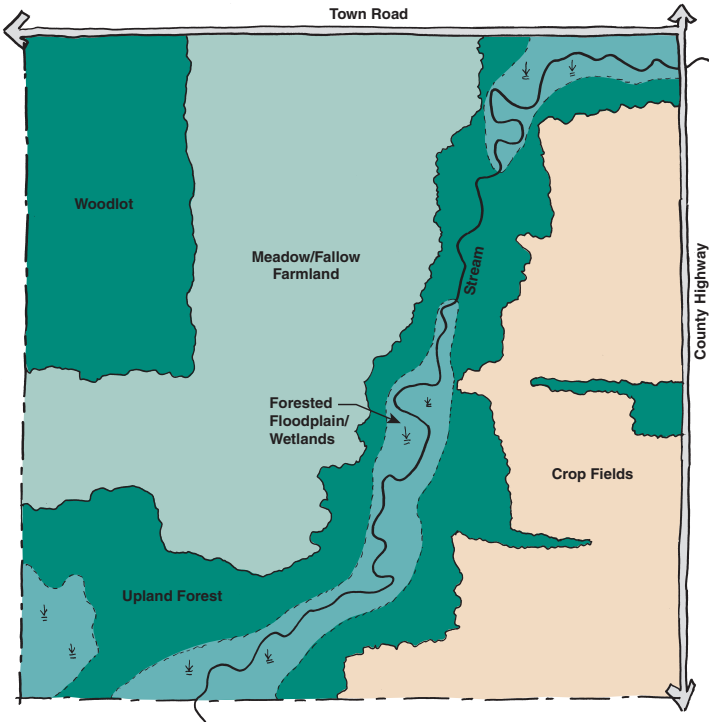
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family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

Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 40 Acres

◆ Undeveloped Site – 160 Acres

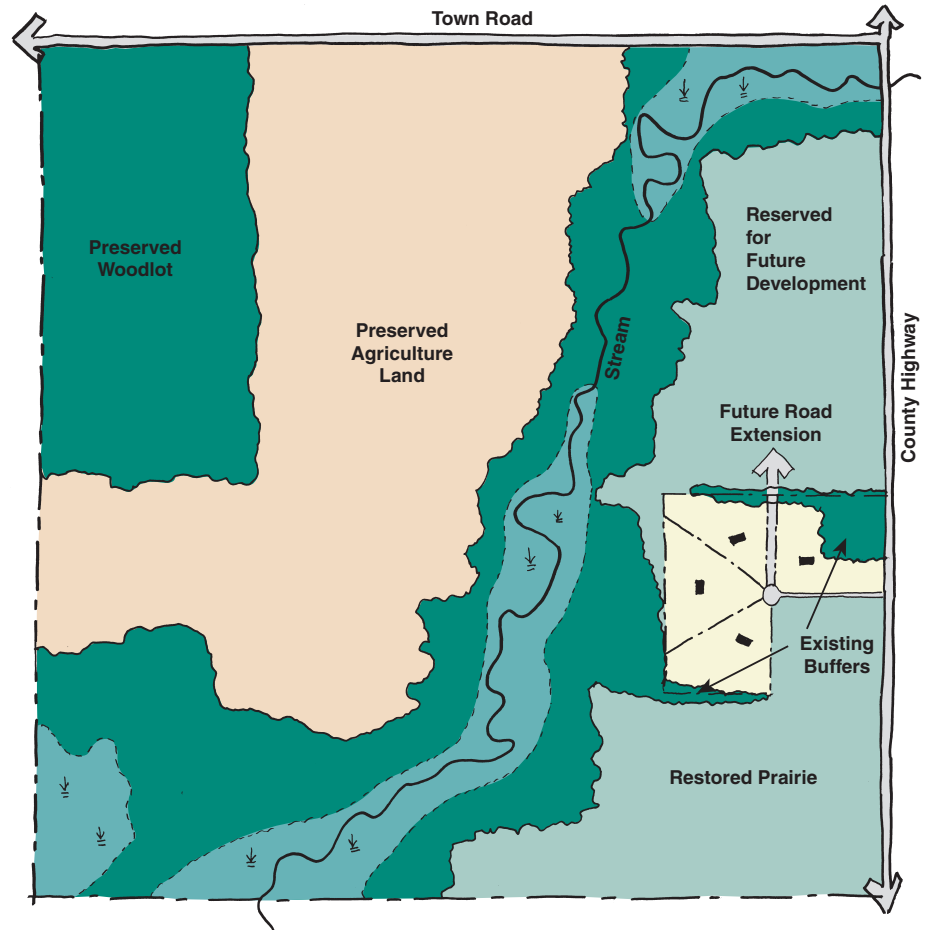
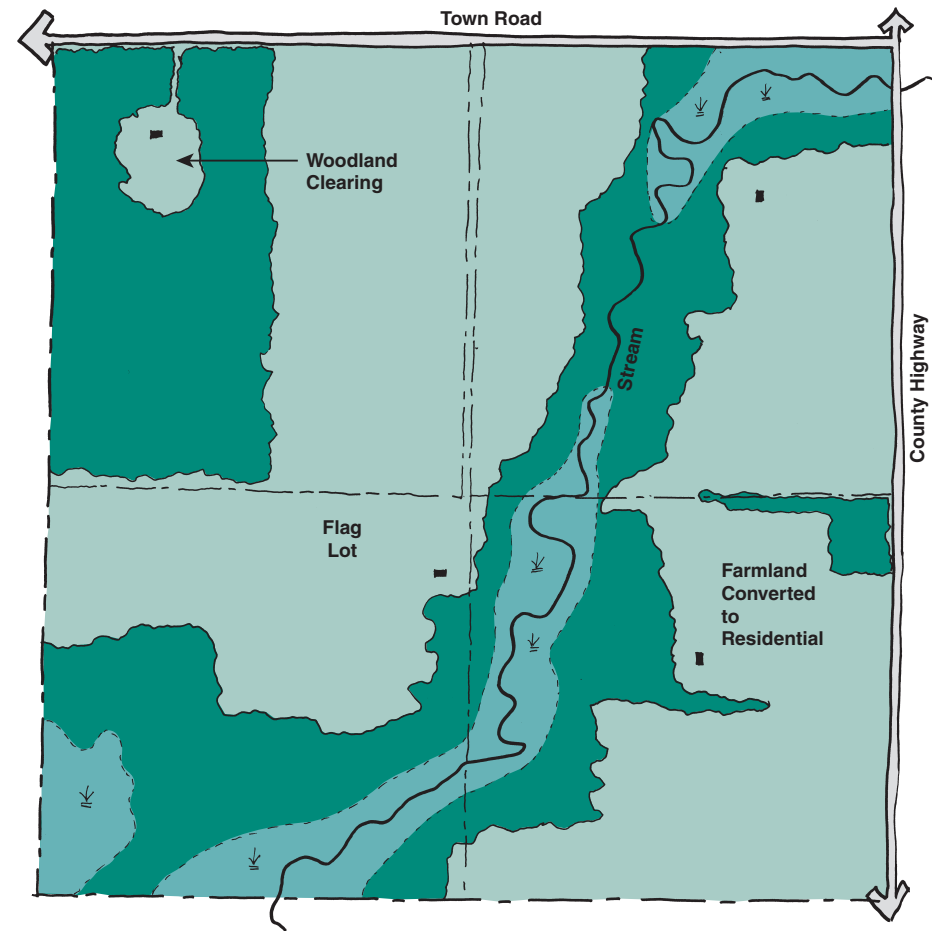


Conventional Development

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

Conservation Development

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

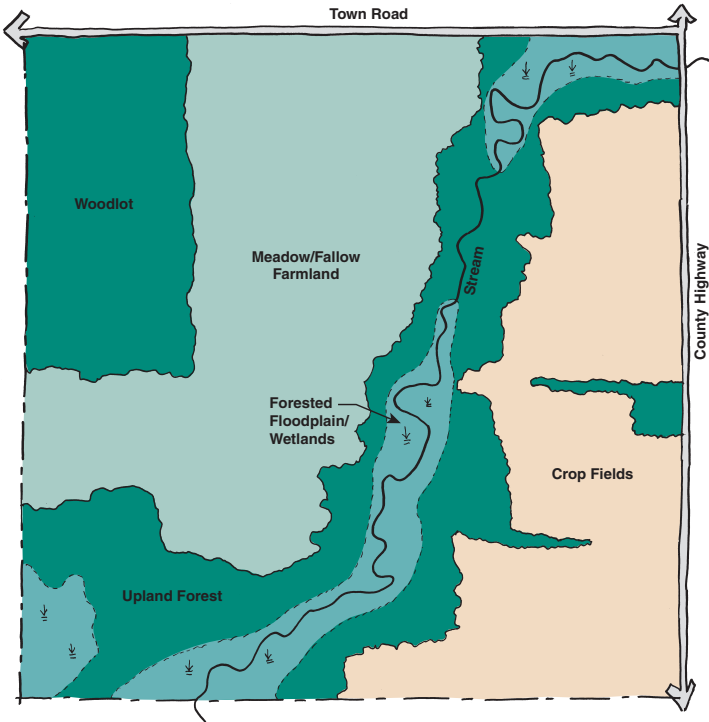


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres

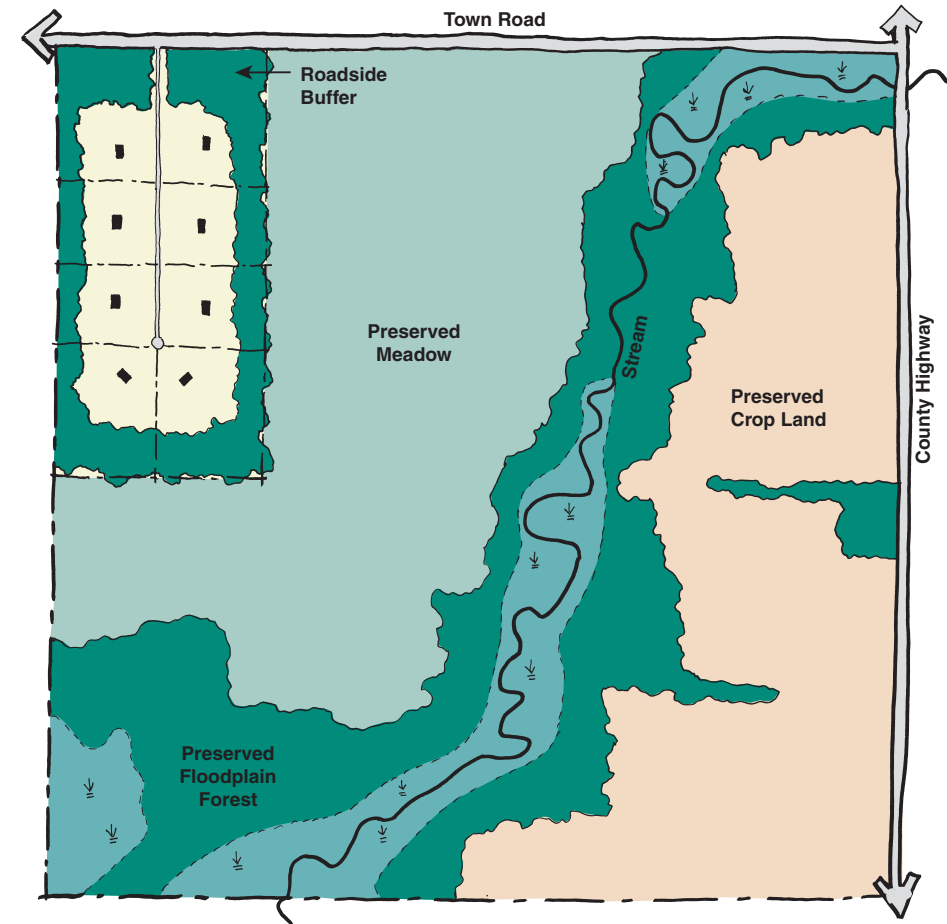
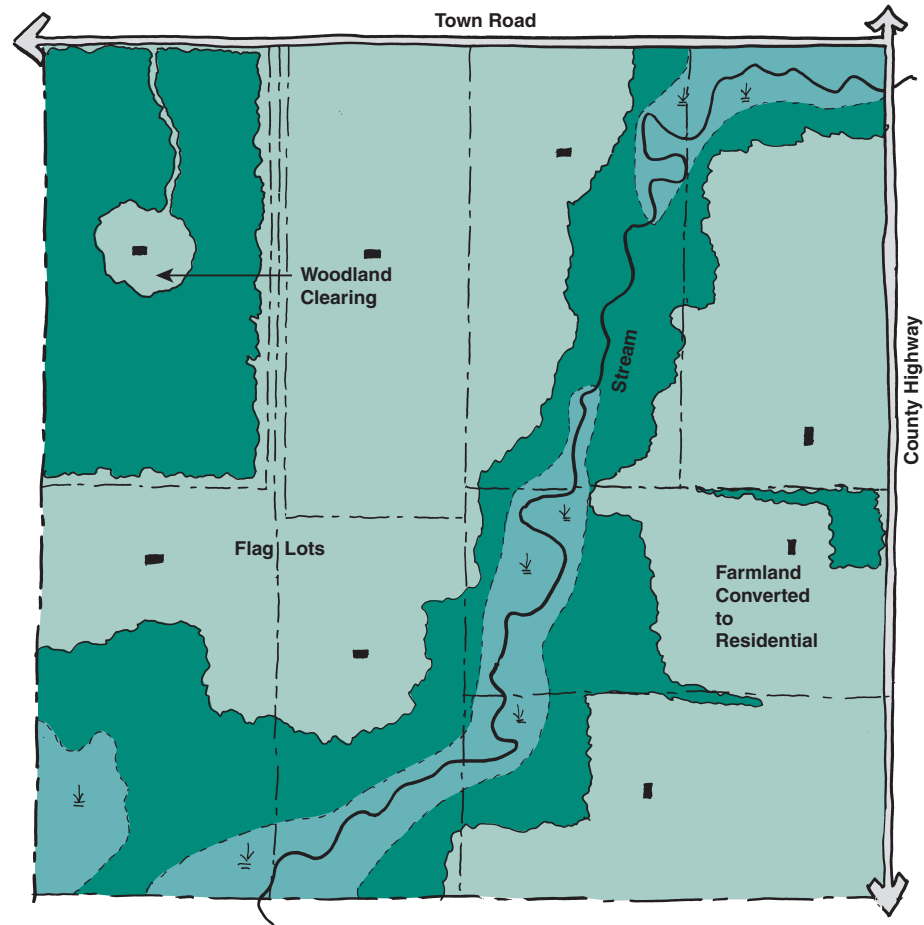


