

Plan Recommendations Report



Town of Union—Year 2030 Comprehensive Plan

Town of Union Waupaca County, Wisconsin

July 2007



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Resolution No. 2007-1

**RECOMMENDATION OF THE PLAN COMMISSION
TO ADOPT THE TOWN OF UNION 2007 – 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 Union 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 Union 2007 – 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 Union 2007 – 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 Union Plan Commission hereby recommends that the “Recommended Plan” of the *Town of Union 2007 – 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 Union Plan Commission hereby recommends that, subject to the public hearing on the “Recommended Plan” and incorporation of plan revisions deemed necessary as a result of the public hearing or comments received from governmental units with which the plan was filed, the Town Board adopt the *Town of Union 2007 – 2030 Comprehensive Plan* by ordinance in accordance with section 66.1001, Wisconsin Statutes.

ADOPTED this 17th day of April, 2007.

Motion for adoption moved by: Steve Bauer

Motion for adoption seconded by: Dave Heideman

Voting Aye: 5 Voting Nay: 0

Ray E. Henschel
Plan Commission Chair

ATTEST:

Gary Schoen
Plan Commission Secretary

Ordinance No. 07-02

AN ORDINANCE TO ADOPT THE TOWN OF UNION
2007 - 2030 COMPREHENSIVE PLAN

The Town Board of the Town of Union, 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 Union 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 Union 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 Union 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 Union 2007 - 2030 Comprehensive Plan*" containing all of the elements specified in section 66.1001(2), Wisconsin Statutes.

SECTION 4. The Town of Union 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 JUNE 26, 2007, in compliance with the requirements of Section 66.1001(4), Wisconsin Statutes.

SECTION 5. The Town Board of the Town of Union does, by the enactment of this ordinance, formally adopt the two documents composing the "*Town of Union 2007 - 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 2 day of JULY, 2007.

Voting Aye: 3 Voting Nay: 0

Published/Posted on: JULY 3, 2007.

Barbara C. Nollenberg
Town Chair

Attest:

Clay Leland

Town of Union

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 Union 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 Union Year 2030 Comprehensive Plan* will guide community decision making in the Town of Union 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 Union. 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 Union 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 Union 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 Union 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 Union is an unincorporated rural town in north central Waupaca County. It is situated west of the City of Clintonville and north of the City of Manawa. The town's landscape is a majority of farmland mixed with woodlands. The Little Wolf River is a dominant water feature in the town. Development is dispersed throughout the town with concentrations occurring around the town's water bodies and near the rural hamlet of Symco. Commercial land use is sparse and dispersed in a few areas in the township. State Highways 161 and 22 are the main transportation corridors that run through the southern portion of the town. State Highway 110 is the main transportation corridor that runs north/south through the town. Modest growth is expected over the next 25 years. Projections show limited growth to slight decline in population and modest growth in housing. Housing projections equate to approximately five new housing units per year. Residential housing is the primary form of projected future development, but some commercial and industrial development could take place as well.

Public participation during the planning process identified the town's primary concerns and areas to be addressed by its comprehensive plan. Top issues as identified by the planning committee include "mega-farms," conflicts between development and farming, and a farmer's retirement options. The top opportunity for planning is identifying lands not suitable for farming as places for future development. This plan opens a door to find alternatives for addressing competing public objectives. Specifically it addresses the question of how the town can balance protecting agriculture, its main land use and economic activity, with allowing landowners to generate income from land development.

Town of Union residents responded to two planning process surveys, and the strongest areas of consensus include the following:

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

It is not the town's desire to create new regulatory systems at the town level, but rather to ensure that existing land use management regulations are being followed. With this theme in mind, the

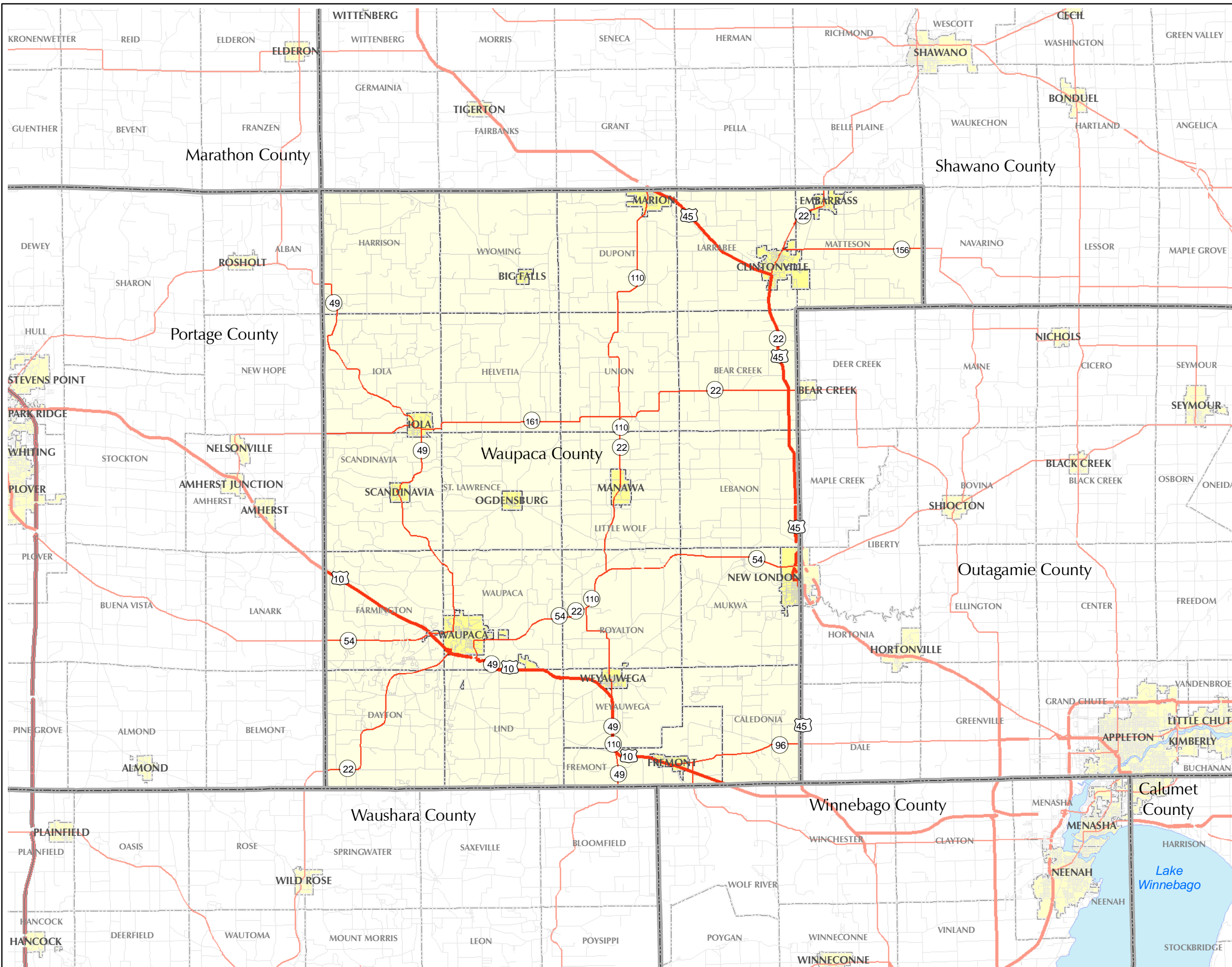
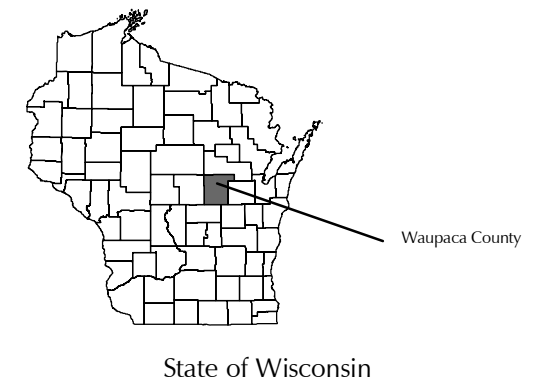
town's plan for implementation focuses on working with Waupaca County to improve the land use regulations that manage growth and development. The primary implementation tools contemplated by this plan include the use of site planning to encourage the best placement of new development, the protection of active livestock farms by separating them from new, non-farm, residential development, and requiring the assessment of potential community impacts for substantial development proposals like large subdivisions and commercial developments.

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MAP 1 - 1

REGIONAL SETTING

Waupaca County, Wisconsin



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

Source: Wisconsin DNR and Wisconsin DOT.

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1.3 Town of Union 2030 Vision

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

Housing Goals

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

Transportation Goals

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

Utilities and Community Facilities Goals

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

Agricultural, Natural, and Cultural Resources Goals

- Goal: Maintain the viability, operational efficiency, and productivity of the town's agricultural resources for current and future generations.
- Goal: Balance future development with the protection and enjoyment of natural resources.

- Goal: Protect groundwater quality and quantity.
- Goal: Maintain surface water quality including lakes, ponds, flowages, rivers, and streams.
- Goal: Encourage the preservation of open space areas for the purpose of protecting related natural resources including wildlife habitat, wetlands, and water quality.
- Goal: Manage 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: Encourage preservation of 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: Identify and encourage preservation of significant historical and cultural lands, sites, and structures that contribute to community identity and character.

Economic Development Goals

- Goal: Maintain and enhance 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 Union 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 Union 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 December 5, 2006, a public informational meeting was held on the draft *Town of Union 2030 Comprehensive Plan* at the town hall. The meeting was noticed and was advertised using the town's newsletter. The newsletter was delivered to every land owner within the town. Five members of the public attended. A few comments were recorded for consideration by the plan committee and plan commission with respect to the preferred land use plan and the preferred development densities.

Plan Commission and Town Board Action

On April 17, 2007, the Town of Union 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 Union Town Board discussed and adopted the comprehensive plan by passing ordinance number 07-02 on July 2, 2007.

Public Hearing

On June 26, 2007, a public hearing was held on the recommended *Town of Union 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. Four town citizens attended, and two offered testimony during the hearing. One citizen had a number of questions on what steps the plan takes to protect the environment. After a response by the Plan Commission, the citizen expressed support for the plan's approach to environmental protection. The second citizen expressed support for the plan's approach to agricultural protection. No written comments were submitted.

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 Union Issues and Opportunities

The initial direction for the comprehensive planning process was set by identifying community issues and opportunities. Issues were defined as challenges, conflicts, or problems that a community is currently facing or is likely to face in the future. Opportunities were defined as the positive aspects of a community that residents are proud of and value about their community. These could either be current positive aspects of a community, or have the potential to be created in the future.