Conventional Development

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

Conservation Development

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

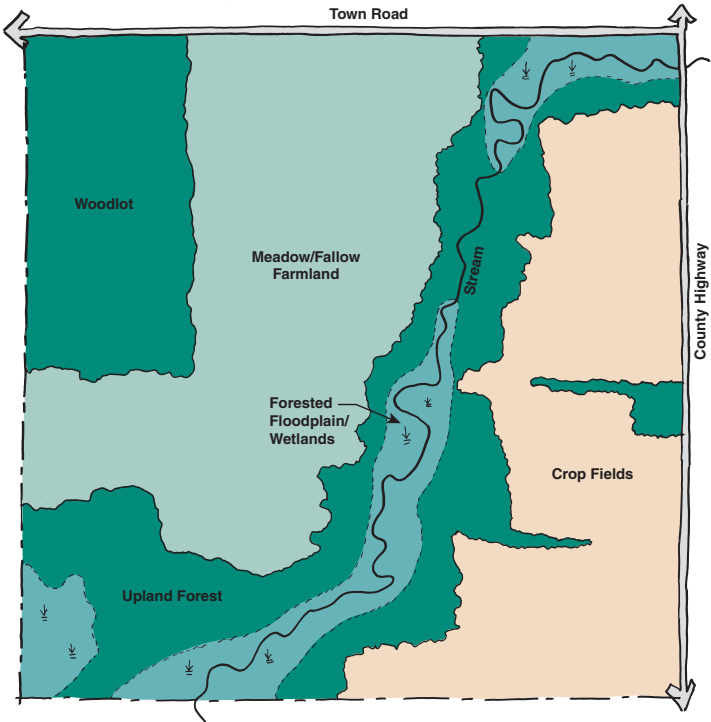


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres

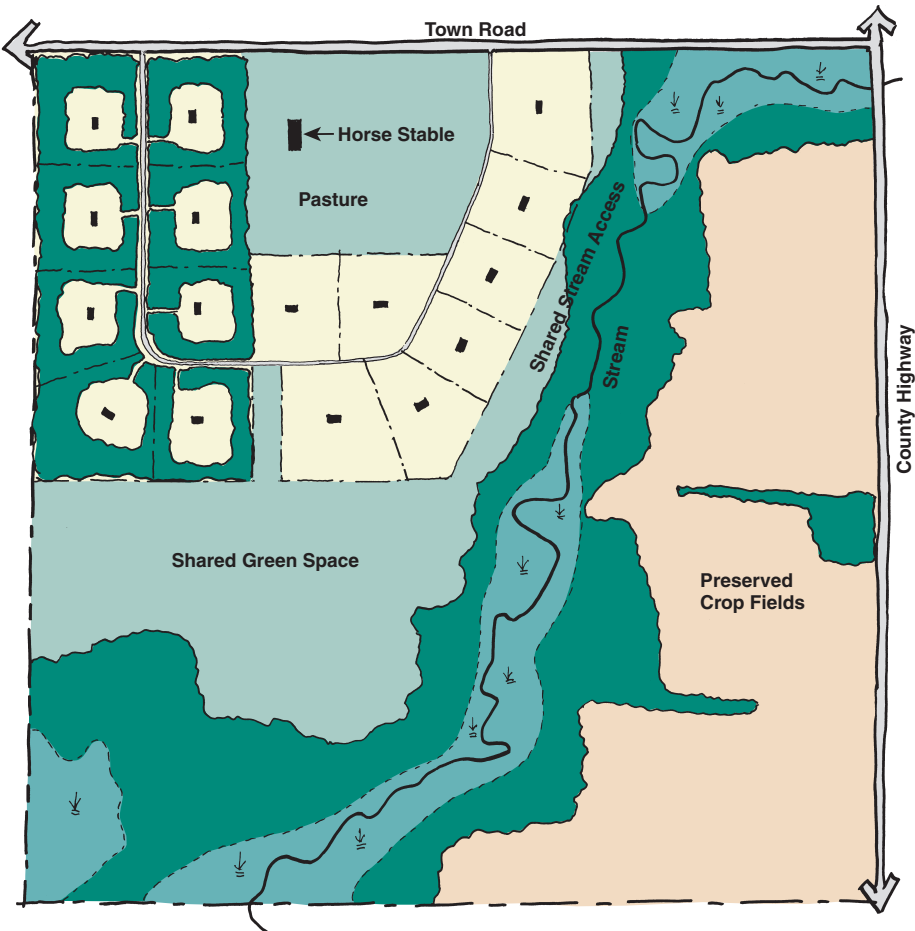
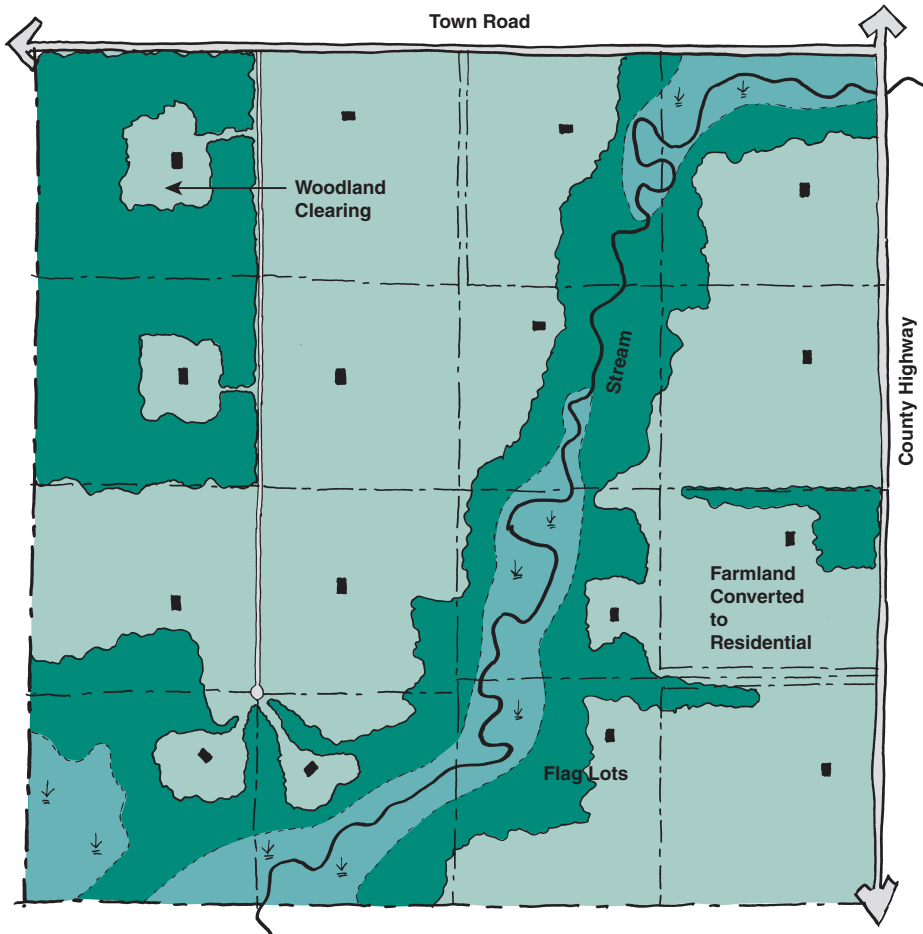


Conventional Development

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

Conservation Development

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

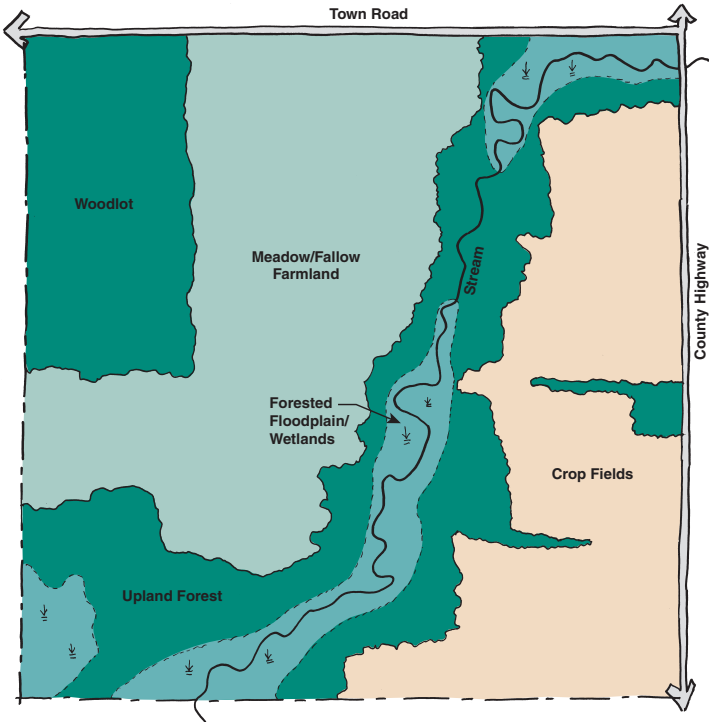


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres

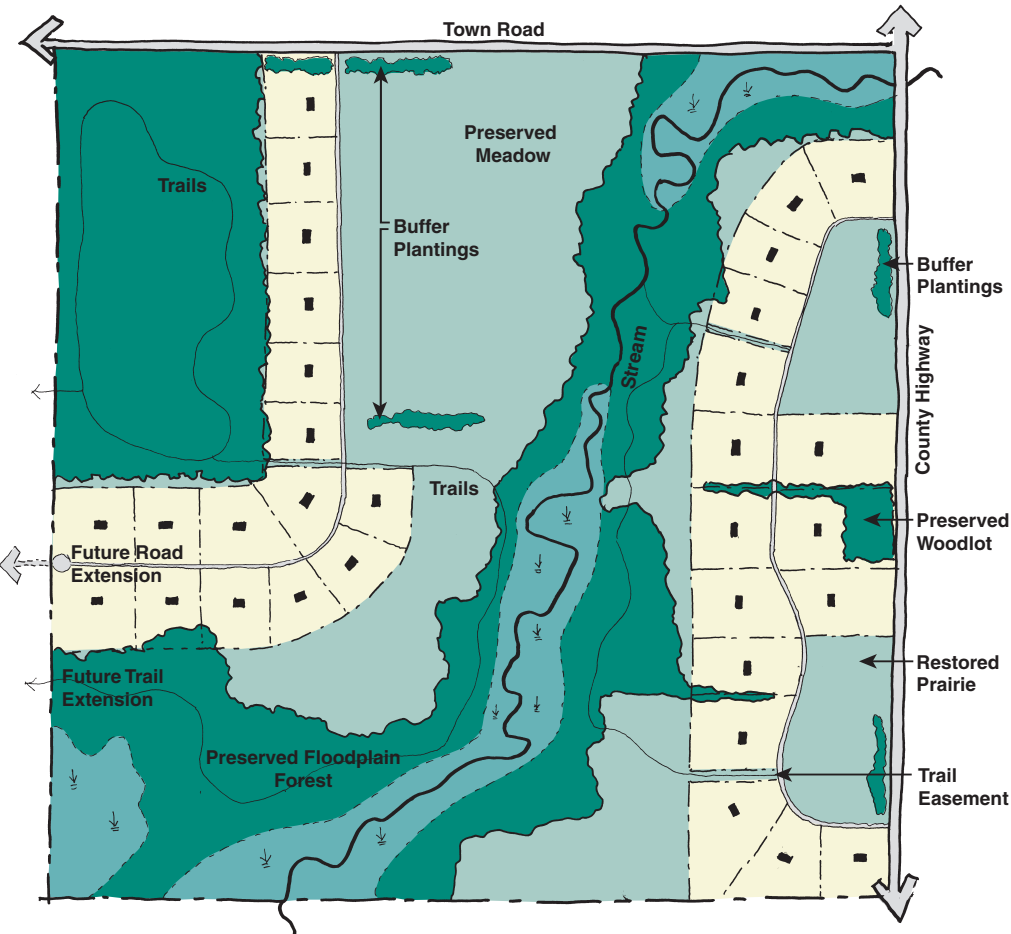
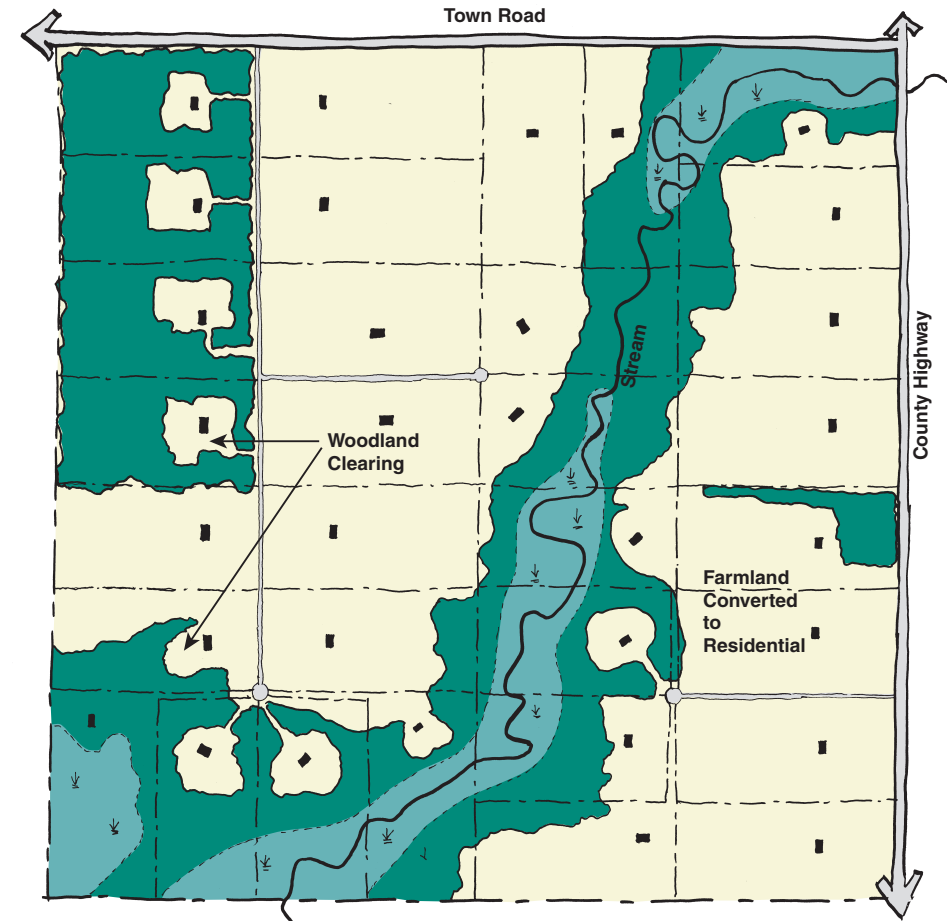


Conventional Development

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

Conservation Development

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

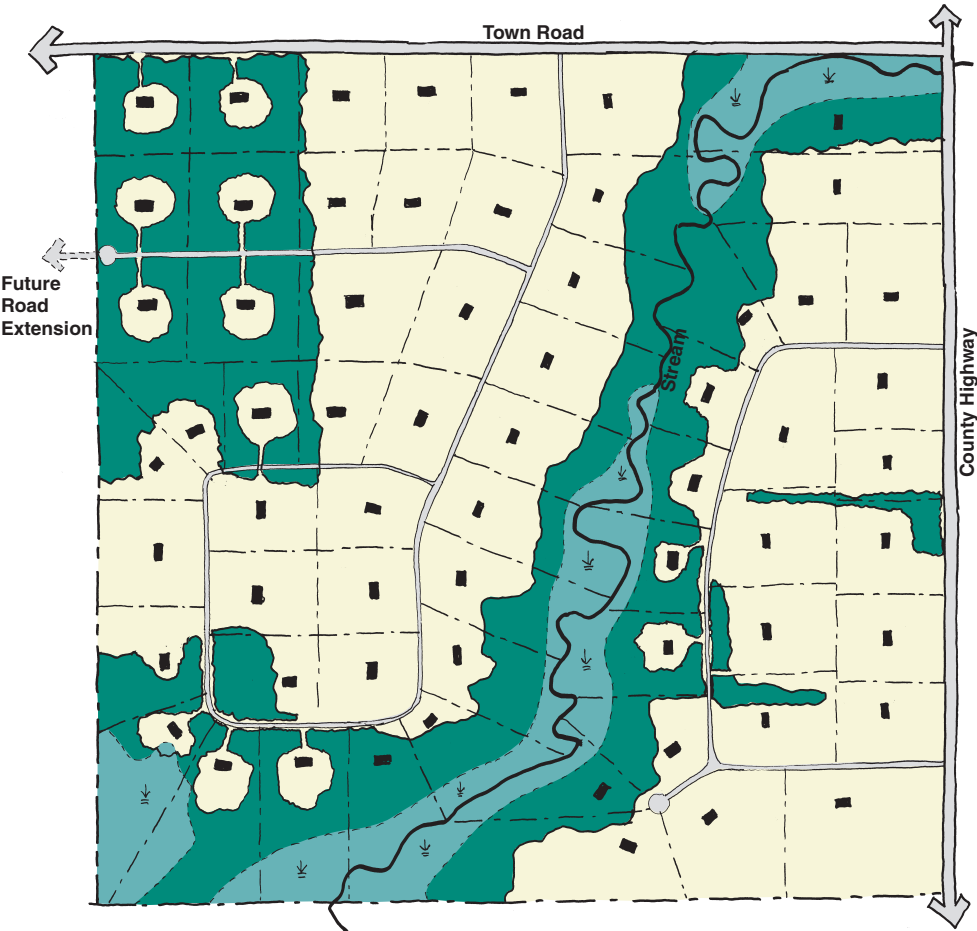
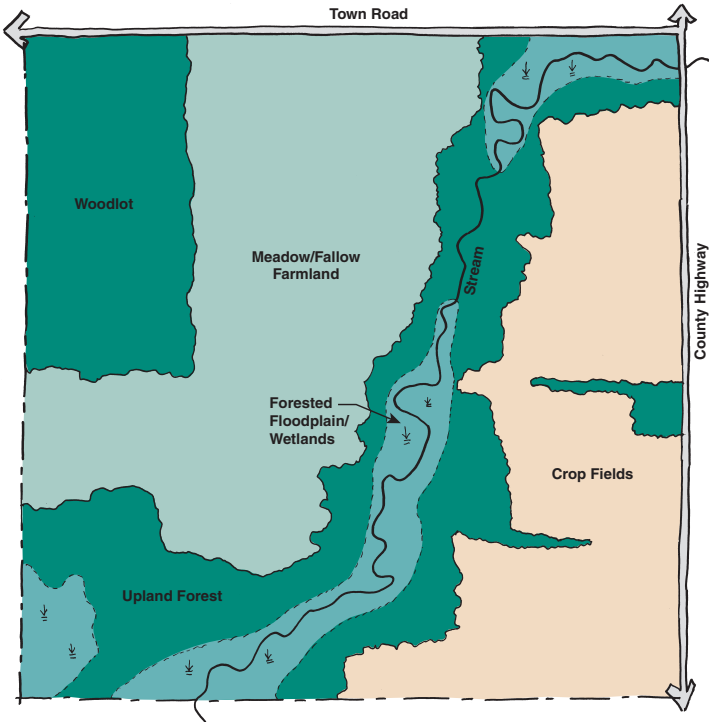


Waupaca County Comprehensive Planning

Rural Land Development Potential

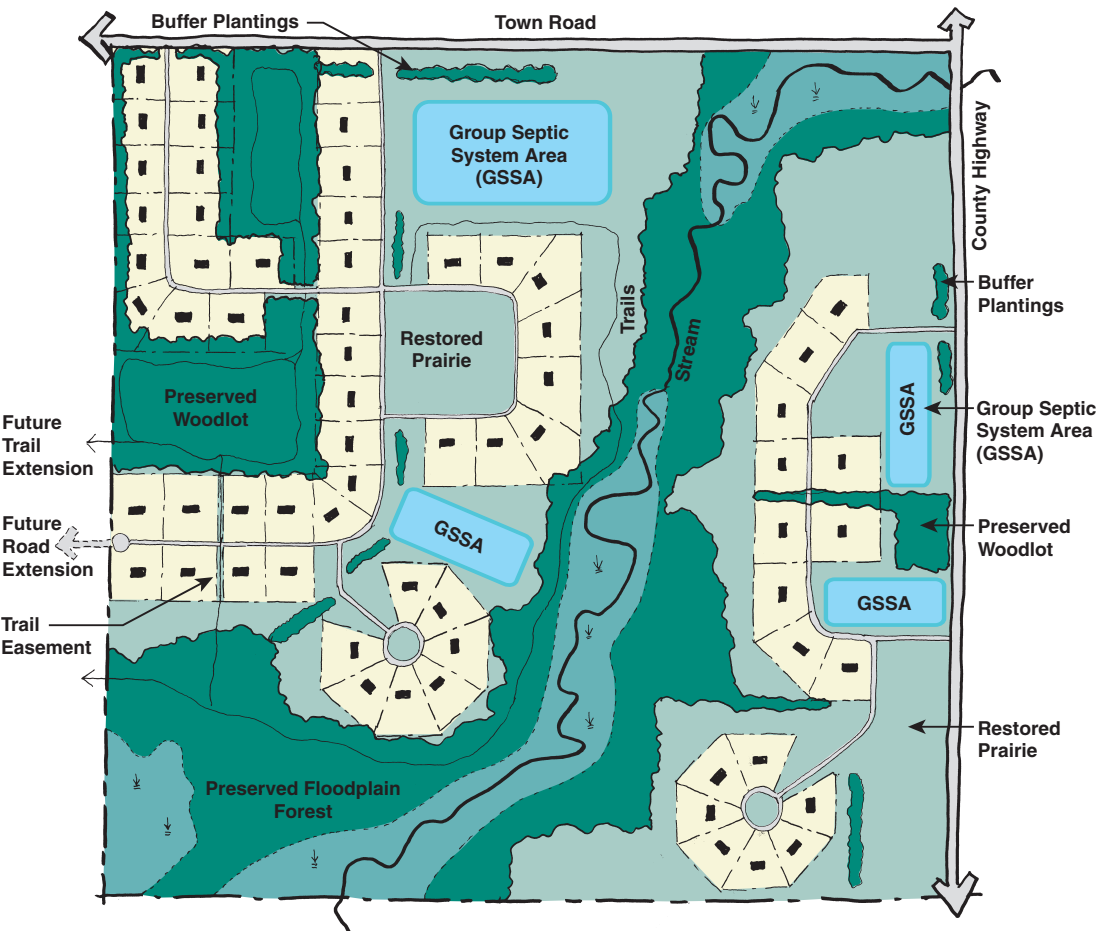
Density Scenario = 1 Unit Per 2.5 Acres

◆ Undeveloped Site – 160 Acres



Conventional Development

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



Conservation Development

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

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Appendix B

Public Participation Plan and Survey Results

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June 14, 2004

Resolution No. 2-04

**A Resolution by the Governing Body of
the Town of St Lawrence
Adopting a Public Participation and Education Plan**

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


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

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

NOW, THEREFORE, BE IT RESOLVED, that the attached Public Participation and Education Plan is adopted by the Town of St Lawrence 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 16th day of June, 2004.

APPROVED by a vote of: 3 ayes 0 nays



(Chair of The Town of St Lawrence)



Attest

TOWN OF ST. LAWRENCE

WAUPACA COUNTY, WISCONSIN

RESOLUTION 1-04

ADOPTION OF VILLAGE POWERS

WHEREAS, the Town of St. Lawrence desires to make a restatement of their desire to adopt village powers, as they did in Resolution 1-77,

THEREFORE, at the April 13, 2004 town meeting of the Town of St. Lawrence, Waupaca County, Wisconsin, by a majority vote of the eligible electors voting at the duly assembled annual meeting, do resolves and orders as follows:

Pursuant to s. 60.10(2)(c), Wisconsin Statutes, the town board of the Town of St. Lawrence is authorized to exercise powers of a village board under s. 60.22 (3), which powers shall be a general and continuing power for the town board.

The town clerk shall properly post or publish this resolution as required under s. 60.80, Wisconsin Statutes, within 30 days of the below noted adoption date.

Adopted this 13th day of April, 2004

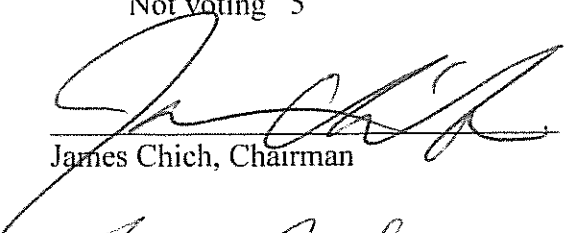
Number of town electors authorized to vote at the meeting 17

Ayes 12


Nayes 0

Abstaining 0

Not voting 5



James Chich, Chairman



Fred Reckrey, Clerk

St Lawrence Township Comprehensive Plan Public Participation and Education Plan

Adopted by the St Lawrence Township and its Board
June 14, 2004

Acknowledgements

In accordance with State law, the **St Lawrence Township** and its Planning Committee 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 involved the public include:

Stanley Boutwell

Ramona Golla Kolosso

Jim Hlaban

Dale Lightfuss

Hélène Pohl

Pat Timm

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Appendix

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

St Lawrence Township 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 St Lawrence Township fully believe in and are committed to the promise of a representative democracy. To that end, the St Lawrence Townboard 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.

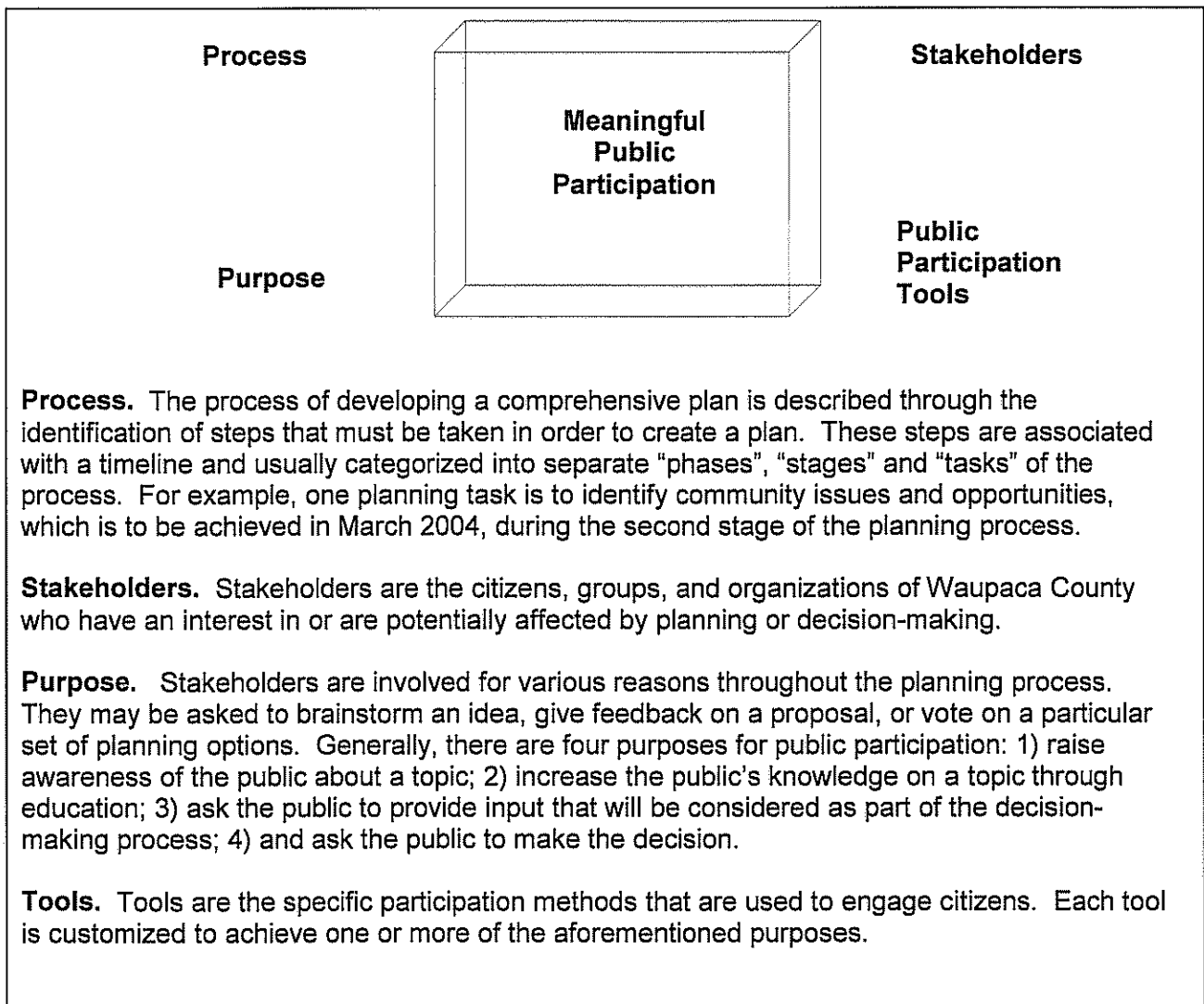
The St Lawrence Township has reviewed the Waupaca County Public Participation and Education Plan and feels that the public participation tools that will be implemented throughout Waupaca County per the guidance provided in the document effectively attempt to include the public in the planning process. The St Lawrence Township will support the public participation tools included in the Waupaca County Public Participation and Education plan, post all public meetings, and implement additional public participation strategies as included in part III. C. of this document.

II. The Public Participation Process

A. The 4 Dimensions of Public Participation

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

Figure 1. 4-Dimensions of Public Participation



1. The Process Dimension

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

2. The Stakeholder Dimension

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

Table 1. Stakeholder Analysis

Housing Element

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

Cultural / Historical Preservation Element

- 1) Area Historical Societies
 - a) Waupaca
 - b) Marion
 - c) Iola
 - d) Scandinavia
- 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) **Exotic farms**
 - 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/ATV Clubs**
- 7) County Land Conservation Department
- 8) Parks Departments
- 9) **Tree farmers and forest growers**

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/ATV 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

Table 1. Stakeholder Analysis (continued)

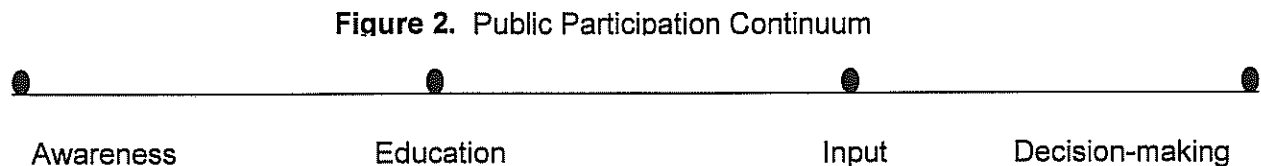
<u>Economic Development Element</u>
1) Commercial – Retail - Tourism
2) Industrial/Manufacturing – Large - Small
3) Chambers of Commerce
4) Department of Transportation
5) Lumber Companies
6) Airport
7) Golf Courses
8) Individual timber owners
<u>General</u>
1) School Districts – Administration
2) Youth
3) Retirees - Seniors
4) Service Clubs (e.g., Rotary, Kiwanis, Lions)
5) Religious Groups

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.



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 St Lawrence Township 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 three parts. Part A describes the tools that will be used to raise awareness county-wide throughout the planning process. Part B describes tools that will be used to educate, gather input, and involve citizens in decision-making county-wide during each distinct stage in the process. Part C. describes tools that will be implemented in the St Lawrence Township.

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.)

25 extra copies will be made available at the Ogdensburg Post Office, at regular town board meetings, and at the annex on election days.

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.

Mass Media

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

Public Notice and Comment

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

B. Public Participation Tools by Planning Stage

Stage 1: Pre-planning

Tasks to be Achieved:

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

Tools to be Used:

County Board (used for decision-making)

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

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

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

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

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

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

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

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

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

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

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

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

Local Governmental Units (used for decision-making)

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

- ✓ adopting Village Powers (if applicable).

Stage 2: Education and Background Information Gathering

Tasks to be Achieved:

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

Tools to be Used:

Local Governmental Units (used for decision-making)

During this stage, local governmental units are responsible for:

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

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

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

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

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

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

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

Stage 3: Identification of issues, opportunities and desires

Tasks to be Achieved:

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

Tools to be Used:

Slogan Contest (used for awareness raising and education)

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

Survey (used for input gathering)

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

Focus Groups (used for input gathering)

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

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

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

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

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

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

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

Stage 4: Element Education and Setting Goals and Measurable Objectives

Tasks to be Achieved:

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

Tools to be Used:

Education Programs (used for education)

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

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

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

Stage 5: Constraints Identification

Tasks to be Achieved:

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

Tools to be Used:**Education Programs (used for education)**

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

Focus Groups (used for input gathering)

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

Core Planning Committee (used for decision-making)

The CPC will choose constraints for the County Comprehensive Plan.

Cluster Committees (used for decision-making)

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

Newspaper Flyer (used for awareness)

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

Stage 6: Land Use Goals, Objectives, and Mapping**Tasks to be Achieved:**

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

Tools to be Used:**Core Planning Committee (used for input gathering and decision-making)**

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

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

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

Stage 7: Decision-making and Policy and Program Development

Tasks to be Achieved:

- ✓ Recommend plan policies, programs, and implementation tools

Tools to be Used:

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

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

Core Planning Committee (used for decision-making)

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

Stage 8: Document Revision and Approval

Tasks to be Achieved:

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

Tools to be Used:

Local Committees/Commissions (decision-making)

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

Open House (used for input gathering)

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

Public Hearing (used for input gathering)

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

Local Governmental Units (used for decision-making)

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

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

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

Public Hearing (used for input gathering)

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

County Board (used for decision-making)

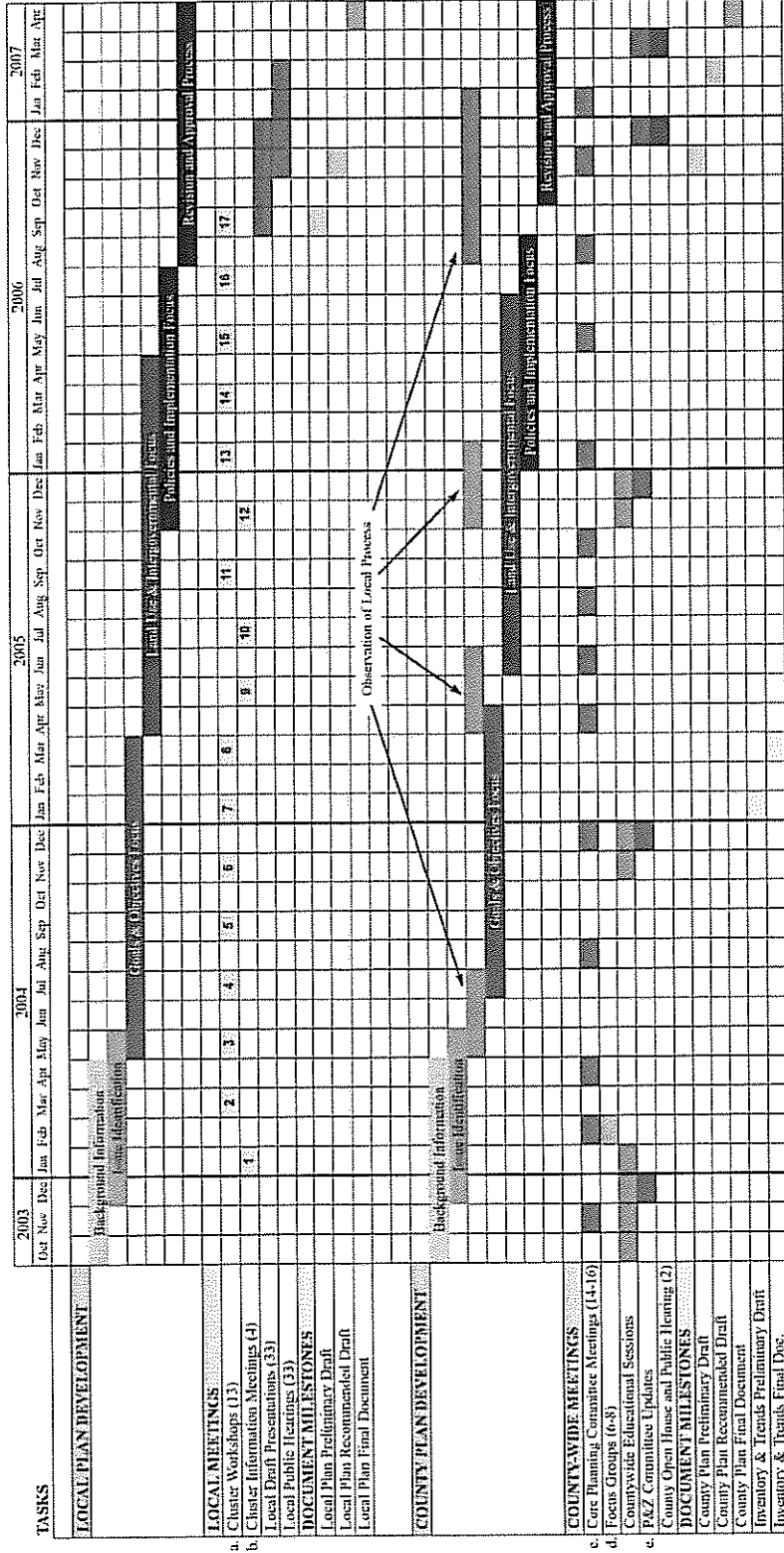
The County Board will adopt a County Comprehensive Plan through an ordinance.