In the March 2004 cluster meeting, Town of Union 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

- ♦ Run down rental housing in Symco (5 votes)
- ♦ Conflict between farms and rural traffic (5 votes)
- ♦ Some people that move into the country feel they can do anything – results in road damage (4 votes)
- ♦ Family farmers that need to parcel off land for retirement (4 votes)
- ♦ Lots of unpermitted junkyards in town – a visual issue – clean up (2 votes)
- ♦ Inadequate public access to Littlewolf River (1 vote)
- ♦ No mega farms (1 vote)
- ♦ County issues citations for junkyards, but not doing the best job.
- ♦ Little wolf is becoming unnavigable.
- ♦ Hours for motorized water sports on Cedar and School Section Lake.
- ♦ Unavailable new media services (i.e., fast internet).
- ♦ Older trailer homes and garbage.

Opportunities

- ♦ Find land not suitable for farming for rural development (4 votes)
- ♦ Good regulation and enforcement of mobile homes.
- ♦ Promote new industrial park or gas station.

1.6 Issues and Opportunities Policies

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

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

Policies: Town Directive

- IO1 The town shall conduct all business related to land use decision making by utilizing an open public process and by giving due consideration to its comprehensive plan (Source: Basic Policies).
- IO2 Public participation shall continue to be encouraged for all aspects of town governance (Source: Basic Policies).

2

Population and Housing



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2. Population and Housing

2.1 Population and Housing Plan

Population and housing are two key indicators that will help the Town of Union 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 Union and Waupaca County, please refer to Chapter 2 of the *Inventory and Trends Report*.

The Town of Union is expected to experience declining to limited population growth over the next 25 years. In 2000, the US Census recorded 804 people. Using linear projections to 2030, only 791 people are expected to reside in the town. Housing projections also portray minimal growth out to 2030. Projections show approximately five new housing units per year. Declining size of families (persons per household) and recreational homes can be attributed as factors that support a trend of housing growth despite population decline. Annexation of town land by cities or villages is not a factor in housing and population change in the Town of Union. Housing in the Town of Union will likely remain predominantly single family dwellings. No municipal sewer and water services exist for the town, thus limiting its ability to adequately accommodate multi-family dwellings or group quarters such as elder care facilities.

Residents of the town continue to view Union as a rural and agricultural place and desire it to remain that way to 2030. The Preferred Future Land Use Map has identified several nodes that can accommodate new housing development, yet maintain the predominance of agricultural land uses. Cluster development (refer to Appendix A) of residential uses is preferred and will be offered as an alternative to traditional development options.

The unincorporated area of Symco offers both challenges and opportunities for the Town of Union in regard to housing. Generally, housing and building conditions in Symco need improvement. Out to 2030, Symco is envisioned as a node to accommodate new mixed use developments that are desirable to incoming residents.

2.2 Population Characteristics Summary

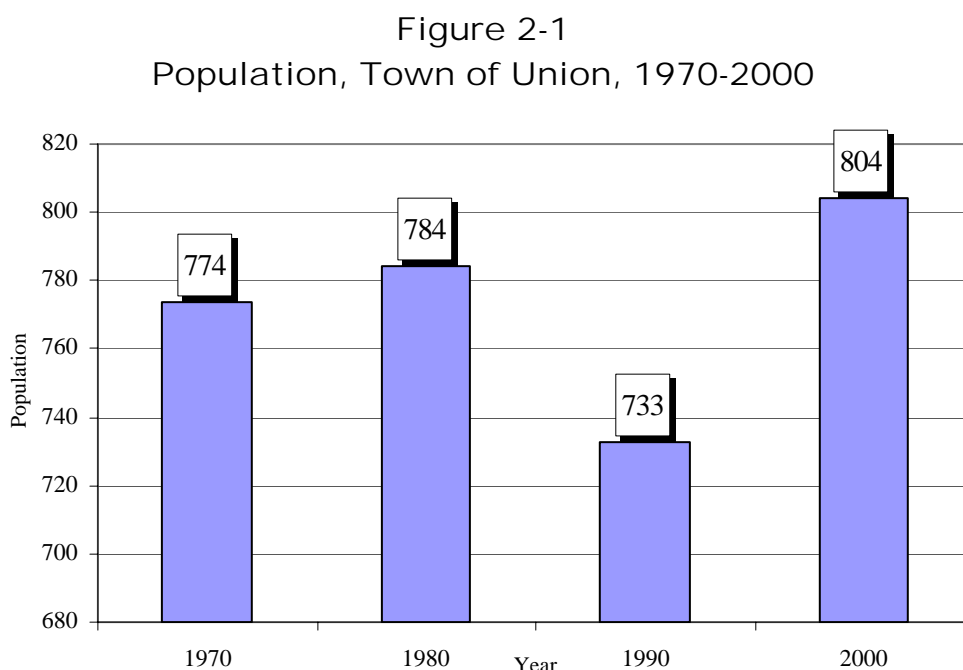
2000 Census

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 Union 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 Union has experienced a fluctuating population for the 30 year period. There was a net population increase of 30 representing growth of 3.9% from 1970 to 2000. With the exception of 1990, the population seems to be on a relatively clear trend of modest growth.

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

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

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

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

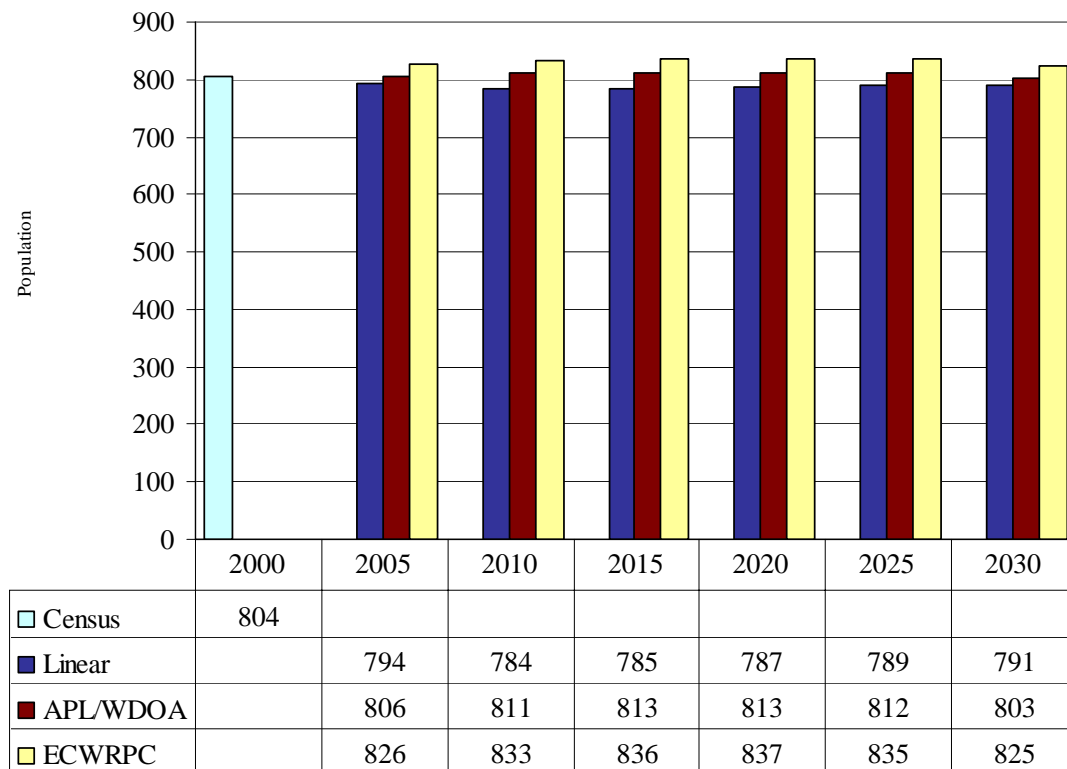
Source: U.S. Bureau of the Census, 1970-2000, STF-1.

Population Forecasts

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

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 Union.

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



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

Population projections show the Town of Union with a declining to slowly growing population. Residents feel, however, that proximity to the Fox Valley could prove projections wrong and that Union will grow at a faster pace than expected. Based on higher expectations of future growth, the town's plan committee is more inclined to support the East Central Wisconsin Regional Planning Commission projection of future population.

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 Union in 1990 and 2000.

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

	1990	Percent of Total	2000	Percent of Total	# Change 1990-00	% Change 1990-00
Total housing units	323	100.0%	335	100.0%	12	3.7%
Occupied housing units	249	77.1%	291	86.9%	42	16.9%
Owner-occupied	209	64.7%	252	75.2%	43	20.6%
Renter-occupied	40	12.4%	39	11.6%	-1	-2.5%
Vacant housing units	74	22.9%	44	13.1%	-30	-40.5%
Seasonal units	52	16.1%	27	8.1%	-25	-48.1%

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

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

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

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

The housing supply in the Town of Union consists largely of owner-occupied, year round homes. In 2000, there were a total of 335 housing units in the town. Compared to Waupaca County as a whole, there are smaller proportions of rental units, but larger proportions of vacant and seasonal

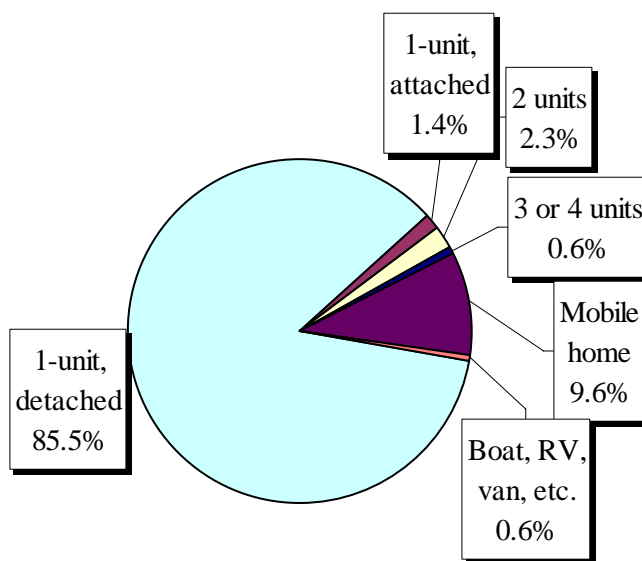
units in the town. These data suggest that the housing supply in the Town of Union is more difficult to access for renters, but similar to the county as a whole with regard to availability and sales of vacant units.

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

Housing Units in Structure

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

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



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

These data show that the housing supply in the Town of Union is fairly homogeneous. 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.