C. Public Participation Tools to be Implemented by the St Lawrence Township

Until the final adoption of the St Lawrence township and county plans, folders containing an up-to-date and organized record of all meetings and decisions will be kept at the Ogdensburg Post Office, with the St Lawrence township Clerk, and with the St Lawrence appointed chair to the Comprehensive Planning Core Committee.

Appendix 2. Waupaca County Comprehensive Plan Recommended Project Schedule

MONTHS



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

6/5/11/23-03

Appendix 3. Waupaca County Comprehensive Plan Recommended Cluster Meeting Schedule

Background Information and Issue Identification

1. Cluster Informational Meeting

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

2. Cluster Workshop

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

Goals & Objectives Focus
Natural & Cultural Resources

3. Cluster Workshop

- ♦ Present information on Natural & Cultural Resources

- ◆ Develop Natural & Cultural Resource goals and objectives

4. Cluster Workshop

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

Utilities & Community Facilities, Transportation, Economic Development

5. Cluster Workshop

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

6. Cluster Workshop

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

Agriculture, Housing

7. Cluster Workshop

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

8. Cluster Workshop

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

Land Use & Intergovernmental Focus

9. Cluster Informational Meeting

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

10. Cluster Informational Meeting

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

11. Cluster Workshop

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

12. Cluster Informational Meeting

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

Policies and Implementation Focus

13. Cluster Workshop

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

14. Cluster Workshop

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

15. Cluster Workshop

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

16. Cluster Workshop

- ◆ Discuss action plan
- ◆ Finalize implementation strategy

Revision and Approval Process

17. Cluster Workshop

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

IMPLICATIONS OF ACT 235 FOR COMMUNITIES, FARMERS & EDUCATORS TALKING POINTS FOR ANRE WISLINE, JULY 16, 2004

IMPLICATIONS FOR COMMUNITIES & COUNTIES

- "Ag siting" as defined under Act 235 is one component in the local/county land use decision framework affecting agricultural operations. **Think of ag siting as one tool in the regulatory toolbox** that county & local govts will use to manage the potential impacts of farms and feedlots.
- Keep in mind that counties and municipalities will be mixing & matching their "ag siting" options with manure storage facility regs, land use and zoning permits, building & other state codes. Counties are thinking now about how they can cover all sizes of farm and feedlot operations with **comprehensive permit regimens**. (Some counties have been working on this for a while.)
- Counties and municipalities with significant staff resources will see an **increasing demand for communication and collaboration between planners, zoning administrators, resource conservation staff, and UWEX educators** to address 1) the increasing complexity of land use decisions and 2) the multi-disciplinary nature of emerging issues.
- The **need for improved communication and collaboration between county and local (especially town) governments** will increase due to the:
 - presence of local comprehensive plans
 - legal requirement starting in 2010 for consistency between an adopted comprehensive plan and actions taken by the adopting unit
 - overlapping jurisdictional authorities affecting farm siting, expansion and operations
- **Some rural towns may find the resource commitments and local politics of a more complex ag siting program more than they want to deal with.** Look for these local units to work more closely with their counties. Exurban towns with land use experience and staff resources may be more comfortable with this emerging regulatory role.

IMPLICATIONS FOR FARMERS

- **Farmers will likely be dealing with more process and more permit requirements over the next few years.**
- The **cost (in time, in dollars, in staff and other resources) of meeting the requirements of local/county regulations will increase with facility size.** (This is already happening.)
- **Farmers, as a relatively small group of pivotal landowners, need to be involved in comprehensive planning at every level of jurisdiction** (including urban municipalities whose policies and actions affect neighboring towns) and in plan implementation activities as well, such as ordinance and program development. Farmers' involvement is enhanced when in addition to understanding and stating their own interests, they can understand & articulate the larger community interest.

IMPLICATIONS FOR UWEX/ANRE EDUCATORS

- In my view, the **intersection of farm modernization/expansion and land use offers many opportunities for Ag Educators.** As farms expand, residential development continues apace in rural areas, rural comprehensive plans are developed & implemented, groundwater quantity and quality issues abound, etc. - ag educators have the client networks, the technical background, and the cultural comfort level to help communities and farmers address these important changes. The notion that Ag Educators should become Junior CRD Educators, in my view, is misguided and misses the strengths that ANRE faculty/staff bring to the issues.
- There are **numerous opportunities for program collaborations between ANRE & CNRED faculty/staff.**
- **Program directions for ANRE and/or CNRED faculty include:**
 - Content and process support for Comprehensive Planning & Other Types of Planning - including open space planning and Farmland Preservation Plan updates
 - Address the planning/policy vacuum for agricultural development in many counties
 - Help county & towns get on the same ag planning & policy page so that shared regulation of ag operations is more effective
 - Help farmers understand the emerging regulatory requirements of county and local permit regimens.

INTRODUCTION

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

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

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

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

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

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



SURVEY BACKGROUND

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

SURVEY METHODOLOGY

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

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

SURVEY RESPONSE

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

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

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

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

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

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

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

HOW TO READ THE REPORT

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

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

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

NORTHWEST CLUSTER

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

SOUTHWEST CLUSTER

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

NORTHEAST CLUSTER

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

SOUTHEAST CLUSTER

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

"Type of residence."

In the Central Cluster, most respondents (40%) identified their primary residence as rural/non-farm; 28% were urban/suburban; 22% were rural farm; and 9% were non-resident landowners.

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

Q34	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	0%	1%	3%	0%	6%	1%
Urban / Suburban	16%	11%	0%	92%	38%	28%
Rural Farm	36%	20%	31%	0%	19%	22%
Rural Non-Farm	43%	50%	56%	8%	38%	40%
Not Waupaca Co	5%	18%	10%	0%	0%	9%

"Use of rural residential property."

In the Central Cluster, nearly 1/2 (44%) of all rural residents were farms (24% part-time/hobby farms; 20% full-time farms); 33% stated "other" rural non-farm use; 20% identified recreational use. *"Other" describes rural landowners who do not use their residential property for farming or recreation.*

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

Q35	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	3%	4%	0%	0%	3%
Full-time farm	27%	13%	23%	14%	0%	20%
Part-time/hobby farm	23%	25%	25%	0%	44%	24%
Recreational	13%	27%	17%	29%	33%	20%
Other	35%	32%	32%	57%	22%	33%

" Total acres owned in Waupaca County."

In the Central Cluster, 1/2 (50%) of respondents own 10 acres or less (32% 1 - 10 acres; 18% less than one acre); 17% own 11 to 40 acres; 10% own 41 to 80 acres; 13% own 81 to 200 acres; and 8% own over 200 acres.

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

Q33	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	0%	1%	3%	6%	0%	2%
< 1 acre	11%	10%	0%	57%	6%	18%
1- 10 acres	32%	41%	20%	23%	38%	32%
11- 40 acres	18%	15%	31%	6%	31%	17%
41- 80 acres	10%	14%	15%	2%	6%	10%
81- 200 acres	15%	13%	21%	2%	13%	13%
201- 500 acres	13%	4%	8%	4%	6%	7%
> 500 acres	2%	1%	2%	0%	0%	1%

" Age."

In the Central Cluster, most respondents (31%) are 65 years and older; 10%, 60 to 64; 8%, 55 to 59; 23%, 45 to 54; 19%, 35 to 44; 8% 25 to 34; 1%, 20 to 24.

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

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

Q32	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	0%	2%	2%	0%	0%	1%
20 - 24 yrs.	1%	1%	0%	2%	0%	1%
25 - 34 yrs.	9%	8%	7%	7%	13%	8%
35 - 44 yrs.	24%	16%	18%	16%	19%	19%
45 - 54 yrs.	25%	22%	21%	23%	13%	23%
55 - 59 yrs.	10%	12%	2%	6%	0%	8%
60 - 64 yrs.	11%	9%	15%	6%	19%	10%
65 & over	20%	31%	36%	40%	38%	31%

" Years residing in/ visiting Waupaca County."

In the Central Cluster, over 3/4 (76%) of respondents either resided in or visited Waupaca County for over 20 years; 5%, 15 to 20 years; 8%, 11 to 14 years; 5%, 5 to 10 years; 4%, 1 to 4 years; and 1%, less than one year.

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

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

Q29	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	0%	0%	1%
< 1 years	0%	2%	0%	1%	0%	1%
1-4 years	6%	2%	2%	5%	0%	4%
5-10 years	6%	4%	5%	8%	0%	5%
11-14 years	8%	9%	5%	10%	0%	8%
15-20 years	5%	7%	2%	2%	25%	5%
> 20 years	74%	75%	87%	73%	75%	76%

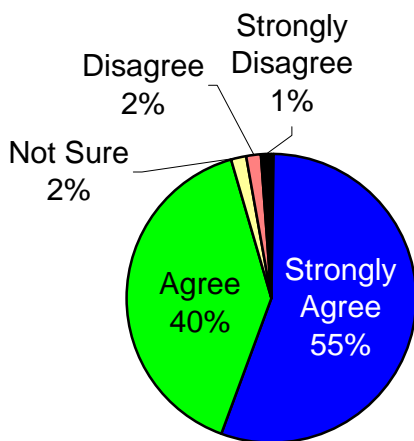
NATURAL RESOURCE VALUES AND DESIRES

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

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

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

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

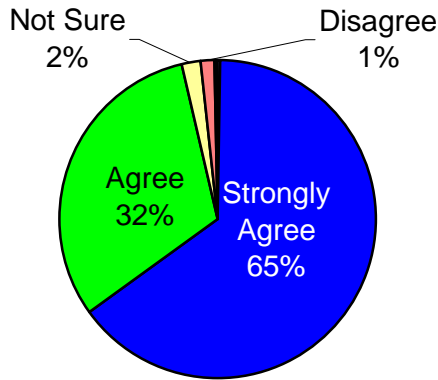


In the Central Cluster, protecting natural resources is important to almost all landowners. 95% of respondents agree with more than 1/2 (55%) that strongly agree, while only 3% disagree.

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

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

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

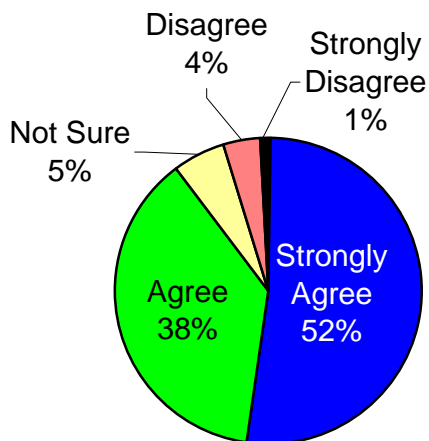


In the Central Cluster, protecting water resources is important to almost all landowners. 97% agree with nearly 2/3 (65%) that strongly agree, while only 1% disagree.

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

Q4	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	0%	0%	0%	0%	0%
Strongly Agree	67%	62%	70%	59%	75%	65%
Agree	28%	34%	28%	39%	19%	32%
Not Sure	3%	1%	2%	1%	0%	2%
Disagree	1%	2%	0%	1%	6%	1%
Strongly Disagree	0%	1%	0%	0%	0%	0%

" Protecting wildlife habitat is important to me."

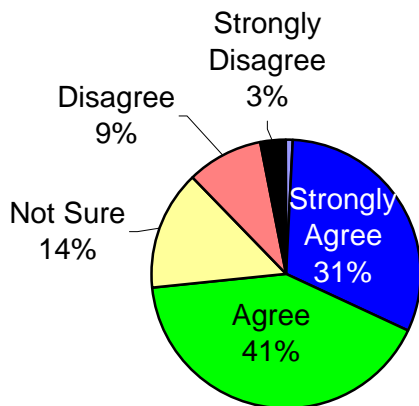


In the Central Cluster, 90% of landowners agree that protecting wildlife habitat is important (52% strongly agree), while 5% disagree.

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

Q5	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	0%	0%	0%	0%	0%
Strongly Agree	51%	55%	48%	47%	75%	52%
Agree	38%	33%	44%	43%	19%	38%
Not Sure	7%	6%	2%	7%	0%	5%
Disagree	2%	5%	5%	2%	6%	4%
Strongly Disagree	1%	1%	2%	0%	0%	1%

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

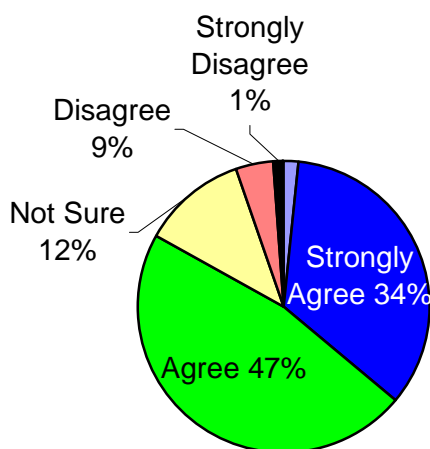


In the Central Cluster, nearly 3/4 (72%) of landowners agree that strategies should be adopted to prevent forest fragmentation (31% strongly agree), while 12% disagree.

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

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

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



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

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

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

AGRICULTURE VALUES AND DESIRES

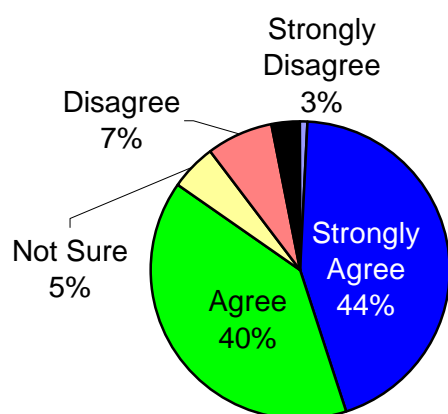
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified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

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

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

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

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

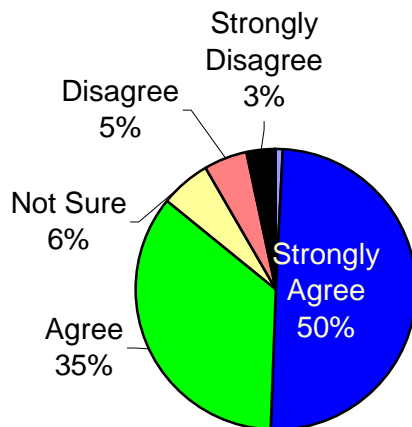


In the Central Cluster, over 3/4 (84%) of landowners agree that protecting their community's farmland is important (44% strongly agree), while 10% disagree. The percentage of respondents that agree varies from 79% to 94% between communities.

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

Q1	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	1%	0%	1%	0%	1%
Strongly Agree	40%	46%	54%	37%	63%	44%
Agree	39%	35%	36%	53%	31%	40%
Not Sure	9%	5%	3%	2%	0%	5%
Disagree	8%	10%	2%	5%	6%	7%
Strongly Disagree	3%	4%	5%	1%	0%	3%

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

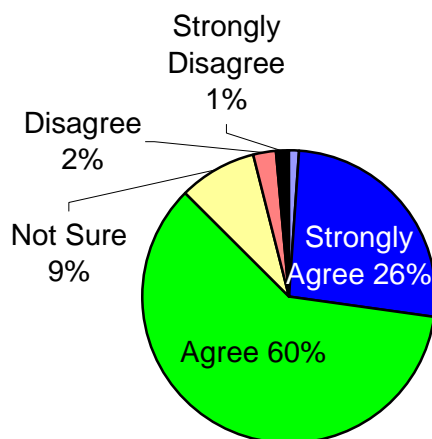


In the Central Cluster, even more landowners (85%) agree and 1/2 (50%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (8%) disagree.

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

Q2	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	1%	1%	2%	0%	0%	1%
Strongly Agree	48%	50%	61%	41%	63%	50%
Agree	35%	32%	30%	46%	31%	35%
Not Sure	6%	6%	3%	7%	6%	6%
Disagree	7%	6%	0%	5%	0%	5%
Strongly Disagree	3%	4%	5%	1%	0%	3%

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

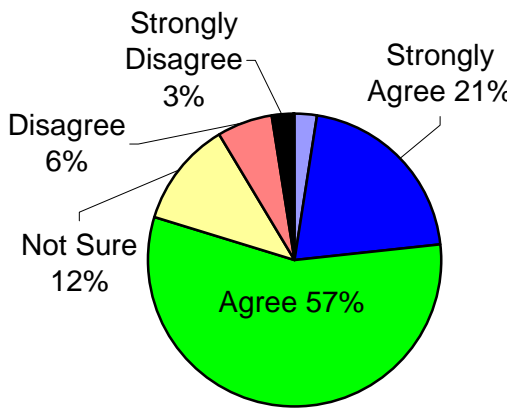


In the Central Cluster, over 3/4 (86%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (26% strongly agree), while only 3% disagree. The Central Cluster strongly agrees the most compared to other regions (17% - 23%).

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

Q26	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	0%	0%	1%
Strongly Agree	28%	22%	34%	23%	31%	26%
Agree	56%	63%	52%	66%	69%	60%
Not Sure	10%	8%	11%	8%	0%	9%
Disagree	3%	3%	0%	2%	0%	2%
Strongly Disagree	0%	4%	2%	0%	0%	1%

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

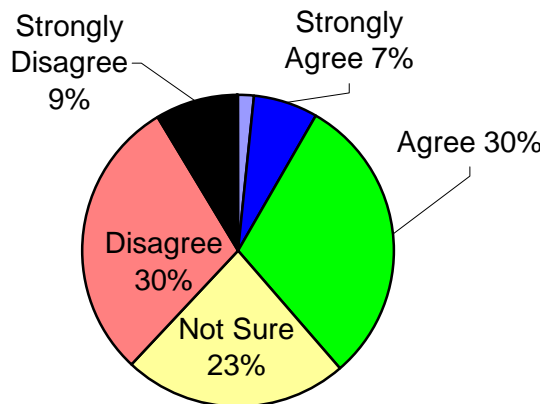


In the Central Cluster, over 3/4 (78%) agree that land use strategies should balance residential growth with farmland protection (21% strongly agree), while 9% disagree. The level of agreement varies from 72% to 82% between communities.

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

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

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

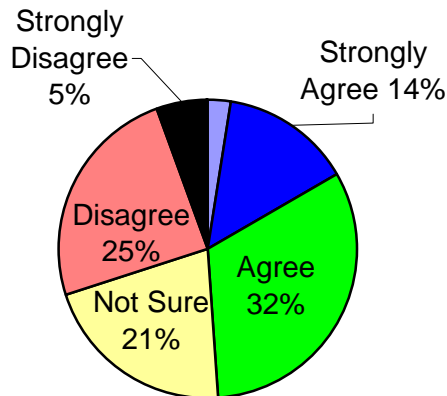


In the Central Cluster, landowners are equally divided regarding future farm expansion not being allowed near existing homes (37% agree, 39% disagree). Nearly 1/4 are not sure (23%).

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

Q21	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	2%	6%	2%
Strongly Agree	6%	6%	8%	6%	13%	7%
Agree	33%	28%	25%	37%	19%	30%
Not Sure	22%	24%	21%	25%	19%	23%
Disagree	29%	30%	36%	24%	31%	30%
Strongly Disagree	8%	10%	10%	5%	13%	9%

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

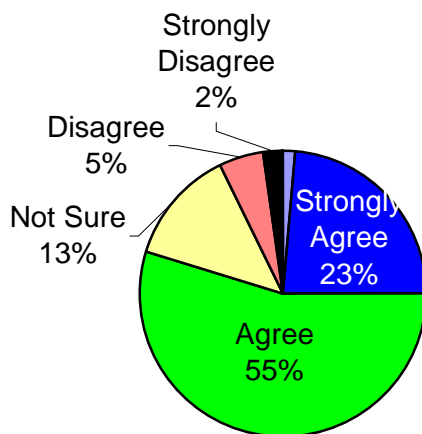


In the Central Cluster, almost 1/2 (46%) of landowners agree that future homes should not be allowed near existing farming operations (14% strongly agree). However, 30% disagree, with a large percentage that are not sure (21%). Compared to the previous question, there is more agreement to limit future home development near existing farms versus future farm expansion near existing homes.

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

Q22	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	0%	5%	6%	3%
Strongly Agree	17%	14%	11%	13%	6%	14%
Agree	28%	29%	31%	45%	31%	32%
Not Sure	27%	22%	13%	18%	13%	21%
Disagree	19%	26%	39%	18%	38%	25%
Strongly Disagree	7%	7%	5%	1%	6%	5%

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

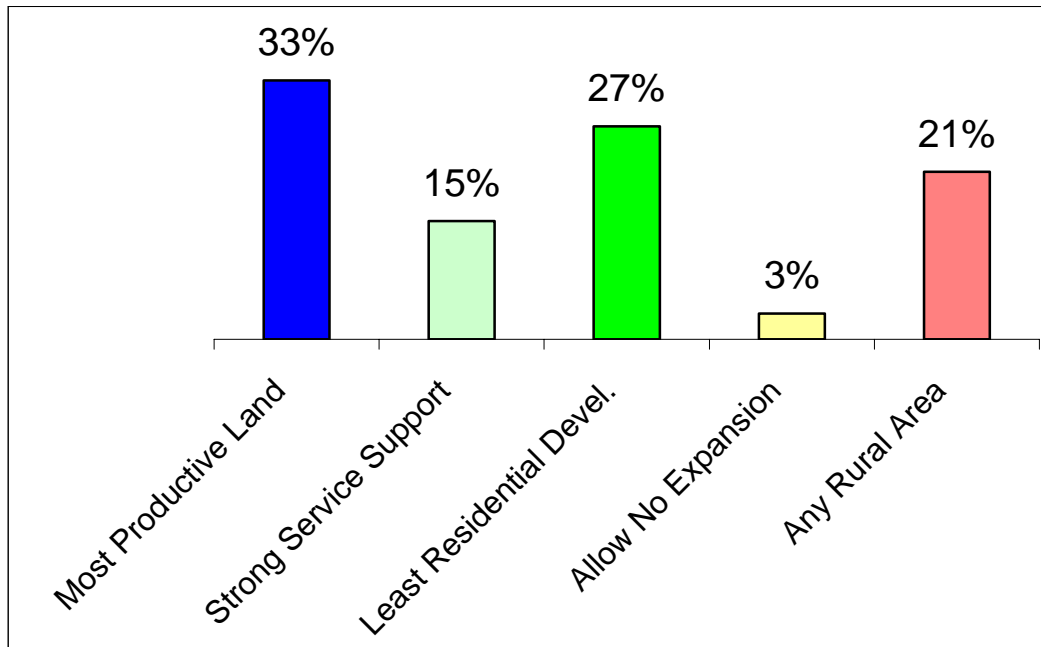


In the Central Cluster, over 3/4 (78%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (23% strongly agree), while 7% disagree. The Central Cluster strongly agrees the most compared to other regions (13% - 20%).

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

Q19	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	2%	0%	0%	1%
Strongly Agree	23%	23%	23%	24%	31%	23%
Agree	55%	57%	49%	58%	44%	55%
Not Sure	12%	14%	13%	11%	13%	13%
Disagree	4%	3%	10%	6%	13%	5%
Strongly Disagree	3%	1%	3%	1%	0%	2%

" Where should future dairy and livestock expansion occur?"



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

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

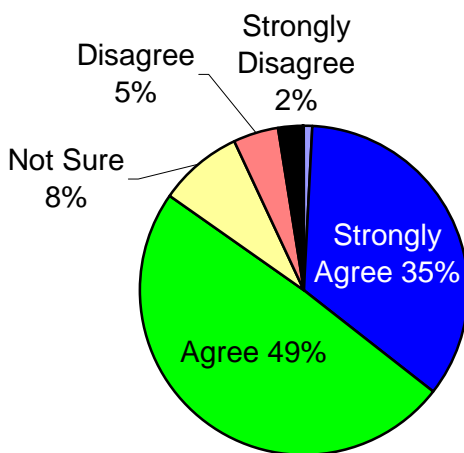
Q20	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Most Productive Land	31%	34%	33%	35%	35%	33%
Strong Service Support	17%	16%	17%	10%	15%	15%
Least Residential Development	25%	28%	23%	33%	23%	27%
Allow No Expansion	4%	3%	6%	2%	0%	3%
Any Rural Area	23%	20%	22%	20%	27%	21%

LAND USE VALUES AND DESIRES

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

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

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

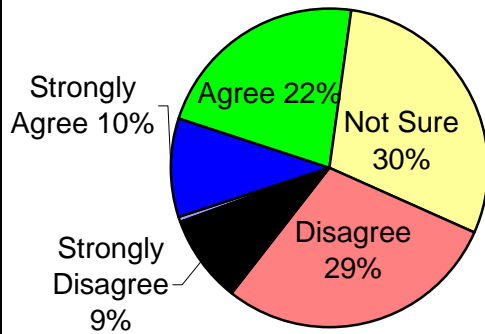


In the Central Cluster, over 3/4 (84%) of landowners agree that rural character should be protected in their community (35% strongly agree), while few disagree (7%).

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

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

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



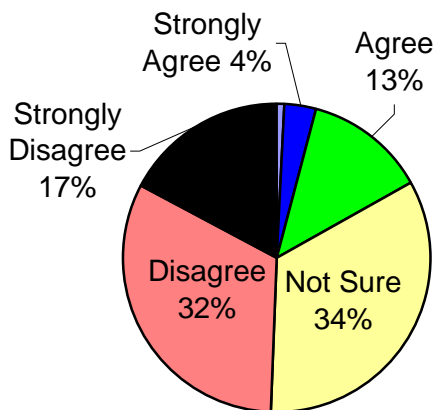
In the Central Cluster, landowners are divided regarding the need for more public land in their community. Over 1/3 (38%) disagree, just under 1/3 (32%) agree, and more than 1/4 (30%) are not sure.

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

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

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

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

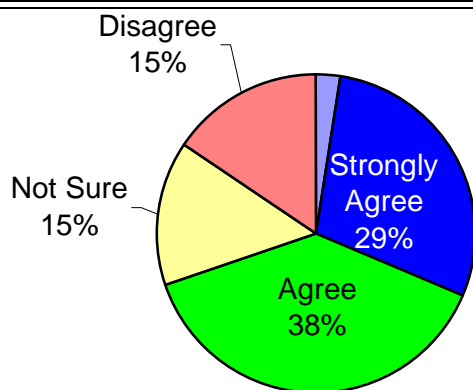


In the Central Cluster, almost 1/2 (49%) disagree their community should become a bedroom community (live here, work elsewhere) (17% strongly disagree), while only 17% agree. Furthermore, over 1/3 (34%) are not sure. The level of disagreement varies from 31% to 58% between communities.

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

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

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



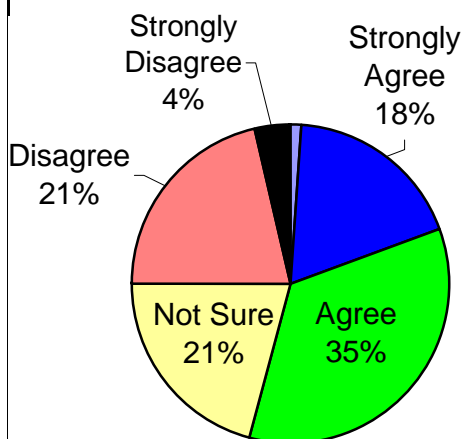
In the Central Cluster, 2/3 (67%) agree that they should be allowed to use their property as they see fit (29% strongly agree), while 15% disagree and 15% are not sure.

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

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

Q23	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	4%	2%	2%	2%	0%	3%
Strongly Agree	28%	30%	33%	20%	44%	29%
Agree	37%	36%	41%	45%	25%	38%
Not Sure	16%	15%	10%	17%	6%	15%
Disagree	15%	16%	15%	14%	25%	15%
Strongly Disagree	0%	1%	0%	1%	0%	0%

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



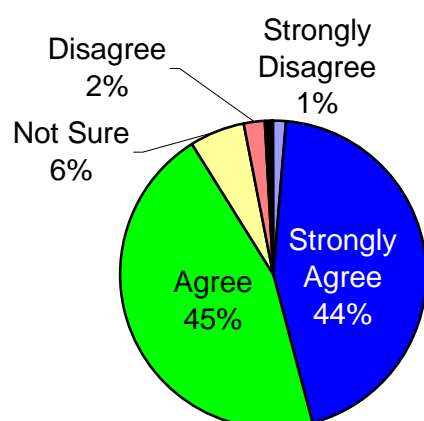
In the Central Cluster, over 1/2 (53%) agree that their neighbors should be allowed to use their property as they see fit (18% strongly agree). 1/4 (25%) disagree (4% strongly disagree), while 21% are not sure. This is less than the 2/3 (67%) who agreed in the previous question that they should be able to use their own property as they see fit.

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

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

Q16	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	0%	0%	0%	1%
Strongly Agree	18%	20%	18%	16%	19%	18%
Agree	33%	35%	38%	36%	31%	35%
Not Sure	20%	21%	21%	23%	19%	21%
Disagree	24%	18%	21%	24%	13%	21%
Strongly Disagree	2%	5%	2%	1%	19%	4%

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

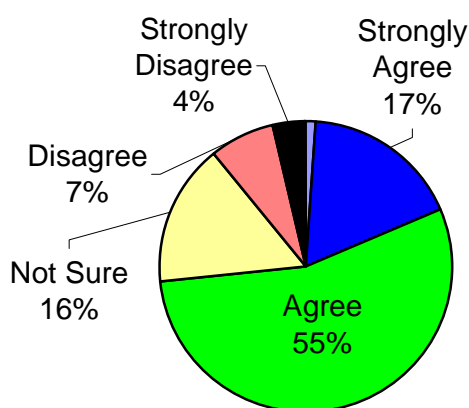


In the Central Cluster, nine in ten landowners (89%) agree that protecting their neighbor's private property rights is important (44% strongly agree), while only 3% disagree and 6% are not sure. This compares to just over 1/2 (53%) that agree their neighbor should be able to use their property as they see fit and could indicate landowners feel differently about "property use" and "property rights".

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

Q6	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	2%	0%	0%	1%
Strongly Agree	37%	47%	49%	42%	69%	44%
Agree	54%	41%	39%	49%	25%	45%
Not Sure	2%	9%	5%	6%	6%	6%
Disagree	3%	1%	5%	1%	0%	2%
Strongly Disagree	0%	2%	0%	1%	0%	1%

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

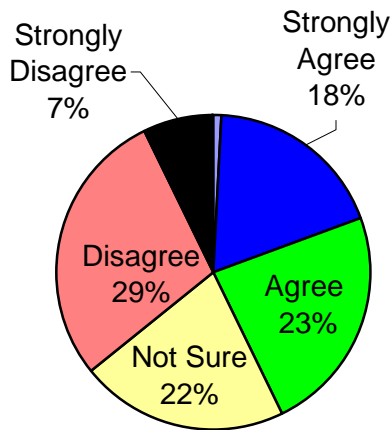


In the Central Cluster, almost 3/4 (72%) of landowners agree that land use strategies are necessary to protect community interests (17% strongly agree), while 11% disagree (4% strongly disagree) and 16% are not sure. Level of agreement varies from 64% to 79% between communities.

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

Q17	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	2%	1%	0%	1%
Strongly Agree	16%	19%	16%	14%	31%	17%
Agree	57%	52%	48%	65%	44%	55%
Not Sure	14%	17%	20%	14%	13%	16%
Disagree	7%	9%	10%	5%	0%	7%
Strongly Disagree	4%	4%	5%	0%	13%	4%

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



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

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

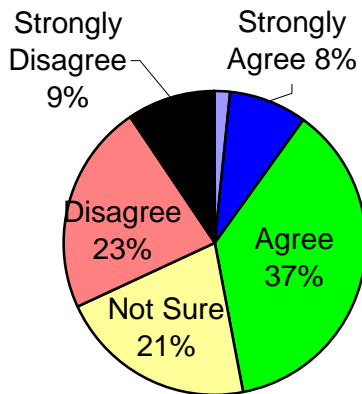
Some regional differences might be explained by the fact that nearly 1/2 of all part-time/hobby farms (48%), rural recreational landowners (47%), and full-time farms (44%) agree. In addition, those who own from 11 to 40 acres (43%), 81 to 200 acres (44%), and those less than age 45 (42 - 55%) are also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

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

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

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

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

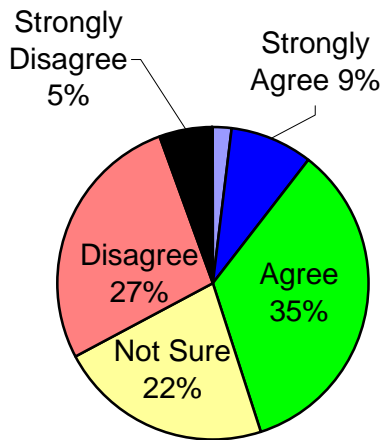


In the Central Cluster, almost 1/2 (45%) of landowners agree that if rural residential development takes place it should be scattered randomly throughout this area of Waupaca County (8% strongly agree). Nearly 1/3 (31%) disagree, while one in five (21%) were not sure.