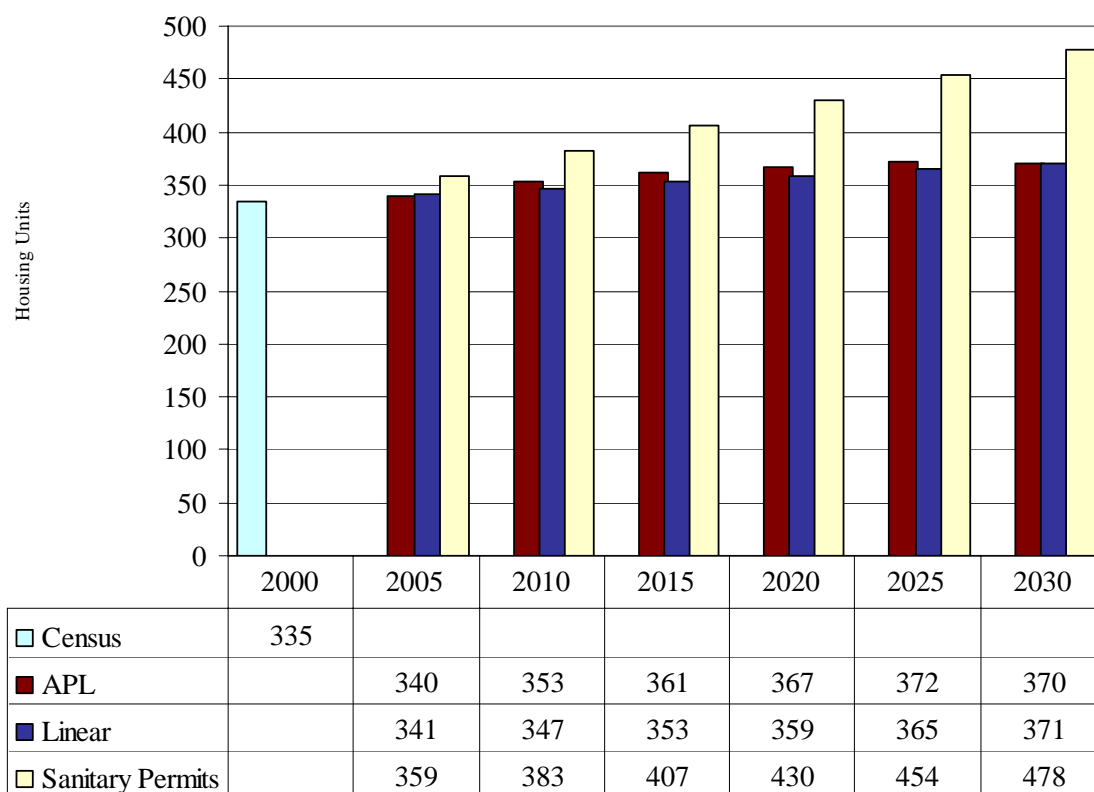
Housing Forecasts

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

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



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

Housing projections range from an increase of 35 to 143 new housing units by 2030. The planning committee expects that housing growth will outpace that identified by the lower projections. Local opinion supports the Sanitary Permit projection as providing the most realistic estimate of future housing growth.

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 Union over the next 20 to 25 years.

- ♦ The aging population is growing, and people over 65 are projected to comprise a significant portion of the total population by 2030.
- ♦ Population growth is anticipated to be heavily influenced by highway improvements in Waupaca County.
- ♦ Expect continued interest in seasonal structures, especially hunting cabins.
- ♦ Interest in modular and mobile home development will continue as driven by need for affordable housing.
- ♦ People will continue to desire an “acre or two in the country,” and pressure to convert farmland and woodland to subdivisions and lots will increase, especially in rapidly growing areas.
- ♦ The need for elderly housing will increase as the population ages.
- ♦ An excess of vacant housing units may result from the aging population choosing other options like assisted living, condominiums, and the like.
- ♦ Finding quality, affordable housing will become increasingly difficult.
- ♦ High demand for housing and energy cost assistance will continue.

2.5 Housing for All Income Levels

The housing stock in rural Wisconsin communities typically has a high proportion of single-family homes, with few other housing types available. While a range of housing costs can be found in single-family homes, larger communities are generally relied upon to provide a greater variety of housing types and a larger range of costs. It is a benefit to a community to have a housing stock that matches the ability of residents to afford the associated costs. This is the fundamental issue when determining housing affordability and the ability to provide a variety of housing types for various income levels.

The Department of Housing and Urban Development (HUD) defines housing affordability by comparing income levels to housing costs. According to HUD, housing is affordable when it costs no more than 30% of total household income. For renters, HUD defined housing costs include utilities paid by the tenant.

According to the U.S. Census, housing in the Town of Union appears to be affordable on the average. The median household income in the town in 1999 was \$42,875 per year, or \$3,573 per month. The median monthly owner cost for a mortgaged housing unit in the town was \$767, and the median monthly gross rent in the town was \$438. The term “gross rent” includes the average estimated monthly cost of utilities paid by the renter. According to the HUD definition of affordable housing and the town’s median income, the average home owner in the Town of Union spends about 21% of household income on housing costs, and therefore has affordable housing. The average renter in the Town of Union spends about 12% of household income on housing costs, and therefore has affordable housing. It should be noted, however, that this does not rule out individual cases where households do not have affordable housing. In fact, in 1999, 13.6% of homeowners and 40% of renters in the Town of Union paid 30% or more of their household income on housing costs.

The Town of Union 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 objectives H1a, H1b, and H2b
- ♦ Policies H2 and H3

2.6 Housing for All Age Groups and Persons with Special Needs

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

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

The Town of Union 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.

- ♦ Goals H1 and objectives 1c and 1d
- ♦ Policies H2 and H3

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 has identified the areas in and around Symco as a possibility to develop underutilized land. This area is identified for mixed uses on the Preferred Land Use Map. Also refer to the following goals, objectives, policies, and recommendations for the town's approach to the issue of availability of land for the development and redevelopment of low- to moderate-income housing.

- ♦ Goal H1 and objectives H1a, H1b, and H2b
- ♦ Policies H1, H2, and H3
- ♦ *Housing* element recommendations

2.8 Maintaining and Rehabilitating the Existing Housing Stock

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

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

- ♦ Goal H3 and related objectives
- ♦ Policy H3

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

Objectives

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

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

Objectives

- 3.a. Support efforts to enforce zoning, nuisance abatement, and building code requirements on blighted residential properties (e.g., abandoned buildings, junk yards, manure pits, etc).
- 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 or septic systems not to current code, 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.

Population and Housing Element

Policies: Town Directive

- H1 Zoning and land division ordinances will be reviewed for their impacts on opportunities to create a variety of housing types in the community (Source: Strategy H1).
- H2 The community shall plan for a sufficient supply of developable land that allows for a variety of housing types and densities (Source: Strategy H1).
- H3 The community will consider adaptive reuse or conversion of surplus or outmoded buildings (such as old schools, hospitals, warehouses, etc.) to economically viable new housing (Source: Strategy H1).

Policies: Development Review Criteria

- H4 Siting and construction of new housing shall be consistent with the purpose, intent, and preferred density established in the applicable preferred land use classification and meet the applicable review criteria established by other planning element policies (Source: Basic Policies).

Recommendations

- ♦ Continue to enforce a town building code that includes the requirements of the Uniform Dwelling Code and state commercial building codes (Source: Basic Recommendations).
- ♦ Every three to five years, assess the availability of developable land for residential development (Source: Strategy H1).

2.11 Population and Housing Programs

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

3

Transportation



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3. Transportation

3.1 Transportation Plan

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

The transportation system in the Town serves a rural and agricultural population and is not expected to change a great deal over the next 25 years. If population continues to grow, the conflicts of residential and farm traffic have been identified as a major concern. Transportation planning will help to minimize these conflicts. The town's primary responsibilities with respect to transportation are to manage the cost of town roads, and to promote safe emergency vehicle access to developed properties. The town's transportation policies and recommendations reflect these priorities. Key components of the town's transportation plan include maintaining a set of up to date road construction specifications, developing and maintaining an effective driveway ordinance, and requiring developers to evaluate the impacts of proposed developments on the road system.

The town currently does not have a five year road plan, but should consider creating a plan in the near future. The town wants to ensure that both the maintenance and any future extensions of the transportation system are done efficiently and do not create a financial burden to the taxpayers.

New housing is anticipated to affect the largest amount of change to road construction and maintenance. Most new housing development will likely be accommodated by existing roads, but as new roads are built to serve residential subdivisions, the town will work to ensure that this is done properly. Making sure that new roads are built to town standards and that developers bear the costs of construction are top priorities.

3.2 Planned Transportation Improvements

The Town of Union does not currently have a plan for road or other transportation facility improvements. The Town of Union will develop a 3-5 year plan for road and other transportation improvements.

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 Union, and no state or regional plans include improvements that impact the town. One project planned by Waupaca County will 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 O from County Highway OO to County Highway T in the Town of Bear Creek in 2009. The town's plan for land use along this corridor is primarily Agriculture Enterprise and Private Recreation and Forestry. Potential land use conflicts along this corridor should be monitored, as these highway improvements may increase the mobility of the road and the desirability of the adjacent lands as building sites. These forces may compete with the town's desire to keep these lands primarily in agricultural or forestry use.

3.4 Transportation Goals and Objectives

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

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

Objectives

- 1.a. Balance competing community desires (e.g., scenic beauty, abundant wildlife, direct highway access, agricultural traffic etc.) with the need to provide for safe roads, intersections, 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 road maintenance 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).

Policies: Development Review Criteria

- T4 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).
- T5 The development of new or improved access points to local roads shall meet town standards for:
 - ♦ Minimum driveway surface width and construction materials;

- ♦ Minimum clearance width and height;
- ♦ Minimum turnaround areas for longer driveways;
- ♦ Minimum intersection spacing;
- ♦ Minimum site distance (Source: Strategy T3, T4).

Recommendations

- ♦ Actively pursue all available funding, especially from federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized (Source: Strategy T1).
- ♦ Adopt a driveway ordinance to implement access control and emergency vehicle access policies.
- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public roads or other infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy T1).
- ♦ Modify the town road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway (Source: Strategy T1).
- ♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential transportation impacts including potential road damage and traffic impacts (Source: Strategy T1).
- ♦ Adopt the driveway ordinance to implement access control and emergency vehicle access policies.
- ♦ Develop a 3-5 year plan for road and other transportation improvements.

3.6 Transportation Programs

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

4 Utilities and Community Facilities



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4. Utilities and Community Facilities

4.1 Utilities and Community Facilities Plan

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

For further detail on existing utilities and community facilities in the Town of Union and Waupaca County, please refer to Chapter 4 of the *Inventory and Trends Report*. Map 4-24 displays the locations of existing community facilities and services found in the town.

The Town of Union has limited utilities and community facilities that are not provided by other municipalities. The Town Hall, three cemeteries, and one park at School Section Lake are the only facilities under town control. Currently, these existing public utilities and community facilities are meeting the needs of residents and are all in good condition. If future growth does warrant the need for other new or expanded facilities, the policies and recommendations of this plan are intended to help ensure that the new development pays directly for the associated costs.

The Town of Union's plan for utilities and community facilities is to maintain the limited local services and facilities that it provides, and to continue to rely on the surrounding region for other essential services (such as police, fire, and ambulance protection, parks, libraries, etc.). Like all communities, the town's primary challenge in this area is to maintain the existing level of services and facilities without creating undue burden on local taxpayers. The town also recognizes the importance of protecting and enhancing natural resources, even with planning of utilities and community facilities. The town's Utilities and Community Facilities policies and recommendations will help ensure that future development of utilities and public facilities does not impair groundwater, wildlife habitat, agriculture, public lands, and areas within the Resource Protection classification of the Preferred Land Use Map (Map 8-62).