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

Q11	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	4%	0%	2%	1%	0%	2%
Strongly Agree	8%	10%	5%	6%	19%	8%
Agree	36%	34%	36%	46%	31%	37%
Not Sure	15%	27%	20%	23%	19%	21%
Disagree	28%	20%	28%	16%	19%	23%
Strongly Disagree	10%	9%	10%	8%	13%	9%

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

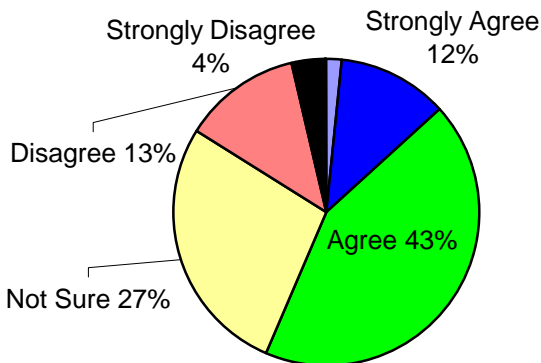


In the Central Cluster, almost 1/2 (44%) of landowners agree if rural residential development takes place it should be clustered in specific locations (9% strongly agree). Nearly 1/3 (32%) disagree and one in five (22%) are not sure. This is similar to the previous question and might indicate a need for more information about options regarding rural residential development.

Countywide, although less than a majority (43%), more landowners agree than disagree (30%), while 25% are not sure. By type of residence, full-time farms and non-county residents agree the most (47%). Over 1/2 (52%) of those residing or visiting in Waupaca County for 15 - 20 years agree.

Q12	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	3%	1%	0%	2%	6%	2%
Strongly Agree	5%	10%	10%	8%	19%	9%
Agree	39%	33%	34%	30%	38%	35%
Not Sure	20%	26%	26%	22%	0%	22%
Disagree	28%	22%	25%	36%	31%	27%
Strongly Disagree	6%	8%	5%	1%	6%	5%

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

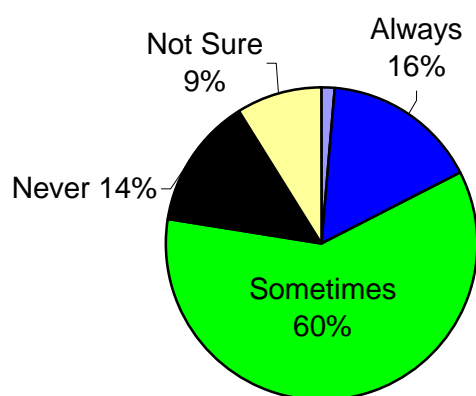


In the Central Cluster, a majority (55%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (12% strongly agree), while 17% disagree and 27% are not sure.

Countywide, a majority (55%) also agree (12% strongly agree), while 15% disagree and 28% are not sure. Full-time farms (23%) and landowners with more than 80 acres (20% - 30%) disagree the most. The percentage of respondents not sure declined with age (38% under age 25 to 27% 65 and over).

Q27	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	1%	0%	4%	0%	2%
Strongly Agree	7%	9%	18%	14%	25%	12%
Agree	42%	42%	46%	46%	31%	43%
Not Sure	30%	27%	25%	28%	25%	27%
Disagree	15%	15%	10%	8%	6%	13%
Strongly Disagree	4%	5%	2%	0%	13%	4%

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



In the Central Cluster, a majority (60%) of respondents indicated that landowners in their area should sometimes be compensated not to develop their land, while 16% stated always, 14% stated never, and 9% were not sure.

Countywide, a majority (57%) of landowners stated sometimes, while 16% stated always, 14% stated never, and 10% were not sure. Nearly twice as many full-time and part-time farms stated always (25%). Additionally, there is also a direct relationship between acres owned and the percentage that stated always (12% less than one acre to 26% over 500 acres). However, as age increases, the percentage that stated always decreases (35% under age 25 to 11% 65 and older).

Q25	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Blank	2%	0%	2%	1%	6%	1%
Always	19%	14%	18%	13%	19%	16%
Sometimes	60%	63%	51%	63%	56%	60%
Never	11%	15%	16%	12%	13%	14%
Not Sure	7%	8%	13%	11%	6%	9%

Survey Results Summary

The following points summarize several findings from each area of focus in the survey and are identical to the summary points provided as part of the community presentation in February, 2005.

Natural Resources:

- ° Nearly all landowners (90%+) indicate natural resources are important, including wildlife (91%), and especially water (97%).
- ° Nearly 3/4 or more agree strategies should be adopted to prevent forest fragmentation and run-off from development.
- ° Although subtle differences exist, a majority of landowners agree regardless of cluster or demographic group.

Agriculture:

- ° Most landowners (80 - 85%) agree protecting farmland, especially the most productive farmland, and maintaining agriculture resources/services is important.
- ° Over 3/4 of landowners agree (only 9% disagree) that land use strategies should balance residential growth with farmland preservation.
- ° Dairy/Livestock expansion widely supported...areas with most productive farmland and least residential development identified most often.
- ° Landowners are divided on whether farms should be allowed to expand near existing homes (Act 235 provides guidelines if adopted through local ordinance).
- ° More agree new homes should not be allowed near existing farms (local ordinance only, not Act 235).

Land Use:

- ° Over 3/4 (80%+) agree protecting their communities "rural character" is important; rural landowners agree most strongly.
- ° A majority (50 - 60%) don't want their community to be a "bedroom community".
- ° Landowners are divided about more public land; those who owned land or visited the area for >20 yrs disagree most.
- ° Half to 2/3 (53 - 67%) agree they should be allowed to use their property as they see fit, while most, but fewer (47-53%), agree their neighbor should too.
- ° Nearly twice the support for neighbor's "property rights" (88 - 91%) than "use" (42 - 51%).
- ° 3/4 (71 - 77%) agree land-use strategies are necessary to protect community interests.
- ° Majority (53 - 58%) agree development should be guided to limit community costs.
- ° No clear direction if or how rural development should occur. Additional information/education likely needed.
- ° Majority (57 - 60%) agree "sometimes" landowners should be compensated not to develop their land.

INTRODUCTION

During the 1990s, Waupaca County witnessed 12.2% population growth (5,627), the largest ten-year increase in recent history. Housing units increased by 2,367 during the same decade (Census 1990, 2000). Population and housing growth offers many opportunities but can also cause a number of dilemmas for agriculture, natural resources, land use, and other things like transportation and economic development. This realization has prompted local community leaders to identify “land use” as the top priority issue in Waupaca County.

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

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

The Waupaca County Comprehensive Planning Process is uniquely structured to encourage grassroots, citizen-based input, including the Agriculture, Natural Resources, and Land Use Survey (2004) and this 2005 broader survey. Each participating local town, village, and city will develop their own very localized plan using the process illustrated below. Each local plan will be developed by a Local Planning Group and eventually recommended to the local governing body. The local governing body will be responsible for adopting the plan through an ordinance. For planning purposes, communities have been organized into geographic regions called “clusters”. There are five Cluster Committees representing five regions of Waupaca County (see page 3 for a list of communities in each Cluster). The Cluster Committees are a tool to help foster intergovernmental cooperation. Local communities are still 100% responsible for developing their plan.

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

The results of this and the previous 2004 survey will expand input and clarify opinions as communities develop goals, objectives, policies, and strategies for implementation.



SURVEY BACKGROUND

The new law requires communities to foster public participation throughout the planning process. One tool often used to generate input is a citizen opinion survey. In 2004, Waupaca County UW-Extension and the Land & Water Conservation Department partnered with a team of local agriculture and natural resource representatives to develop a county-wide survey that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding agriculture, natural resources, and land use. The survey was sent to approximately half of County landowners. In 2005, Waupaca County UW-Extension partnered with the Public Participation and Education Subcommittee of the Core Planning Committee and additional local stakeholders to develop a second survey (sent to the remaining half of County landowners) that would: a) expand local community input in the planning process, and b) clarify values and beliefs regarding the nine elements of the comprehensive planning law. The elements include: 1) issues and opportunities; 2) housing; 3) transportation; 4) economic development; 5) community utilities and facilities; 6) agriculture, natural, and cultural resources; 7) intergovernmental cooperation; 8) land use; and, 9) implementation.

SURVEY METHODOLOGY

A four-page questionnaire was citizen and survey expert tested prior to sending it out and then administered using an adjusted Dillman method. The 2005 survey was mailed to approximately half (9,619) of Waupaca County landowners who were chosen from a list generated from the tax roll and not included in the 2004 survey. The list included all improved properties (has a structure on it) and all unimproved properties of 10 acres or more. Surveys were sent to every other address on the list. Duplicate names for owners of multiple properties were eliminated except for their home address (the first address listed was used in the case of absentee landowners with multiple properties).

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

2005 SURVEY RESPONSE

Over 4000 (42%) surveys were returned. The high response rate indicates strong interest in comprehensive planning and land use. It is also an indication of the quality of the survey instrument. Individual community, Cluster, and County response rates are listed below (total occupied housing units from the 2000 Census are included for reference purposes only).

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

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

accurately the survey results reflect community opinions.

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

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

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

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

HOW TO READ THE REPORT

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

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

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

NORTHWEST CLUSTER

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

SOUTHWEST CLUSTER

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

NORTHEAST CLUSTER

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

SOUTHEAST CLUSTER

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

"Type of residence."

Countywide, nearly 1/2 (43%) were rural (27% rural non-farm; 16% rural farm); 32% were urban/suburban; 12% were shoreland; and 13% non-resident landowners.

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

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

" Total acres owned in Waupaca County."

Countywide, 69% own 10 acres or less (35% 1 - 10 acres; 34% less than one acre); 14% own 11 to 40 acres; 8% own 41 to 80 acres; 6% own 81 to 200 acres; 2% own 201 to 500 acres; and 5% own over 500 acres.

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

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

" Age."

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

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

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

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

" Years residing in/ visiting Waupaca County."

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

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

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

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

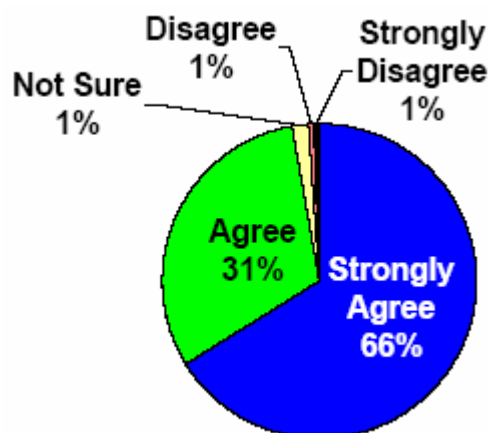
The “9 Elements” of Comprehensive Planning

Wisconsin's comprehensive planning law, signed by Governor Thompson in October, 1999, includes a definition of a comprehensive plan. Before this law, Wisconsin did not define what is meant by the term “comprehensive plan”. According to the law, a comprehensive plan shall contain at least all of the following “9 elements”:

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

Whereas the 2004 survey focused on agriculture, natural resources, and land use, and allowed for some specific questions regarding these topics, the 2005 survey asked opinions about all the “9 elements” and, therefore, some questions are broader in scope.

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

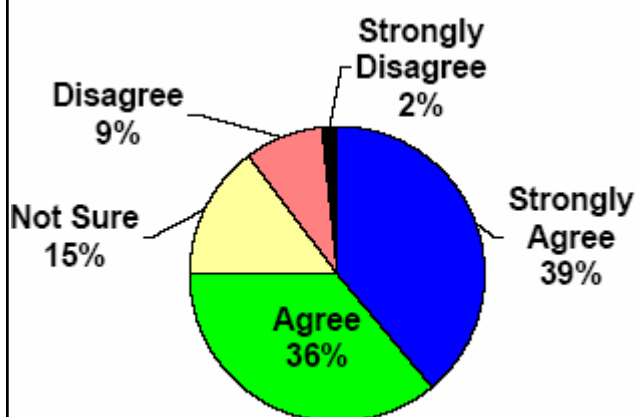


Countywide, a majority (97%) agree (66% strongly agree) that protecting lakes, streams, wetlands, and groundwater is important, the highest consensus of any survey question, while only 2% disagree (1% strongly disagree) and 1% are not sure. By type of residence, a majority of respondents strongly agree (72% shoreland; 71% non-county resident; 66% hobby farms; 66% rural non-farms; and 64% urban/suburban residences). And, while an overwhelming number of farms agree (95%), just over 1/2 strongly agree (55%). Furthermore, those who strongly agree decline directly with age (76% age 18 to 24; 48% over age 85. And, although those who own 201-500 acres agree (86%) they do so less than other landowners.

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

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

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

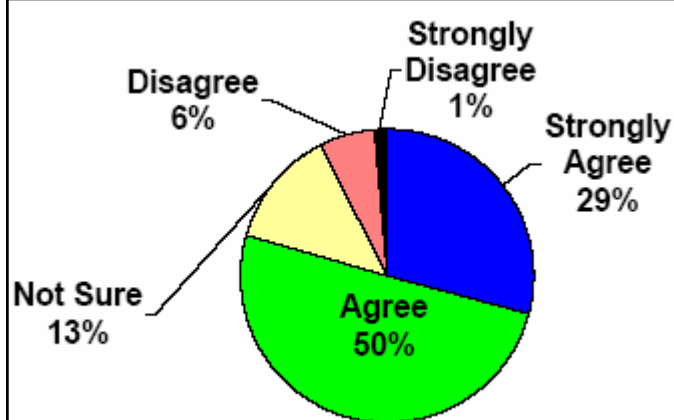


Countywide, 3/4 (75%) agree (39% strongly agree) that protecting large, connected tracts of forestland from being broken apart is important, while 11% disagree (2% strongly disagree), and 15% are not sure. The level of agreement generally declines as acres owned increases (78%, 1 to 10 acres; 52%, over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

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

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

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

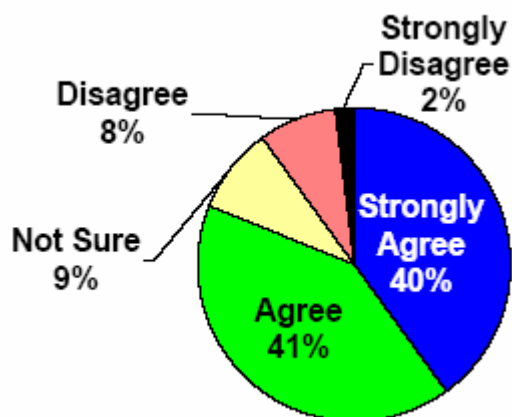


Countywide, over 3/4 (79%) agree (29% strongly agree) that protecting historical sites and structures is important, while only 7% disagree (1% strongly disagree), and 13% are not sure. Landowners with 81 or more acres agree less (59% - 72%), with one in three landowners with over 500 acres not sure.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

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

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

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

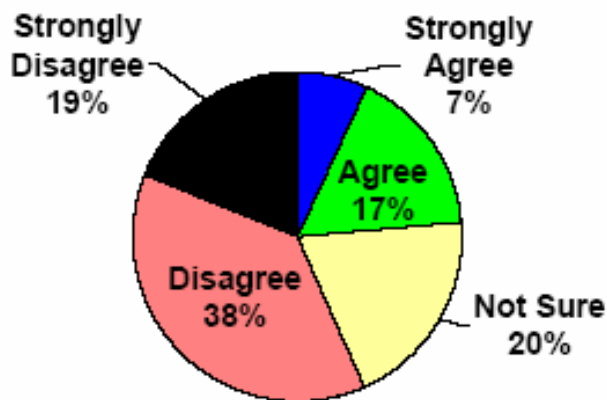


Countywide, four in five (81%) agree (40% strongly agree) that protecting farmland is important, while 10% disagree (2% strongly disagree) and 9% are not sure. By type of residence, a majority of farms strongly agree (52%, rural hobby farms; 50%, rural farms). However, fewer landowners with more than 80 acres agree (72% - 63%) and, more than one in five disagree (20% - 31%). By age, landowners over age 85 agree the most (90%) and most strongly (44%), while those age 18 to 24 strongly agree the least (30%).

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

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

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



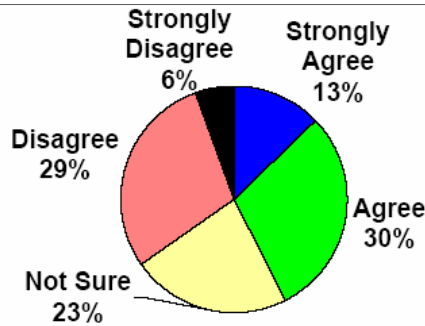
Countywide, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/surburan landowners disagree less (50%) and agree more (26%). Farms disagree 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%).