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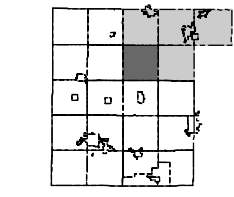


- Public Services**
- Town Hall
 - EMS/Ambulance
 - Fire Station
 - Garage
 - Library
 - Police

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

- Recreation Facilities**
- Boat Launch
 - Indoor Recreation Facility
 - Municipal Open Space
 - Park
- Utilities**
- Dam
 - Lift Station
 - Stormwater Facility
 - Substation
 - Telephone Utility
 - Tower - Communication
 - Water Tower
 - Utility Shop/Office
 - Wastewater Treatment Plant
 - Well

- Roads**
- Federal Road
 - State Road
 - County Road
 - Local Road
 - Railroads
- Base Features**
- Rivers and Streams
 - Lakes and Ponds
 - Cities and Villages
 - Sections
 - Parcels



Northeast Planning Cluster of Waupaca County



COMMUNITY FACILITIES & SERVICES

Town of Union, 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 Union.

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 Union 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 4-41.

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

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

Long Term

- ♦ Continue to work with the county for police services.

Fire Protection and EMT/Rescue Services

Refer to Section 4.3 of the *Inventory and Trends Report* for information on existing fire and emergency medical/rescue services. With the exception of the following recommendation, existing fire protection and EMT/Rescue services are anticipated to be adequate to meet the needs of the town over the planning period.

Long Term

- ♦ Coordinate with the City of Manawa and volunteer group.

Schools

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

Libraries, Cemeteries, and Other Quasi-Public Facilities

Refer to Section 4.5 of the *Inventory and Trends Report* for information on existing libraries, post offices, and private recreational facilities in Waupaca County. Refer to Section 4.5 of *Appendix UCF* of the *Inventory and Trends Report* for information on churches and cemeteries in the Town of Union. No short term or long term needs have been identified. Existing facilities and services are anticipated to be adequate to meet the needs of the town over the planning period.

Parks and Recreation

Refer to Section 4.6 of *Appendix UCF* of the *Inventory and Trends Report* for information on existing park and recreational facilities in the Town of Union. With the exception of the following recommendation, existing park and recreation services are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

- ♦ Continue to maintain the existing park facility.

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 Union. With the exception of the following recommendation, existing solid waste and recycling services are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

- ♦ Continue to contract for solid waste and recycling services.

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

Sanitary Sewer Service

Refer to Section 4.9 of the *Inventory and Trends Report* for information on sanitary sewer service in Waupaca County. The Town of Union does not provide sanitary sewer service. It is anticipated that private onsite waste treatment systems will continue to be adequate over the planning period.

Private On-Site Wastewater Treatment Systems (POWTS)

Refer to Section 4.10 of the *Inventory and Trends Report* for information on private on-site wastewater treatment systems (POWTS) in Waupaca County. It is anticipated that private onsite waste treatment systems will continue to be adequate 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. The Town of Union does not provide municipal water service. It is anticipated that private wells will continue to be adequate 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 Union. No short term or long term needs have been identified. Existing facilities are anticipated to be adequate to meet the needs of the town over the planning period.

Health Care and Child Care Facilities

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

Local Roads and Bridges

Refer to the *Transportation* element of this plan and the *Transportation* element of the *Inventory and Trends Report* for information on roads and bridges in Waupaca County. With the exception of the following recommendations, existing local roads and bridges are anticipated to be adequate to meet the needs of the town over the planning period.

Short Term

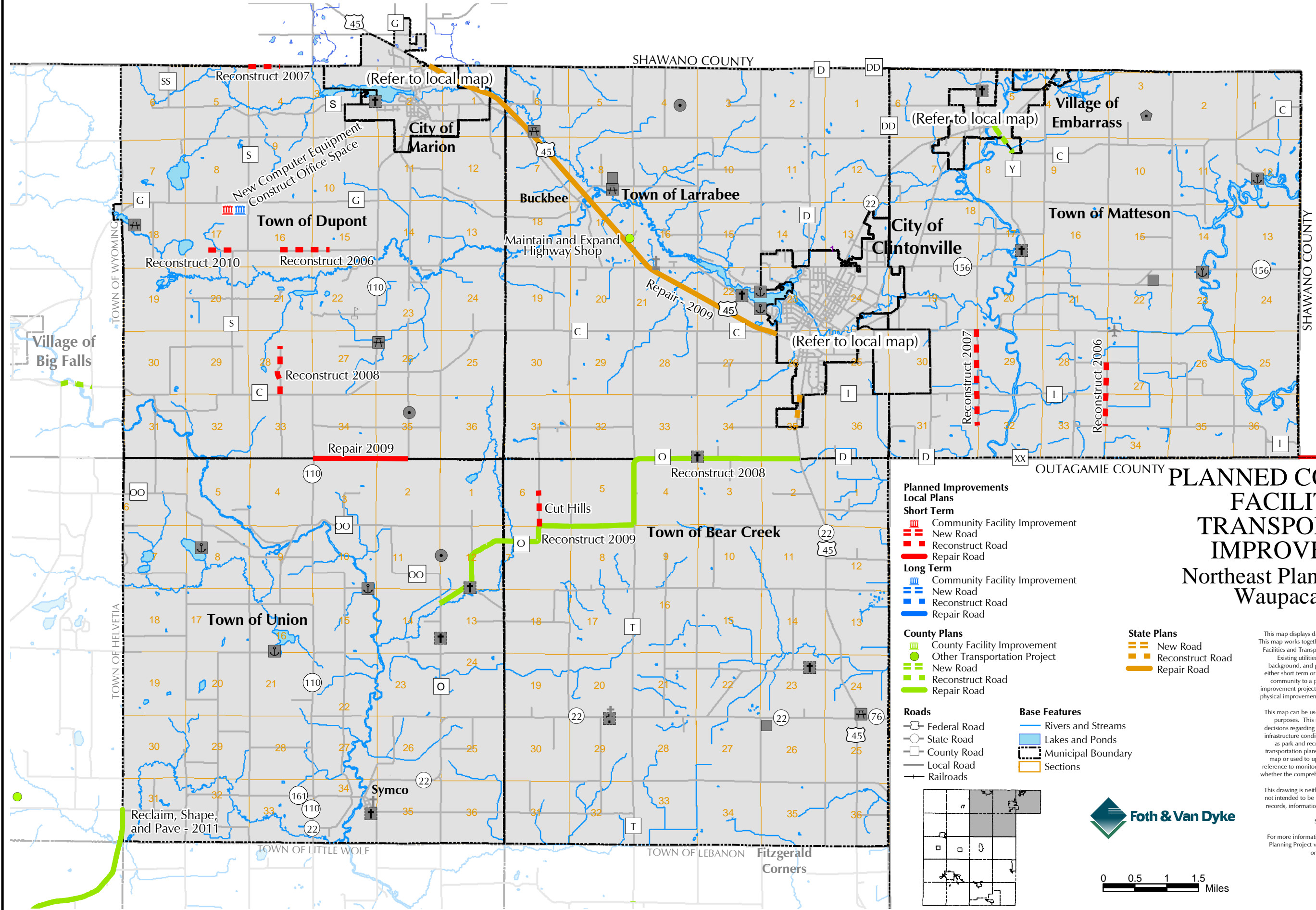
- ♦ At a minimum, culverts shall be 28 feet long for all new driveways.
- ♦ Continue to contract with the county for snowplowing and road improvements.

Long Term

- ♦ Develop ordinances for driveways and culverts.

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Map 4-41



PLANNED COMMUNITY FACILITIES & TRANSPORTATION IMPROVEMENTS

Northeast Planning Cluster - Waupaca County

Map Explanation

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

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

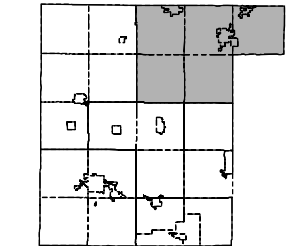
This drawing is neither a legally recorded map nor a survey and is not intended to be used as one. This drawing is a compilation of records, information and data used for reference purposes only.

Source: Waupaca County.

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



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Northeast Planning Cluster, Waupaca County

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4.3 Utilities and Community Facilities Goals and Objectives

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

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

Objectives

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

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

Objectives

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

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

Objectives

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

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 storm water management features including storm water 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 storm water 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 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).

UCF3 Conservation design shall be utilized in proposed major land divisions to minimize the negative impacts to outdoor recreational opportunities while accommodating residential development (Source: Strategy UCF6).

Policies: Town Directive

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

Policies: Development Review Criteria

UCF5 Commercial and industrial development proposals shall provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).

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

UCF7 New residential, commercial, and industrial development shall not be located within 300 feet of public lands (Source: Strategy UCF6).

UCF8 Planned utilities, public facilities, and roads shall be designed to limit the potential negative impacts to agricultural lands (Source: Strategy ANC1).

UCF9 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).

UCF10 Commercial and industrial development proposals shall provide an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy ED3).

Recommendations

- ♦ 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).
- ♦ Evaluate fire protection staffing, training, and equipment needs annually (Source: Strategy UCF5).
- ♦ Modify the applicable land division ordinance to require the execution of a development agreement whenever public infrastructure is included in a development. Create a standard development agreement that includes provisions for financial assurance, construction warranties, construction inspections, and completion of construction by the town under failure to do so by the developer (Source: Strategy UCF1).
- ♦ Require major land divisions, conditional uses, and other substantial development to submit an assessment of potential impacts to the cost of providing community facilities and services (Source: Strategy UCF1).

4.5 Utilities and Community Facilities Programs

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

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

Agriculture is the predominant land use in the Town of Union today and will likely remain a significant component of the town's landscape and economy in the future. Union has the second largest area of agricultural land of all Waupaca County's towns (surpassed only by Bear Creek) and is one of the top five towns for acres of prime agricultural soils and active agriculture taking place on prime soils. As the predominant land base, agriculture is significant in defining the character of the town. It also provides a strong source of economic value to the town as a part of the county's nearly one-half billion dollar per year agriculture industry. Agriculture as an industry in the county ranks second behind manufacturing and before tourism. Local agricultural businesses are important to the economic base of the town. For example, Leroy Bartel Trucking, Scheller Livestock Trucking, and Mycogen Seeds are located in the Town of Union. Loss of farms and farmland would have significant effects both on the character and the economy of the town.

Agriculture as an issue, however, is not as simple as protecting farmland. Related issues include the desire of farmers to be able to liquidate portions of their land assets by selling land for development and the possibility of very large farms (or "mega-farming") developing in the town. Town of Union residents, like Waupaca County residents as a whole, want to see agriculture remain in the town and want to see farmland protected. In developing this plan, the Town of Union faced tradeoffs and attempted to balance the issues of protecting the predominant economic base of the town with protecting landowner rights.