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

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

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

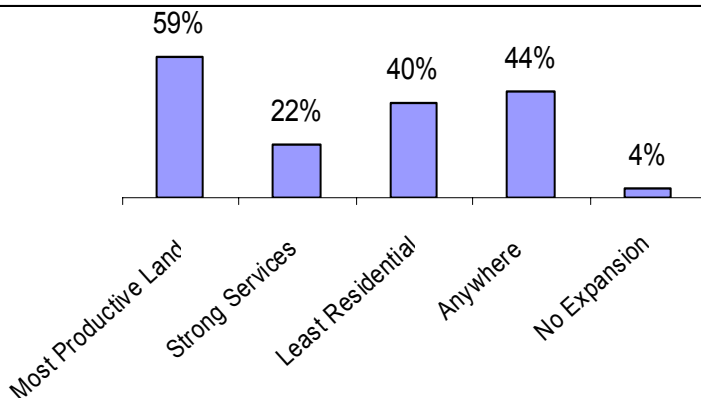


Countywide, most (43%) agree that future homes, which are not part of the farm operation, should not be allowed near existing farming operations (13% strongly agree), while 35% disagree (6% strongly disagree) and 23% are not sure. More landowners with 81 - 200 acres disagree (39%) than agree (37%), while those with 201 - 500 and over 500 agree the most (54% and 52%, respectively). More respondents age 18 to 24 (46%), 25 to 34 (37%), and 35 to 44 (39%) disagree than agree (27%, 33%, and 34%, respectively). Respondents age 65 to 74 (51%), 75 to 84 (61%), and over 85 (67%) agree the most. By type of residence, farms agree the most (49%, rural hobby farm; 46%, rural farms) and, more than one in five farms strongly agree (28%).

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

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

" Where should future dairy and livestock expansion occur?"



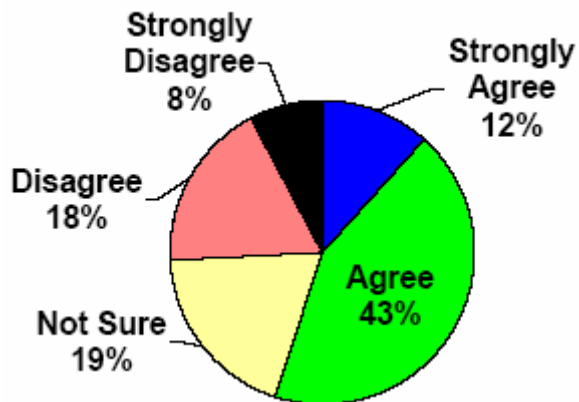
In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development (40%), strong service support (22%), and no expansion should be allowed (4%). By type of residence, only shoreland owners deviated from the countywide ranking, placing least residential development (48%) ahead of anywhere (42%). By acres owned, no cohort deviated from the ranking; however, respondents owning 200 - 500 acres put less emphasis on the most productive land (50%) and more on strong service support (30%), while those with over 500 acres

stated exactly the opposite (76%, most productive land; 9%, strong service support). Respondents age 18 to 54 did not deviate from the countywide ranking. Those age 55 to 64 and 65 to 74 stated least residential development more often than anywhere. Those age 75 to 84 ranked least residential development as their first choice (55%) and most productive land as their second (53%). The answers provided by this question should prove helpful as communities determine how to address Wisconsin's new livestock facility siting and expansion law.

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

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

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

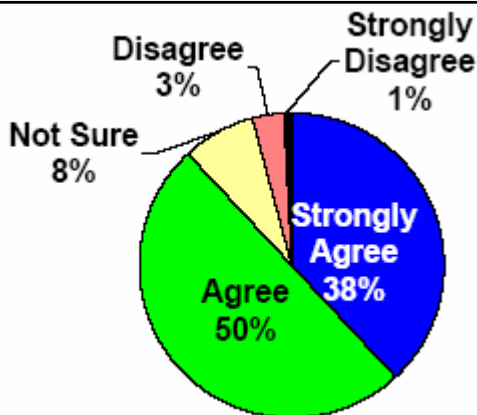


Countywide, a majority (55%) agree (12% strongly agree) that a portion of new homes should provide housing opportunities for low and moderate income residents, while over 1/4 (26%) disagree (8% strongly disagree) and 19% are not sure. Level of agreement was inversely related to acres owned (53%, less than one acre; 44%, greater than 500 acres) and disagreement was directly related (20%, less than one acre; 33%, greater than 500 acres). Landowners at opposite ends of the age spectrum agree more (61%, age 18 to 24; 65 and over, 64% - 70%), while those age 25 to 34 (45%) and 35 to 44 (44%) agree less and disagree the most (31% and 32%, respectively). Rural hobby farms and non-residents also agree less (44% and 46%, respectively).

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

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

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

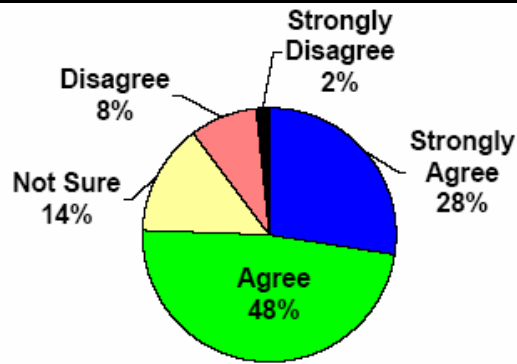


Countywide, over 3/4 (88%) agree (38% strongly agree) that communities should pool resources to attract and/or retain companies that will create jobs, while 4% disagree (1% strongly disagree) and 8% are not sure. Landowners with over 200 acres agree less (67% - 80%) and, owners of 201 - 500 acres disagree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

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

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

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

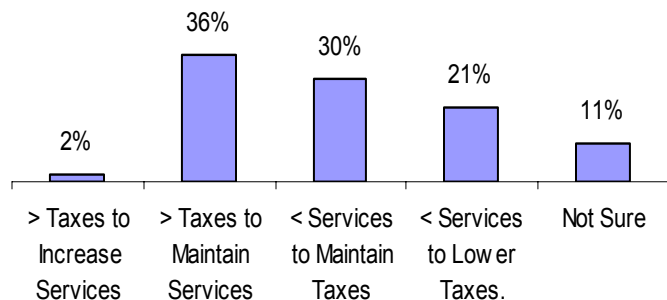


Countywide, over 3/4 (76%) agree (28% strongly agree) that community services should be combined and provided jointly by communities if money will be saved, while 10% disagree (2% strongly disagree) and 14% are not sure. Landowners with 81 - 200 acres agree less (71%). Respondents age 25 to 34 agree less (63%) and disagree more (15%). Urban/suburban owners agree the most (91%) and, although rural farms agree (84%), they do so the least compared to other residence types.

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

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

"Tax and Service Policy Choices."



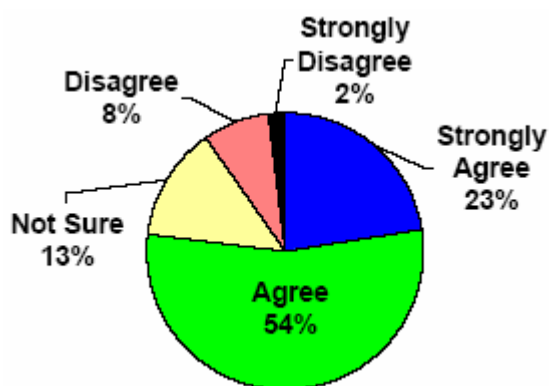
In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services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

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

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

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

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

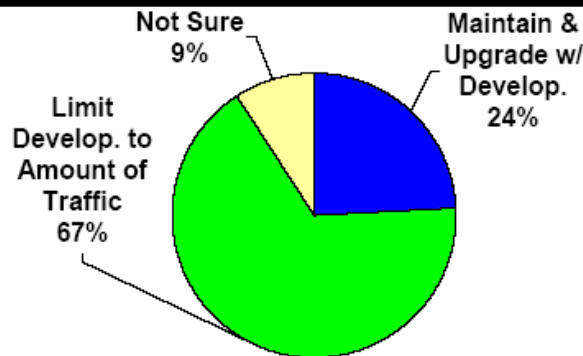


Countywide, over 3/4 (77%) agree (23% strongly agree) that placement of new residential development should be managed in order to control community service costs, while 10% disagree (2% strongly disagree) and 13% are not sure. Agreement was inversely related to acres owned (79%, less than one acre; 51%, greater than 500 acres), while disagreement was directly related (8%, less than one acre; 23%, over 500 acres). Those with over 500 acres strongly agree less (10%) and are not sure more (26%). Respondents over age 75 agree more (86% - 87%).

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

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

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



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

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

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

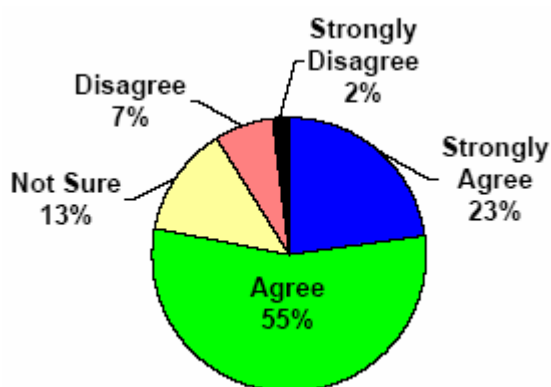
Q23	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Maintenance & Upgrades Increase w/ Development	22%	16%	19%	30%	16%	21%
Limit Residential Development w/ amount of Traffic	69%	75%	79%	64%	74%	72%
Not Sure	9%	9%	3%	6%	11%	8%

LAND USE VALUES AND DESIRES

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

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

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

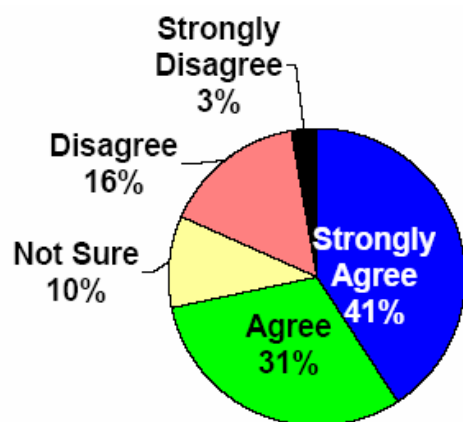


Countywide, over 3/4 (78%) agree (23% strongly agree) that land use strategies are necessary to protect our community interests, while 9% disagree (2% strongly disagree) and 13% are not sure. As acres owned increases, level of agreement generally declines (79% less than one acre to 59% over 500 acres).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

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

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

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

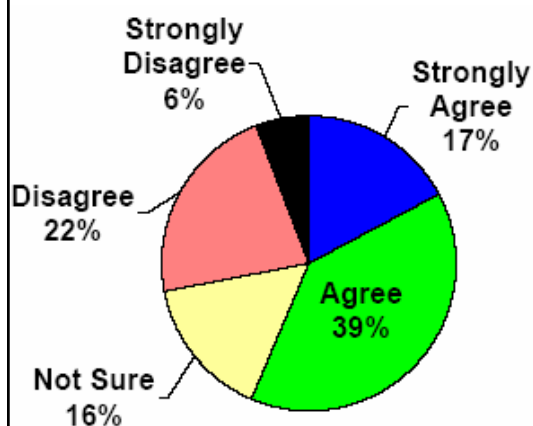


Countywide, almost 3/4 (72%) agree (41% strongly agree) that they should be allowed to use their property as they see fit, while 19% disagree (3% strongly disagree) and 10% are not sure. Generally, there is a direct relationship between acres owned and level of agreement (72%, 1 - 10 acres; 87%, over 500 acres). Strength of agreement also increases with acres owned (41% strongly agree, 1 - 10 acres; 72% strongly agree, over 500 acres). Level of agreement generally declines as age increases (91%, age 18 to 24; 72%, over 85). Strength of agreement also declines with age (61%, age 18 to 24; 29%, over 85). By type of residence, farms agree the most (77%, rural hobby farm; 82%, rural farm) and most strongly (54% and 52%, respectively). Although still a majority, fewer shoreland owners (64%) agree. Agreement ranged from 80% in the Central Cluster to 65% in the Southwest Cluster. One in four (26%) in the Southwest Cluster disagree.

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

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

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

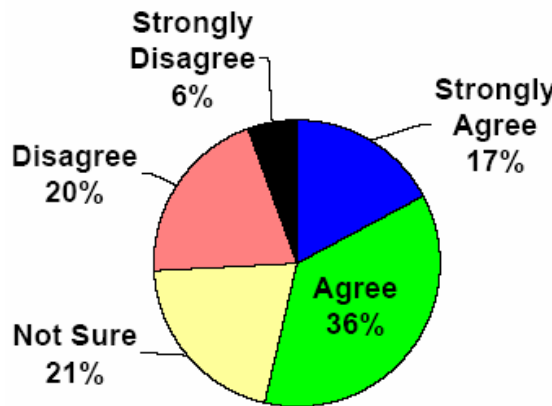


Countywide, a majority (56%) agree (17% strongly agree) that their neighbors should be allowed to use their property as they see fit, while 28% disagree (6% strongly disagree), and 16% are not sure. There is a direct relationship with acres owned. As acres owned increases, level of agreement also increases (51%, less than one acre; 79% over 500 acres). There is an inverse relationship with age. As age increases, agreement declines (84%, age 18 to 24; 70%, age 25 to 34; 65%, age 35 to 44; 58%, age 45 to 54; 51% age 55 to 64; 54% age 65 to 74; 44%, age 75 to 84; 41% over 85). By type of residence, rural farms (64%) agree the most. Shoreland owners disagree the most (37%). Respondents with less than one year in tenure agree more (67%) and disagree less (19%). The Central Cluster agrees the most (63%), while less than 1/2 in the Southwest Cluster (48%) agree and 36% disagree.

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

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

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

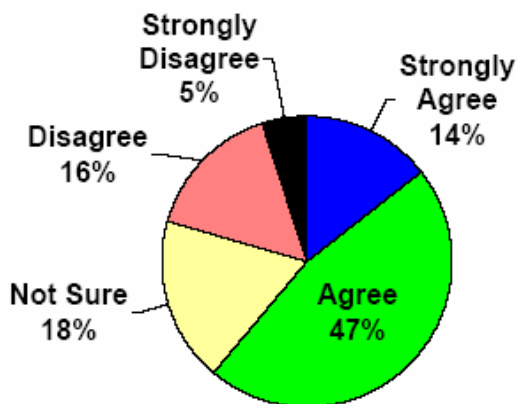


Countywide, a majority (53%) agree that having more public land available for recreational activities is important (17% strongly agree), while 26% disagree (6% strongly disagree), and 21% are not sure. Level of agreement declines significantly with acres owned (61%, less than one acre; 55%, 1 to 10 acres; 50%, 11 to 40 acres; 45%, 41 to 80 acres; 40%, 81 to 200 acres; 30%, 201 to 500 acres; 9%, over 500 acres). Level of agreement also declines with age (63%, age 18 to 24; 60% age 25 to 34; 61% age 35 to 44; 56%, age 45 to 54; 51% age 55 to 64; 47% age 65 to 74; 46%, age 75 to 84; 40% over 85). More rural farms disagree (45%) than agree (34%), while by type of residence all others have a majority in agreement (57%, urban/suburban; 54%, rural hobby farm; 55%, shoreland; 53% rural non-farm; 56% non-county resident). Respondents with less than one year of tenure agree more (64%) and disagree less (16%), while those with over 20 years agree less (49%) and disagree more (30%). Agreement ranged from 47% in the Northwest Cluster to 57% in the Southeast Cluster.

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

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

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

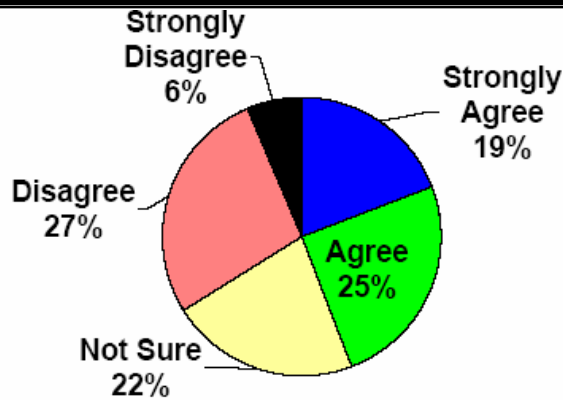


Countywide, a majority (61%) agree that design standards should be implemented for new development (14% strongly agree), while one in five (21%) disagree (5% strongly disagree) and 18% are not sure. Landowners with over 40 acres agree more (68% - 72%) and respondents with over 500 acres agree the most strongly (41%). Generally, agreement was directly related to age (51%, age 18 to 24; 71%, age 75 to 84). Although still over 1/2, respondents from rural hobby farms and rural non-farms agree less (54% and 56%, respectively), while shoreland owners agree more (68%). Agreement ranged from 57% in the Northeast to 67% in the Southwest.

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

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

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



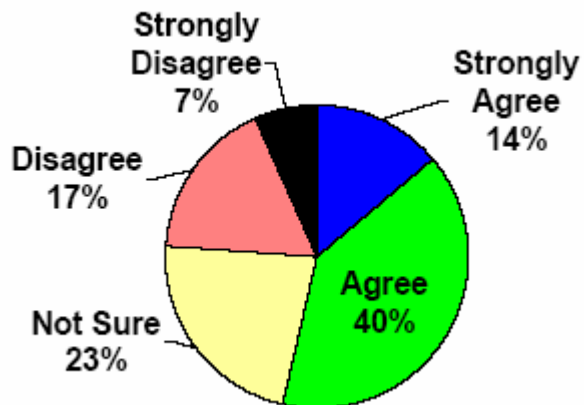
Countywide, most landowners (45%) agree that residential development should not occur in rural areas (19% strongly agree), while 33% disagree (6% strongly) and 22% are not sure. More landowners with 41 to 80 acres agree (49%), while those with less than one acre (39%), 81 to 200 acres (36%), and over 500 acres (30%) agree less. A majority of landowners with over 500 acres disagree the most (67%) and are not sure the least (3%). By age, those age 18 to 24 (36%) agree the least and those age 25 to 34 (48%), 35 to 44 (48%), and over 85 (49%) agree the most. Urban/suburban landowners disagree the most (40%). Farms agree the most (58%, rural hobby farm; 53%, rural farm) and most strongly (34% and 24%, respectively), while one in four (25%) rural hobby farms and one in three (35%) rural farms disagree.