In addition, the town has significant natural and cultural resources that add value to the community's quality of life. The Little Wolf River makes its way through the town. The town is also home to a significant amount of wetland resources and a few steep slopes (slopes over twelve percent). The Wisconsin Heritage Inventory has identified areas within the town that have aquatic and terrestrial rare, threatened, or endangered species. Tellock's Hill Woods is one such area and is considered a State Natural Area and Land Legacy Place.

The Town of Union is considering several strategies to manage these resources yet continue to accommodate new residential and economic growth. The town will work closely with Waupaca

County to develop zoning and subdivision ordinances that work to protect these resources and identify a preferred pattern of growth. The town is also interested in supporting a purchase or transfer of development rights program to help protect these resources. Cluster developments (refer to Appendix A), density bonuses, and site planning are tools the town is considering to help balance resource protection with new development.

5.2 Agricultural, Natural, and Cultural Resources Goals and Objectives

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

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

Objectives

- 1.a. Protect productive farmland from fragmentation and conflicts with non-agricultural uses.
- 1.b. Allow for farming expansion in areas that do not conflict with existing residential land.
- 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 of the importance of protecting the viability of the local agricultural industry, especially among new residents in the local community.
- 1.f. Strive to reduce the rate of productive farmland being converted to non-agricultural development.
- 1.g. Explore opportunities to allow farmers and farmland owners to secure financial benefits for the preservation of farmland.
- 1.h. Encourage farmers to follow Best Management Practices to minimize erosion and groundwater and surface water contamination.

Goal 2 **Balance future development with the protection and enjoyment 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 and floodplains.

Goal 3 Protect groundwater quality and quantity.

Objectives

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

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

Objectives

- 4.a. Manage sources of point source water pollution.
- 4.b. Decrease sources of non-point source water pollution.
- 4.c. Encourage the preservation of natural buffers and building setbacks of 75 feet between intensive land uses and surface water features.
- 4.d. Explore partnerships with other communities, Waupaca County, lake and river organizations, and state agencies to address surface water quality degradation.

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

Objectives

- 5.a. Identify large interconnected open space corridors.

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

Objectives

- 6.a. Promote the utilization of public and non-profit resource conservation and protection programs such as Managed Forest Law (MFL).
- 6.b. Consider the use of conservation land division design, which reduces further forest fragmentation.

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

Objectives

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

Goal 8 **Encourage preservation of 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 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 **Identify and encourage preservation of 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 Conservation and cluster design shall be utilized in proposed major land divisions to minimize the negative impacts to agriculture, natural resources, and green space while accommodating residential development (Source: Strategy ANC1, ANC3, ANC4).

ANC2 New, non-farm, residential development shall be placed on the landscape in a fashion that preserves productive farmland, reduces farmland fragmentation, and prevents conflicts between agricultural and residential land uses (Source: Strategy ANC1, ANC3).

Policies: Development Review Criteria

ANC3 Development proposals shall provide the community with an analysis of the potential natural resources impacts including, but not necessarily limited to, potential impacts to groundwater quality and quantity, surface water, wetlands, floodplains, steep slopes, woodlands, and other existing vegetation. (Source: Strategy ANC4).

ANC4 Development proposals shall provide the community with an analysis of the potential cultural resources impacts including, but not necessarily limited to, potential impacts to historic sites, archeological sites, and other cultural resources (Source: Strategy ANC 8).

ANC5 Development proposals in SHR areas shall demonstrate compliance with the Waupaca County Shoreland Zoning Ordinance and Shoreland Protection Manual (Source: Strategy ANC4).

Conservation/Cluster Land Divisions

ANC6 Conservation land divisions in AR and AWT areas shall be designed primarily to protect active cropland and active agricultural operations, and these features should take precedence over other features that could be protected in these locations (Source: Strategy ANC3).

Site Planning

ANC9 New development shall not be located on prime agricultural and prime where drained soils as defined by the Natural Resource Conservation Service (Source: Strategy ANC1).

ANC10 New development shall not be located within 75 feet of surface water (Source: Strategy ANC4).

ANC11 New development shall not be located within 25 feet of wetlands or floodplains (Source: Strategy ANC4).

ANC12 New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreland areas, wetlands, floodplains.

ANC13 Development occurring within or near natural resources shall incorporate those resources into the development rather than harm or destroy them (Source: Strategy ANC4).

Agriculture Expansion

ANC14 The establishment of new, or expansion of existing, animal agriculture operations that result in farms with more than 500 animal units shall not be allowed outside of areas targeted for agricultural expansion (Source: Strategy LU9). The Agricultural Enterprise classification is the targeted area for agricultural development.

ANC15 The establishment of new, or expansion of existing, animal agriculture operations that result in farms with more than 500 animal units shall comply with performance standards for setbacks, odor management, waste and nutrient management, waste storage facilities, runoff management, and mortality management (Source: Strategy LU9).

Recommendations

- ♦ Work with Waupaca County to modify county zoning and land division ordinances to achieve the protection of natural resources and green space.
- ♦ Utilize residential density requirements to achieve the protection of agriculture, natural resources and green space.
 - Residential density shall be established based on the classification of the parent parcel as follows:
 - ♦ Agriculture Enterprise: One dwelling unit per 40 acres
 - ♦ Agriculture Retention: One dwelling unit per 10 acres
 - ♦ Agriculture and Woodland Transition: One dwelling unit per five acres
 - ♦ Rural Residential: One dwelling unit per two acres
 - ♦ Private Recreation and Forestry Enterprise: One dwelling unit per 10 acres
 - ♦ A parcel of record existing prior to the adoption of these density standards may be used as a building site for one single family dwelling, regardless of ability to meet the new density standard. This assumes that the parcel can meet zoning, sanitation, and other applicable requirements not related to development density standards.
- ♦ Require major land divisions, conditional uses, and other substantial development projects to submit an assessment of potential natural resources impacts and multiple site development alternatives as part of the development review process.
- ♦ Utilize site planning and limits of disturbance regulations to protect natural resources and green space.
- ♦ Utilize performance based zoning to establish natural resource and green space protection standards.
- ♦ Require all major land divisions to utilize cluster design for the protection of natural resources, green space, and agricultural land.

- ♦ Work with Waupaca County to create a county wide purchase or transfer of development rights program.
- ♦ Maintain the map and database of historic and archeological sites (Source: Strategy ANC8).
- ♦ Conduct a community survey of historical and archeological resources at least once every 20 years (Source: Strategy ANC8).
- ♦ Create a local historic preservation ordinance that recognizes and protects the historic sites in the town (Source: Strategy ANC8).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to achieve the protection of cultural resources (Source: Strategy ANC8).
- ♦ Create multiple agricultural zoning districts that preserve the best agricultural lands for agricultural use (Source: Strategy ANC1).

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 Union 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 Union 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.

Hands down, the economic driver in the Town of Union is agriculture. Union supports more agriculture related jobs at a much higher percentage than the county as a whole. Farms and farming generate the majority of jobs that are located within the town. The majority of residents, however, work outside of the town in non-agriculture related industries. Most of these jobs are found in nearby urban communities, such as the Cities of Clintonville, Manawa, Marion, and Waupaca. In order to enhance economic development, the Town of Union will cooperate on a more regional scale to support business and jobs. Supporting home-based businesses is a local opportunity for the town to support business development. The town's policies support home-based business and maintain the current quality of life defined by the town's rural and agricultural character.

6.2 Economic Characteristics Summary

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

Attainment Level	T. Union		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Less than 9th grade	30	5.4%	2,175	6.3%
9th grade to 12th grade, no diploma	66	11.9%	3,847	11.1%
High school graduate (includes equivalency)	324	58.5%	15,148	43.6%
Some college, no degree	46	8.3%	6,333	18.2%
Associate degree	29	5.2%	2,067	6.0%
Bachelor's degree	50	9.0%	3,716	10.7%
Graduate or professional degree	9	1.6%	1,440	4.1%
Total Persons 25 and over	554	100.0%	34,726	100.0%

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

Educational attainment for the Town of Union as measured in 2000 was comparable to that of the county. The town had a larger proportion of high school graduates, but a smaller proportion of college degrees when compared to the county as a whole. These data suggest that Town of Union residents are equipped to participate in every level 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 Union, Waupaca County, and the State of Wisconsin for 2000.

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

Industry	T. Union		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	81	17.3%	1,216	4.8%
Construction	19	4.1%	1,686	6.6%
Manufacturing	160	34.2%	7,393	29.1%
Wholesale trade	16	3.4%	721	2.8%
Retail trade	38	8.1%	2,624	10.3%
Transportation and warehousing, and utilities	30	6.4%	942	3.7%
Information	12	2.6%	900	3.5%
Finance, insurance, real estate, and rental and leasing	8	1.7%	1,092	4.3%
Professional, scientific, management, administrative, and waste management services	3	0.6%	950	3.7%
Educational, health and social services	46	9.8%	4,552	17.9%
Arts, entertainment, recreation, accommodation and food services	26	5.6%	1,652	6.5%
Other services (except public administration)	19	4.1%	883	3.5%
Public administration	10	2.1%	759	3.0%
Total	468	100.0%	25,370	100.0%

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

Of the 468 Town of Union residents employed in 2000, most worked in the manufacturing and agriculture, forestry, fishing and hunting, and mining sectors. The breakdown of employment by industry sector in the town is generally similar to that of Waupaca County as a whole, but there are some noteworthy differences. The predominance of agriculture in the town is clearly visible in the agriculture, forestry, fishing and hunting, and mining sector. The town also has a significantly lower proportion of employment in the educational, health, and social services sector when compared to the county.

Employment by Occupation

The previous section, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors provides additional insight into the local and county economy. This information is displayed in Table 6-3.

Table 6-3
Employment by Occupation, Town of Union, Waupaca County, and
Wisconsin, 2000

Occupation	T. Union		Waupaca County	
	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	103	22.0%	6,438	25.4%
Service occupations	57	12.2%	3,710	14.6%
Sales and office occupations	96	20.5%	5,456	21.5%
Farming, fishing, and forestry occupations	15	3.2%	403	1.6%
Construction, extraction, and maintenance occupations	34	7.3%	2,592	10.2%
Production, transportation, and material moving occupations	163	34.8%	6,771	26.7%
Total	468	100.0%	25,370	100.0%

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

Overall, employment by occupation in the Town of Union is similar to that of Waupaca County. The town does have a larger proportion of employment in production, transportation, and material moving occupations when compared to the county as a whole. These data are logical given the differences between the town and the county in employment by industry and educational attainment as previously shown.