Urban/suburban (38%) and shoreland (39%) owners agree the least.

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

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

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

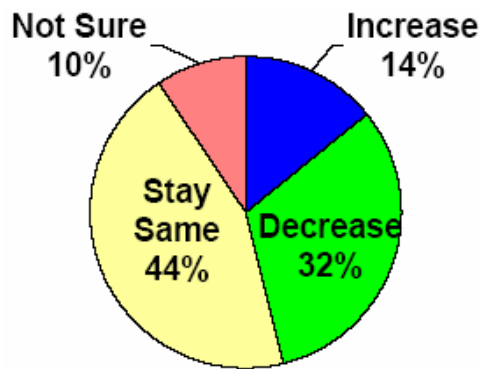


Countywide, a majority (54%) agree if rural residential development takes place that it should be widely scattered (14% strongly agree), while nearly 1/4 (24%) disagree (7% strongly disagree) and 23% are not sure. Agreement generally decreases with acres owned (53%, less than one acre; 56%, 1 to 10 acres; 53%, 11 to 40 acres; 53%, 41 to 80 acres; 48%, 81 to 200 acres; 35%, 201 to 500 acres; 41%, over 500 acres), with more respondents who own 201 to 500 acres disagreeing than agreeing. Respondents age 18 to 24 agree the least (47%) and those over age 85 agree the most (61%) and disagree the least (7%). Rural hobby farms agree the most (62%) and disagree the least (19%).

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

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

“Would you like to see the amount of land used for new residential development in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”



Countywide, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less than one acre stated decrease (23%) less often, while those with 11 - 40 acres (37%), 41 - 80 acres (40%), 81 - 200 acres (37%), and 201 - 500 acres (41%) stated decrease more often. With the exception of over 500 acres (34%), stating “stay the same” was inversely related to acres owned (48%, less than one acre; 28%, 201 to 500 acres).

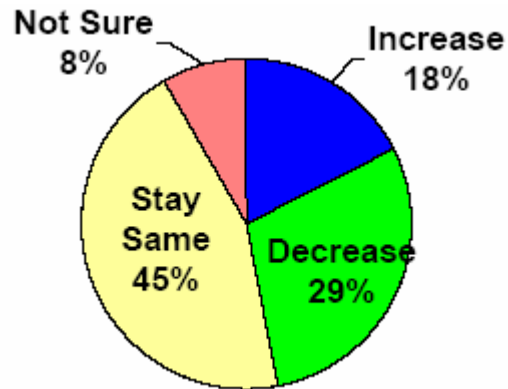
By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (23%, 65 to 74; 22%, 75 to 84; and 17% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (34%, 25 to 34; 39%, 35 to 44; 37%, 45 to 54; and 32% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (21%) indicated increase more often and rural hobby farms (8%) indicated increase less often. Urban/suburban (21%) and shoreland (26%) indicated decrease less often, while rural hobby farms (49%), rural non-farms (38%), and rural farms (44%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (21%, urban/suburban; 10% rural) and decrease (21%, urban/suburban; 42% rural). By cluster, the Northeast stated increase the most (22%) and decrease the least (25%). The Northwest Cluster indicated decrease the most (38%).

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

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

“Would you like to see the number of new homes built in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”



Countywide, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre also stated decrease (20%) less often, while those with 201- 500 acres stated decrease (43%) more often and stay the same (27%) less often.

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (20%, 65 to 74; 17%, 75 to 84; and 12% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (35%, 25 to 34;

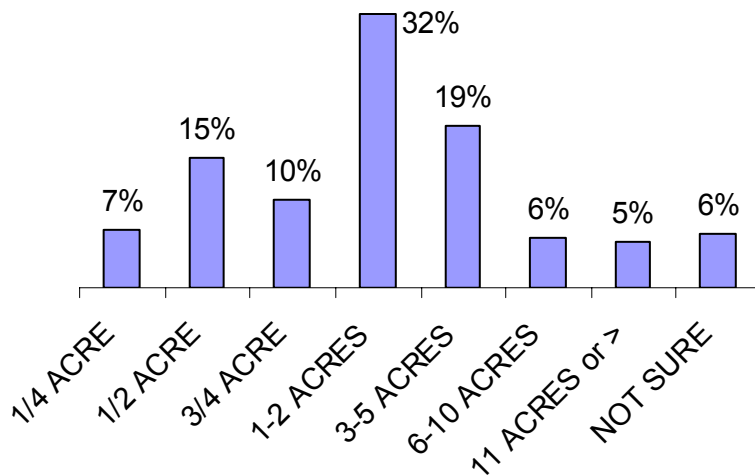
38%, 35 to 44; 35%, 45 to 54; and 29% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (27%) indicated increase more often and rural hobby farms (8%) and rural non-farms (11%) indicated increase less often. Urban/suburban (18%) and shoreland (24%) indicated decrease less often, while rural hobby farms (50%), rural non-farms (36%), and rural farms (45%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often, while shoreland owners indicated the same (51%) more often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (27%, urban/suburban; 11% rural) and decrease (18%, urban/suburban; 40% rural). By cluster, the Northeast stated increase the most (28%) and decrease the least (23%). The Northwest Cluster indicated decrease the most (35%).

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

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

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



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

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

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

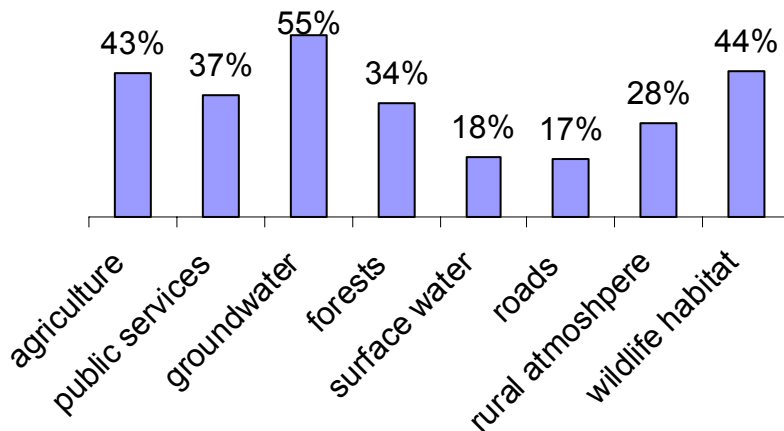
Respondents age 75 to 84 (22%) and over 85 (20%) preferred 1/2 acres more often and, those age 75 to 84 also preferred 1 to 2 acres more often (37%) and 3 to 5 acres less often (9%). Respondents age 35 to 44 preferred 3 - 5 acres more often (24%).

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

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

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

" What are the most important impacts to consider when determining whether or not a residential development should occur?"



In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. **Countywide**, the factor most often identified was groundwater quality and quantity (54%). Wildlife habitat was identified by 44% of the respondents, followed by agriculture (43%), cost and quality of public services (37%), forested areas (34%), rural/small town atmosphere (28%), surface water quality (18%), and roads (17%).

By acres owned, agriculture or groundwater always ranked in the top two. Roads, surface

water, and rural/small town atmosphere always ranked in the bottom three. Landowners with over 80 acres of land identified agriculture most frequently (57%, 81 - 200 acres; 55%, 201 - 500 acres; 58%, over 500 acres), while groundwater was the number two factor (54%, 53%, and 57% respectively). The importance of wildlife habitat generally declined with acres owned, ranking second for respondents with 1 to 10 acres (48%) and last for those with over 500 acres (12%).

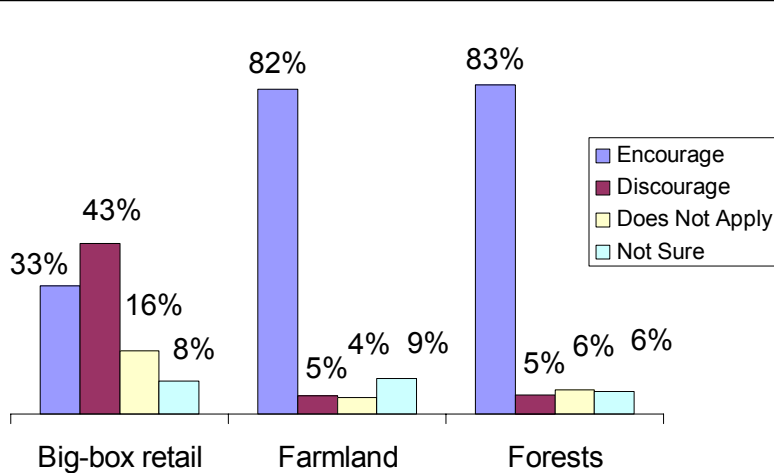
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public services generally increased with age (groundwater: 42%, age 18 to 24; 65% age 75 to 84) (public services: 24%, age 18 to 24; 52%, over age 85). Forests, generally declined in importance with age, with respondents age 25 to 34 ranking it second (51%) and those over age 85 ranking it last (23%).

By type of residence, either agriculture or groundwater was identified as the most important factor. Rural hobby farms (51%) and rural farms (66%) ranked agriculture as most important, while all others ranked groundwater as most important (56%, urban/suburban; 61%, shoreland; 53%, rural non-farm; 54%, non-county resident). Public services was identified most often by urban/suburban (44%) and shoreland (41%) owners, both of whom ranked it as the second most important. Roads and surface water were always ranked in the bottom two.

By tenure, either groundwater or wildlife habitat were identified as the most important, with respondents under 5 years of tenure ranking wildlife most important (51% - 57%) and those with 5 years and over ranking groundwater most important (53% - 57%). Roads, surface water, and rural atmosphere always ranked in the bottom three.

Q24	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Agriculture	52%	49%	45%	41%	42%	47%
Cost/quality of public services	30%	34%	16%	44%	26%	31%
Quality/quantity groundwater	53%	51%	51%	44%	42%	50%
Forested areas	29%	33%	45%	42%	42%	36%
Surface water	20%	19%	18%	16%	5%	18%
Roads	21%	17%	12%	21%	11%	17%
Rural/small town atmosphere	32%	32%	32%	26%	32%	31%
Wildlife habitat	42%	48%	46%	46%	53%	46%

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



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

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

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

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

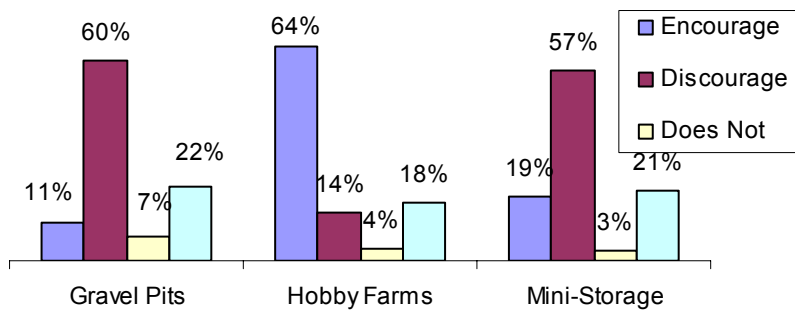
Forests - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to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

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

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

Q25 FORESTS	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	78%	85%	97%	75%	79%	83%
Discourage	7%	8%	0%	4%	5%	5%
Does not apply	7%	2%	0%	13%	0%	5%
Not Sure	7%	4%	3%	8%	16%	6%

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



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

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

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

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

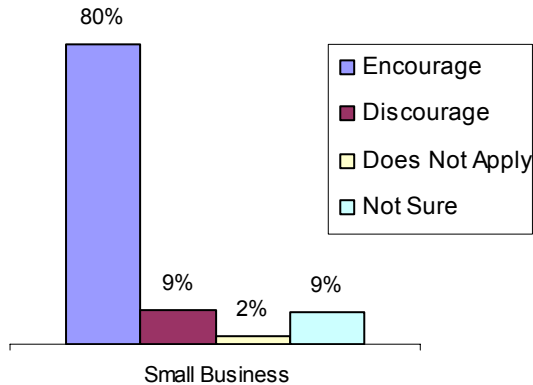
Mini-Storage - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated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

Q25 GRAVEL PITS	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	12%	10%	13%	8%	24%	11%
Discourage	61%	53%	62%	59%	65%	59%
Does not apply	3%	9%	3%	9%	0%	6%
Not Sure	24%	27%	23%	24%	12%	24%

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

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

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



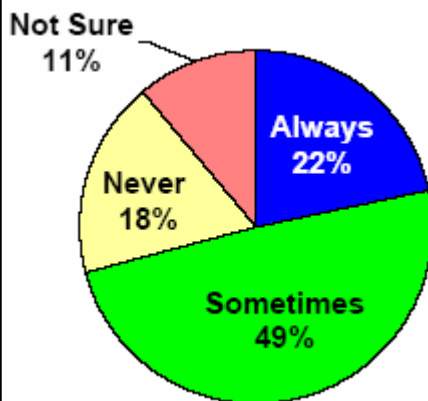
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

Small Business - Most respondents (80%) stated encourage small business, while 9% stated discourage, 2% does not apply, and 9% not sure. Respondents owning less than one acre (89%) and over 500 acres (85%) stated encourage more often, while those owning 11 to 200 acres stated encourage less often (71% - 72%). Urban/suburban respondents indicated encourage more often (90%), while

rural hobby farms (74%), rural farms (69%), rural non-farms (75%), and non-county residents (73%) stated encourage less often.

Q25 SMALL BUSINESS	LITTLE WOLF	ROYALTON	ST. LAWRENCE	MANAWA (C)	OGDEN (V)	CENTRAL CLUSTER
Encourage	84%	70%	74%	88%	78%	78%
Discourage	4%	13%	11%	5%	6%	9%
Does not apply	1%	4%	0%	3%	6%	2%
Not Sure	11%	13%	14%	5%	11%	11%

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

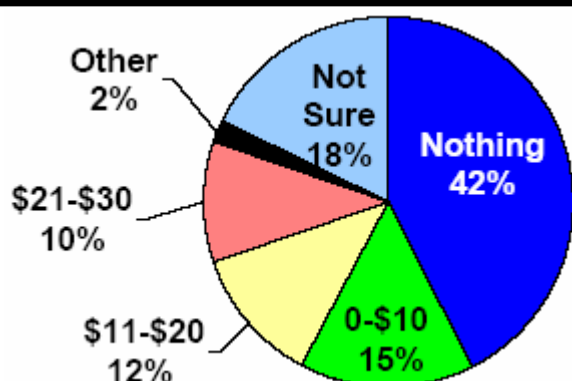


Countywide, most (49%) stated sometimes, while 22% stated always, 18% stated never, and 11% were not sure. Respondents stating always increased directly with acres owned (16%, less than one acre; 39%, over 500 acres) and decreased with age (36%, age 18 to 24; 13%, over 85). Urban/suburban (17%) and shoreland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

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

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

" How much would you be willing to pay annually in increased property taxes to fund a system that pays landowners for not developing their land ?"



Countywide, most (42%) stated nothing, followed \$0 - \$10 (15%), \$11 - \$20 (12%), \$21 - \$30 (10%), other (2%), and not sure (18%). When an analysis is completed using the all landowners (e.g., \$5 for the \$0 - \$10 category), the average a county landowner is willing to pay annually is \$7.33. When only those who are willing to pay is considered, the average is \$15.14.

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

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

Survey Results Summary

"9 Elements"

- ✓ Natural resources are important with an emphasis on groundwater and wildlife habitat.
- ✓ 75% agree protecting forests from fragmentation is important.
- ✓ Farmland protection is important, while converting farmland is not supported by a majority.
- ✓ Dairy/livestock expansion widely supported...acres with most productive farmland preferred.
- ✓ Affordable housing supported by a slim majority...more support by young and old age groups and owners of fewer acres.
- ✓ Regional cooperation for economic development and service provision widely supported.
- ✓ Divided opinions on increasing taxes and reducing services, but...
 - ...3/4 (77%) support managing development to control community costs.
 - ...2/3 (67%) support limiting new development to existing road capacity.

Land Use

- ✓ Most agree (78%) land use strategies are necessary to protect community interests.
- ✓ 72% agree they should be allowed to use their property as they see fit, but fewer (56%) agree neighbors should too.
- ✓ Most support (61%) design standards for new development.
- ✓ Most agree (45%) residential development should not occur in rural areas; urban/suburban disagree the most (40%), while farms agree the most (53%-58%), but many disagree (25%-35%).
- ✓ Preference is to use same amount of land and build same number of homes; rural owners (40+% prefer a decrease).
- ✓ 1-2 acres preferred lot size for almost all demographic groups.
- ✓ Most (71%) agree owners should "sometimes" or "always be compensated not to develop their land...
 - ...37% willing to pay taxes to fund a compensation system (\$15.14 annually); 42% not willing