6.3 Strengths and Weaknesses Analysis

A determination of the strengths and weaknesses of the Town of Union 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, county, and region are as follows:

Strengths

- ♦ Natural Resources
- ♦ Elementary and Secondary Schools
- ♦ Industrial Parks
- ♦ U.S., State, County and Local Road Networks
- ♦ Central Wisconsin Railroad
- ♦ Regional and Local Airports
- ♦ Fox Valley Technical College Campuses
- ♦ Fox Valley Workforce Development
- ♦ Chambers of Commerce
- ♦ Skilled and Experienced Workforce

- ♦ Sewer and Water Infrastructure
- ♦ Electric and Gas Infrastructure
- ♦ Communications Infrastructure
- ♦ Waupaca County Economic Development Corp.
- ♦ Small Business Development Centers
- ♦ WI Department of Commerce Programs
- ♦ WI Department of Transportation Programs
- ♦ Regional and Local Financial Institutions
- ♦ County and Local Governments
- ♦ Revolving Loan Funds
- ♦ Tax Incremental Finance Districts
- ♦ Manufacturing Industry
- ♦ Tourism Industry
- ♦ Dairy Industry

Weaknesses

- ♦ Lack of Population Diversity
- ♦ Lack of Business Diversity
- ♦ Risk Averse Nature of Residents
- ♦ Lack of Capital/Financial Network for Entrepreneurs
- ♦ Perception of Tax Climate
- ♦ Lack of 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

6.4 Desired Business and Industry

Similar to most communities in Waupaca County, the Town of Union would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies, and more specifically with the following. Desired types of businesses in the Town of Union include, but are not necessarily limited to:

- ♦ Businesses that retain the rural character of the community.
- ♦ Businesses that utilize high quality and attractive building and landscape design.
- ♦ Businesses that utilize well planned site design and traffic circulation.
- ♦ Businesses that revitalize and redevelops blighted areas of the community.
- ♦ Businesses that provide essential services that are otherwise not available within the community, such as retail stores, personal services, and professional services.
- ♦ Home based businesses that blend in with residential land use and do not harm the surrounding neighborhood.
- ♦ Businesses that provide quality employment for local citizens.
- ♦ Businesses that support existing employers with value adding services or processes.

- ♦ Businesses that bring new cash flow into the community.
- ♦ Businesses that capitalize on community strengths.
- ♦ Businesses that do not exacerbate community weaknesses.

6.5 Sites for Business and Industrial Development

The Town of Union has planned for an adequate supply of land to accommodate future business and industrial development. Sites for business and industrial development are identified on the preferred land use map (Map 8-62) for the Town of Union. A Rural Crossroads Mixed Used designation has been identified near and around Symco to accommodate these uses.

Approximately 500 additional acres are reserved in this area to accommodate business, which far exceeds expected demand for this land. Home based businesses are also an option within 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 Union, 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 and enhance the economy consistent with other community goals and objectives in order to provide a stable economic base.

Objectives

- 1.a. Maintain and support agriculture, 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.

6.7 Economic Development Policies and Recommendations

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

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

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

Policies: Town Position

ED1 Agriculture shall be the preferred economic base of the town (Source: Strategy ED2, ANC1).

Policies: Town Directive

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

ED3 The community shall work with the Waupaca County Economic Development Corporation as a resource to achieve its economic development goals and objectives (Source: Strategy ED2).

Recommendations

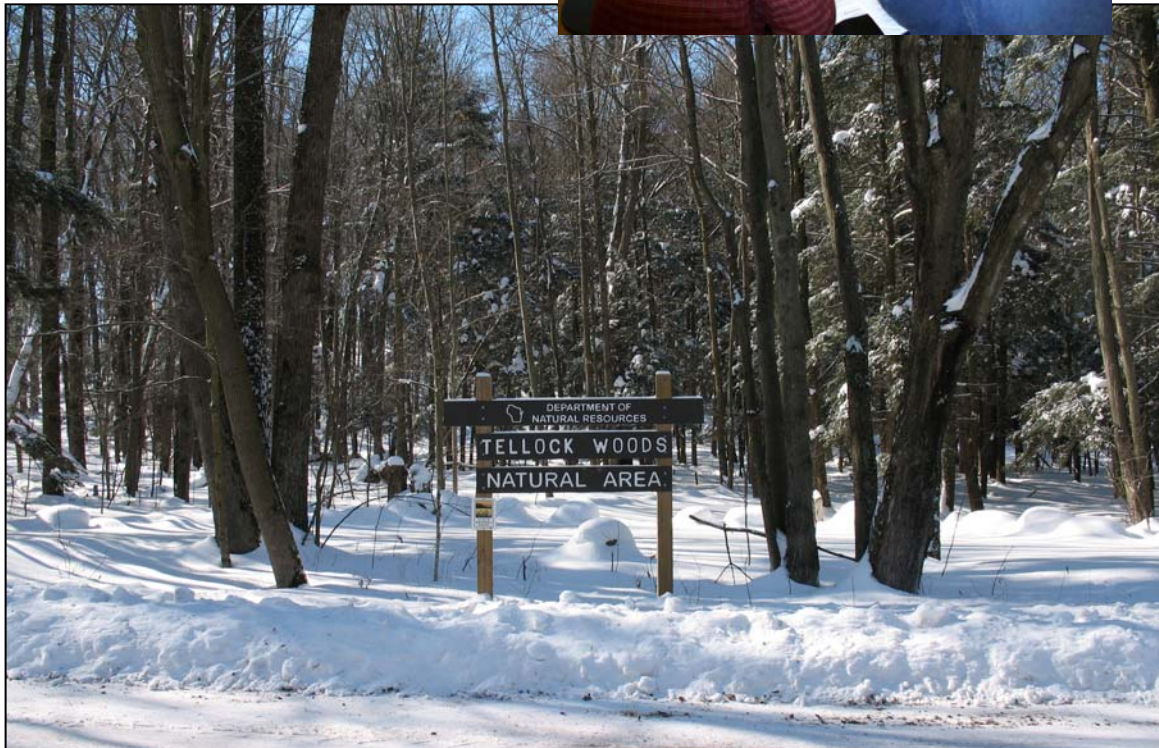
- ♦ Modify zoning and land division ordinances to require the approval of Area Development Plans prior to the rezoning or platting of planned growth areas such as RR, RCM, or SHR areas (Source: Strategy ED2).
- ♦ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (Source: Strategy ED3).

- ♦ Create a site design review ordinance that protects and enhances the visual quality of the town and establishes the desired characteristics of building layout and architecture, parking areas, green space and landscaping, lighting, signage, grading, driveway access, and internal traffic circulation. Seek public input on the establishment of these desired characteristics (Source: Strategy ED3).
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to implement the town's site and building design policies (Source: Strategy ED3).

6.8 Economic Development Programs

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

7 Intergovernmental Cooperation



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7. Intergovernmental Cooperation

7.1 Intergovernmental Cooperation Plan

From cooperative road maintenance, to fire protection service districts, to shared government buildings, Waupaca County and its communities have a long history of intergovernmental cooperation. As social, economic, and geographic pressures affect change in the Town of Union, the community will increasingly look to cooperative strategies for creative and cost-effective solutions to the problems of providing public services and facilities.

Intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements to share resources such as equipment, buildings, staff, and revenue. Intergovernmental cooperation can even involve consolidating services, consolidating jurisdictions, modifying community boundaries, or transferring territory. For further detail on intergovernmental cooperation in the Town of Union and Waupaca County, please refer to Chapter 7 of the *Inventory and Trends Report*.

The Town of Union's plan for intergovernmental cooperation is to utilize cooperative tools for the efficient delivery of community services and to maintain and improve intergovernmental communication. The town generally has a good relationship with and is involved in a number of intergovernmental agreements with Waupaca County and the surrounding towns. Planning in the Town of Union is not complicated by sharing borders with incorporated municipalities, so the town's plan for intergovernmental cooperation is straight forward.

7.2 Inventory of Existing Intergovernmental Agreements

The following recorded intergovernmental agreement applies to the town.

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

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

School Districts

The Town of Union is located within the Manawa, Clintonville, and Marion School Districts. Waupaca County and its communities maintain cooperative relationships with its school districts.

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

Adjacent Local Governments

The Town of Union actively participates in intergovernmental coordination with adjacent local governments. The town participates in intergovernmental agreements for fire protection, ambulance service, and emergency dispatch. Opportunities for additional cooperative efforts will likely stem from the multi-jurisdictional comprehensive planning process. The town does not currently share its boundaries with cities or villages, so annexation and related boundary issues are not likely to be a concern over the planning period.

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 Dupont Town of Larrabee Town of Lebanon Town of Bear Creek Town of Little Wolf Town of St. Lawrence Town of Wyoming Town of Helvetia

Opportunity	Potential Cooperating Units of Government
♦ 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 Dupont Town of Bear Creek Town of Little Wolf Town of Helvetia
♦ Work with the school district to anticipate future growth, facility, and busing needs	Manawa School District Clintonville School District Marion School District
♦ Share the use of school district recreational and athletic facilities	Manawa School District Clintonville School District Marion School District City of Manawa City of Marion City of Clintonville
♦ Share construction and maintenance equipment	Town of Dupont Town of Helvetia Town of Little Wolf Town of Bear Creek
♦ Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Town of Dupont Town of Helvetia Town of Little Wolf Town of Bear Creek City of Manawa City of Marion City of Clintonville Waupaca County
♦ Reduce development pressure on productive lands and rural character by directing growth to urban areas	City of Manawa City of Clintonville City of Marion
♦ Improve the attractiveness of community entrance points	Waupaca County

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.	<p>Adopt a local comprehensive plan</p> <p>Take responsibility to develop, update, and administer local land use ordinances and programs</p> <p>Maintain communication with Waupaca County on land use issues</p> <p>Provide ample opportunities for public involvement during land use planning and ordinance development efforts</p>
♦ Residential development planned adjacent to agriculture or forestry enterprise areas across a town boundary	<p>Distribution of plans and plan amendments to adjacent and overlapping governments</p> <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>
♦ 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>

Potential Conflict	Process to Resolve
♦ Low quality commercial or industrial building and site design along highway corridors, community entrance points, or other highly visible areas	Establishment of local Plan Commissions in every Waupaca County community - joint community Plan Commission meetings Continued meetings of the Core Planning Committee with representation from every Waupaca County community Cooperative design review ordinance development and administration
♦ Concern over poor communication between the town and the 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 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 process to encourage an orderly, efficient development pattern that preserves valued community features and minimizes conflicts between land uses along community boundaries.
- 1.c. Pursue opportunities for cooperative agreements with neighboring towns regarding expansion of public facilities, sharing of services, and density management.

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

Objectives

- 2.a. Continue the use of joint purchasing and shared service arrangements with county and local governments to lower the unit cost of materials and supplies for such things as office supplies, road salt, fuel, roadwork supplies, and machinery.
- 2.b. Monitor opportunities to improve the delivery of community services by cooperating with other units of government.

7.6 Intergovernmental Cooperation Policies and Recommendations

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

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

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

Policies: Town Directive

- IC1 The town shall work toward recording all intergovernmental agreements in writing including joint road maintenance agreements (Source: Basic Policies).
- IC2 Transportation issues that affect the town and neighboring communities shall be jointly discussed and evaluated with that community and with the Waupaca County Highway Department and the Wisconsin Department of Transportation, if necessary (Source: Strategy T1, IC2).
- IC3 The community shall work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts (Source: Strategy IC2).
- IC4 A joint planning area shall be developed with neighboring communities in areas where there is common interest, potential for conflicts, or where regulatory authority overlaps (Source: Strategy IC2).

Recommendations

Initiate a cooperative study of intergovernmental opportunities between the town and neighboring towns (Source: Strategy IC2).

7.7 Intergovernmental Cooperation Programs

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

8

Land Use



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8. Land Use

8.1 Introduction

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

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

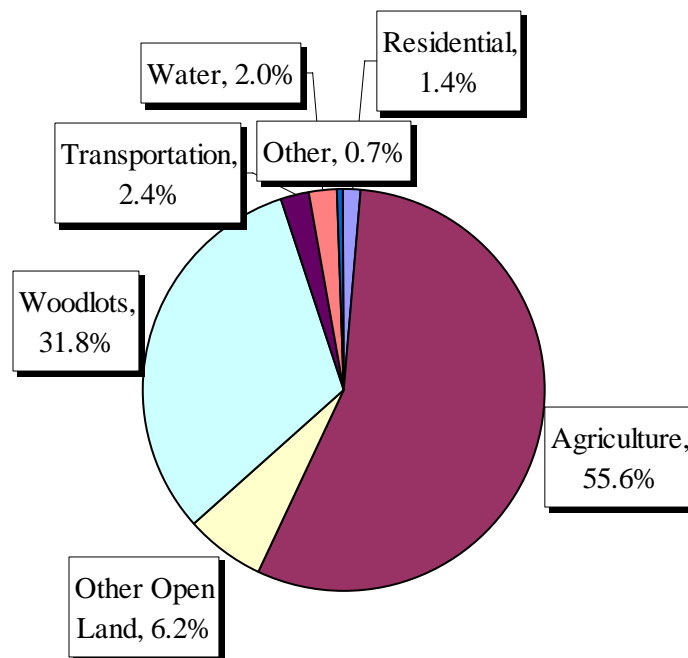
Evaluating land use entails broadly classifying how land is presently used. Each type of land use has its own characteristics that can determine compatibility, location, and preference relative to other land uses. Land use analysis then proceeds by assessing the community development impacts of land 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 8-24, Table 8-1, and Figure 8-1 together provide the picture of existing land use for the Town of Union.

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

Existing Land Use Classification	Acres	Percent of Total
<u>Intensive Land Use</u>	472	2.0%
Residential	327	1.4%
Multi-Family Housing	0	0.0%
Mobile Home Parks	0	0.0%
Farmsteads	92	0.4%
Group Quarters and Elder Care	0	0.0%
Commercial	24	0.1%
Utilities	0	0.0%
Institutional	16	0.1%
Industrial	0	0.0%
Mines/Quarries	12	0.1%
<u>Passive Land Use</u>	21,644	93.6%
Agriculture	12,859	55.6%
Other Open Land	1,426	6.2%
Woodlots	7,344	31.8%
Parks and Recreation	15	0.1%
<u>Base Features</u>	998	4.3%
Transportation	544	2.4%
Water	454	2.0%
Total	23,114	100.0%

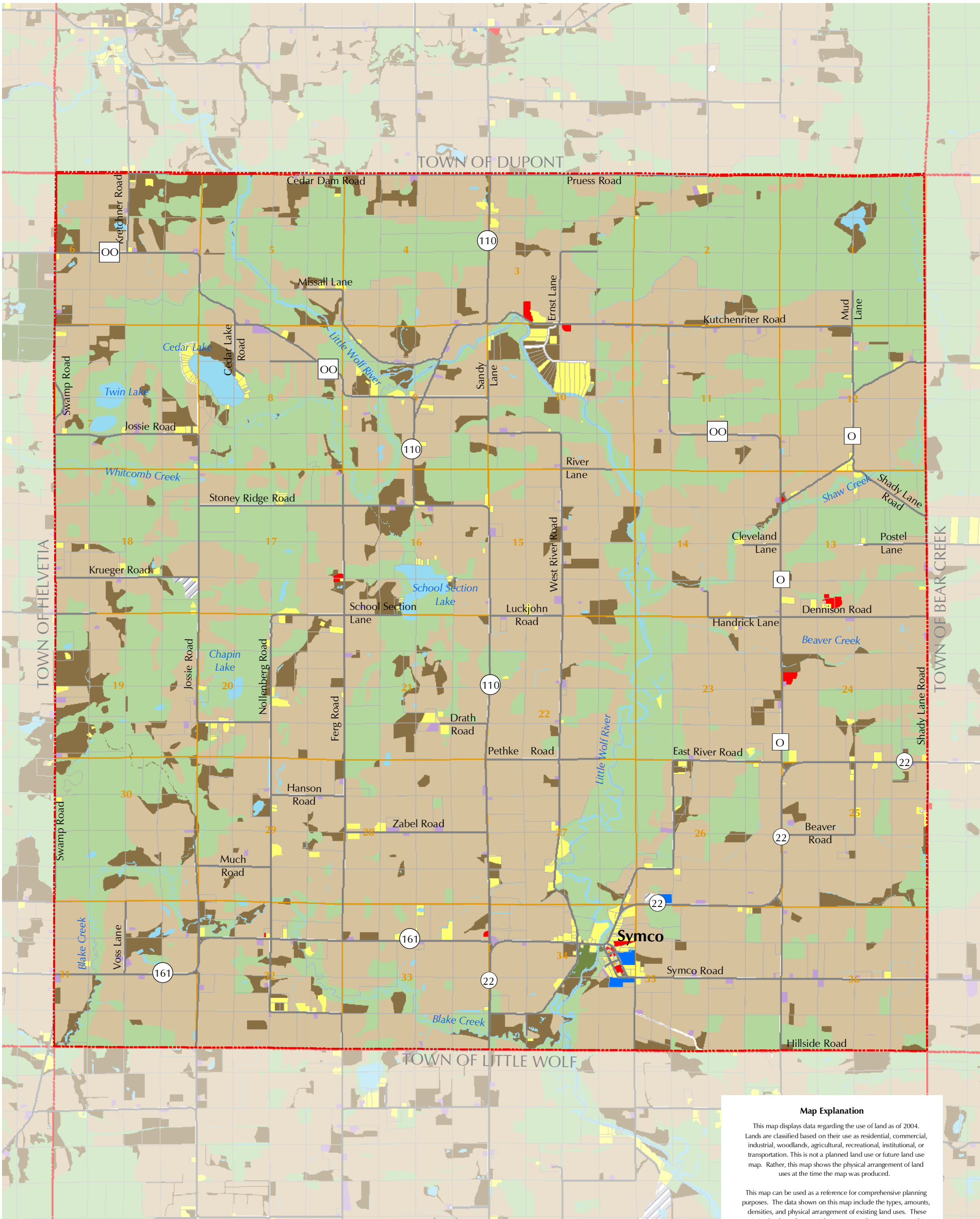
Source: East Central Wisconsin Regional Planning Commission and Waupaca County, 2004.

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



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

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Map Explanation

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

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

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

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

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

EXISTING LAND USE

Town of Union, Waupaca County

Existing Land Use Classifications

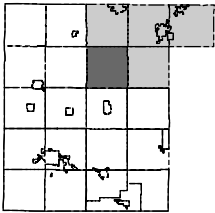
- | | |
|-------------------------------|----------------------|
| Residential | Woodlots |
| Multi-Family Housing | Parks and Recreation |
| Mobile Home Parks | Utilities |
| Farmsteads | Institutional |
| Group Quarters and Elder Care | Industrial |
| Commercial | Mines/Quarries |
| Agriculture | Transportation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

Roads

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

Base Features

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



Northeast Planning Cluster of Waupaca County

0 0.5 1 1.5 Miles



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The Town of Union is a typical, Public Land Survey six-mile square town including about 23,000 acres. The town is primarily undeveloped with agriculture comprising the largest share of the landscape at 57%. Existing agriculture lands, including dairy farms, crop fields, and smaller hobby farms, are dispersed throughout the town's upland areas. Woodlots make up the next largest existing land use at 32%. A large portion of the town's woodlots are forested wetlands.

Development is dispersed throughout the town with concentrations occurring around Symco and near water bodies. The predominant developed land use is residential which includes single family dwellings and farmsteads. Commercial uses are present in the town and are dispersed. There was one non-metallic mine site in the town as of 2004.

8.3 Projected Supply and Demand of Land Uses

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

The sanitary permit housing unit projection provides the projected number of new residential units for the residential land demand projection. Refer to the *Population and Housing* element for more details on housing projections. The residential land use demand projection then relies on the residential development lot size policies identified by the town. The preferred minimum lot size identified in the preferred land use classifications is two acres. Each projected housing unit will then occupy an additional two acres.

Projected demand for commercial, industrial, and institutional land use assumes that the ratio of the town's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he or she does today. These land use demand projections rely on the ECWRPC 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 9.59 acres per year is projected to be consumed by residential, commercial, industrial, and institutional development in the Town of Union, so resource lands are reduced by 9.59 acres per year.

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

Year	Residential ¹	Commercial ²	Industrial ³	Institutional ⁴	Resource Lands ⁵
2000	419.6	24.3	12.3	30.7	21,629.5
2005	467.6	24.9	12.7	31.5	21,581.5
2010	515.6	25.1	12.8	31.8	21,533.5
2015	563.6	25.2	12.8	31.9	21,485.6
2020	609.6	25.3	12.8	32.0	21,437.6
2025	657.6	25.2	12.8	31.9	21,389.7
2030	705.6	24.9	12.6	31.5	21,341.7
# Change	286.0	0.6	0.3	0.8	-287.8
% Change	68.2%	2.6%	2.6%	2.6%	-1.3%

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 Union. 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.

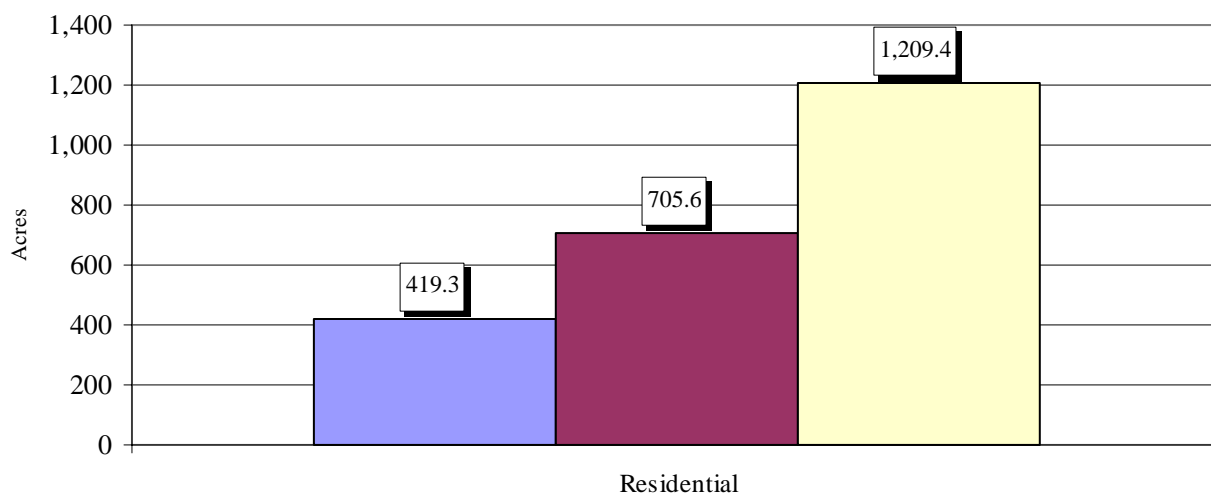
Table 8-3
Land Supply and Demand Comparison
Town of Union

	Residential	Commercial	Industrial
Existing Land Use	419.3	24.3	12.3
Year 2030 Land Use Projection ¹ (Demand)	705.6	24.9	12.6
Preferred Land Use ² (Supply)	1,209.4	151.3	50.4

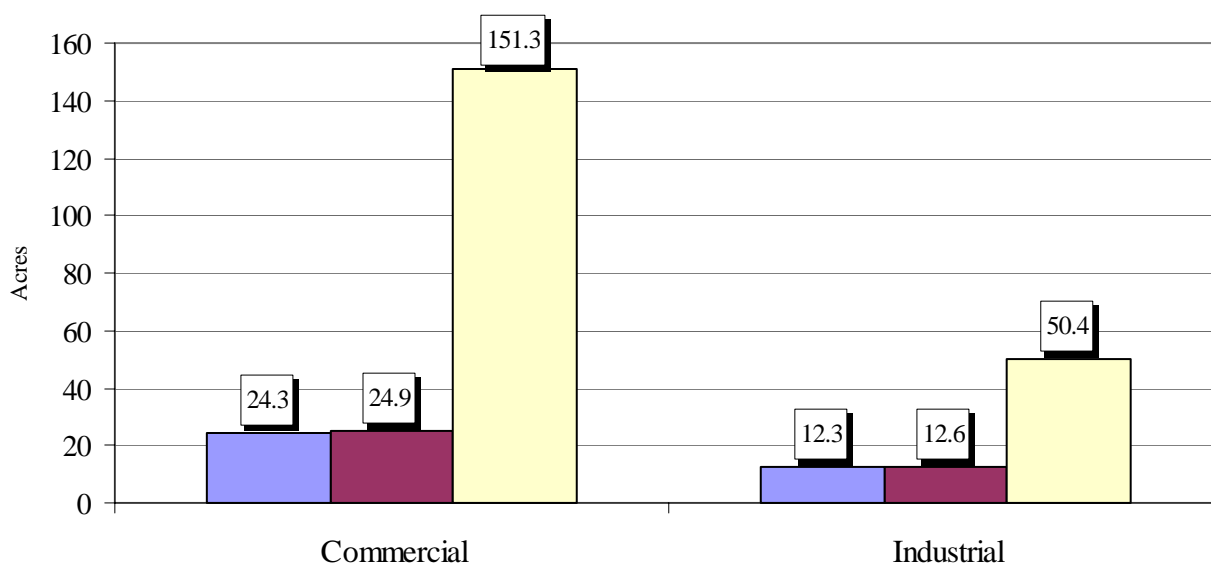
¹ Amount of land projected to be needed in the year 2030 to meet demand based on population and housing projections.

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

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



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



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

The Town of Union has planned for a sufficient supply of land based on the projected demand. About 1.7 times the projected residential demand is provided for mainly in the Rural Residential, Shoreland Residential, Agriculture and Woodland Transition, and Rural Crossroads Mixed Use classifications. Sufficient lands for commercial and industrial use are provided for in areas planned as Rural Crossroads-Mixed Use. The projections for land demand are based on the

highest available projections for population and housing, so there is very little risk that demand will outweigh supply over the next 20 to 25 years. The town's plan for future land use identifies areas to which future development should be directed, but also identifies plenty of land to accommodate future demand.

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 8-62) 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 Union's plan for preferred land use is intended to be flexible enough to meet the needs of future generations and to be responsive to change. It is the town's intent to generally lay out the pattern of preferred land use in a way that prevents land use conflicts. Further refinement of the preferred land use plan may be required as future development takes place. The preferred land use plan was shaped both by objective data and local opinion. Public participation was utilized to influence the final outcome as well. The town considered the locations of natural features, agricultural features, existing roads, land ownership patterns, and existing land use patterns to measure suitability of lands for various land uses. The maps and

data provided in the Inventory and Trends Report document the objective data sources that were used in this analysis. Members of the town's planning committee combined these data with their knowledge of the community to produce a draft map that was reviewed by the public.

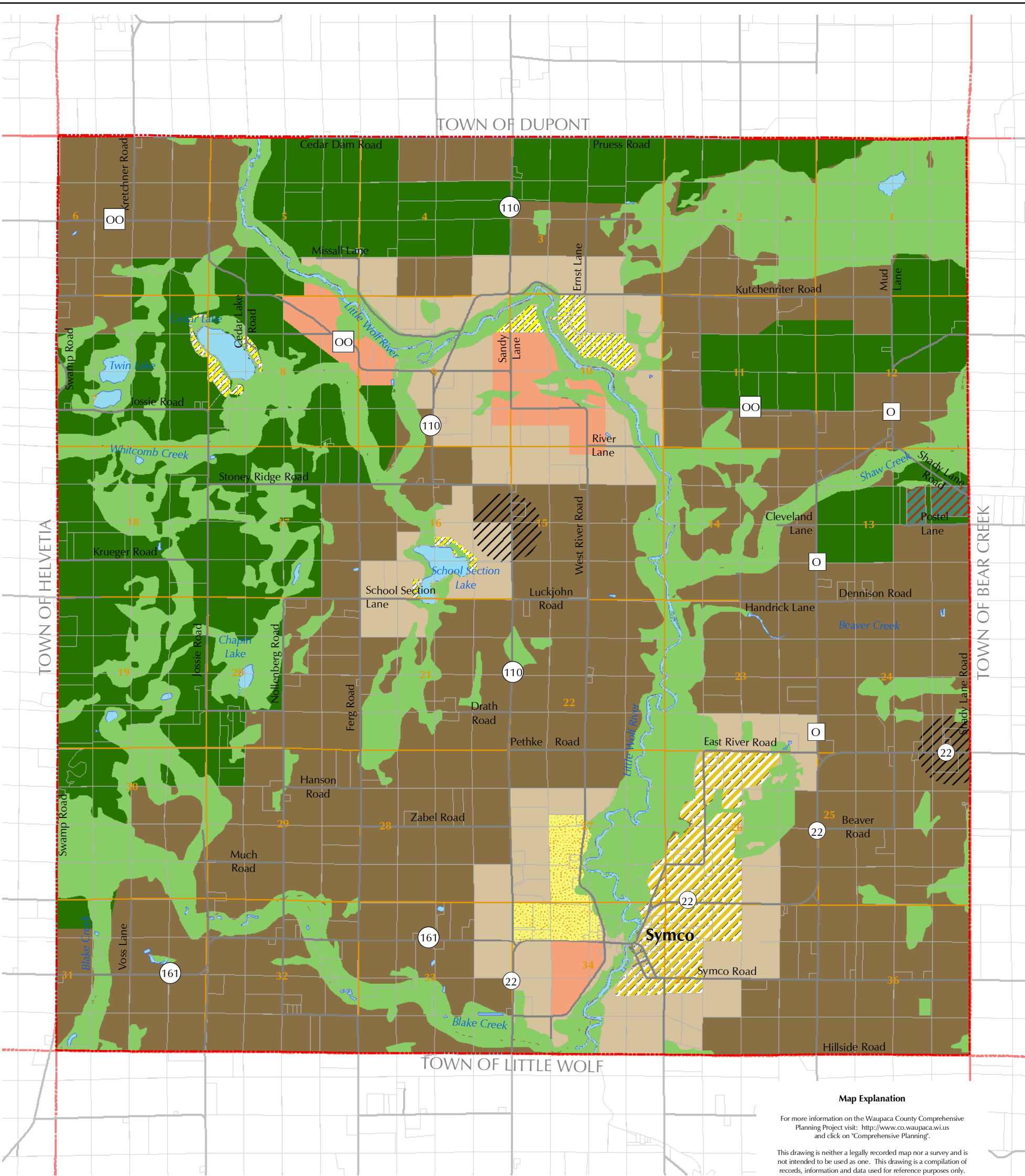
The town's desire to maintain agriculture as its predominant land use is reflected in the Agriculture Retention (AR) classification and with the town's attempt to direct residential development to Rural Residential (RR) and the Rural Crossroads Mixed Use (RCM) areas. Residential uses are not prohibited in the AR area, but the plan will attempt to provide incentives and use other tools to ensure that agriculture remains predominant. The AR areas were delineated using a combination of data regarding existing agricultural land and prime soils, and the *What If* mapping exercises. *What If* exercises defined large portions of the town suitable for the AR classification.

Future commercial development will be accommodated through the Rural Crossroads Mixed Use classification. While only limited commercial development is expected over the planning period, it is important to the town that attention is given to aesthetics and site design. New business development in RCM areas should preserve the rural character of the town, enhance the visual quality of the surrounding area, and provide well planned landscaping, lighting, traffic flow, and other site design features.

Three classifications are mapped to recognize existing concentrations of residential development: Shoreland Residential (SHR), Rural Residential (RR), and Rural Crossroads Mixed Use (RCM). SHR includes areas near the town's lakes and rivers. The capacity of the soil to handle septic system waste in some of these areas is already strained, so new development should be monitored carefully. RR includes areas of existing concentrations of development away from shorelines and that do have capacity for additional infill. Future residential development is encouraged in these areas.

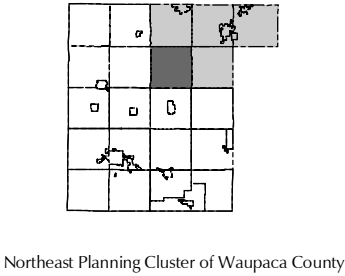
Resource Protection (RP) is mapped to show the general locations of regulatory wetlands (five acres and larger) and floodplains. Regulations are already in place to restrict development in these areas, and the town's plan recognizes those restrictions.

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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\mxd\fulu\ne\fulu_union_11x17.mxd December 4, 2006 Drawn by: PEP1 Checked by: NPS

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 Union. 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: Non-farm residential development shall be accommodated at a density rate of one unit per 40 acres. Parcels of record existing prior to the adoption of these density standards may be used as building sites for one single family dwelling, regardless of ability to meet the new density standard. This assumes that the parcel can meet zoning, sanitation, and other applicable requirements not related to development density standards. The minimum residential lot size is two acres. The use of cluster land division design and a maximum development density strategy are required.
- ♦ 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, non-metallic 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 shall be accommodated at a density rate of one unit per 10 acres. Parcels of record existing prior to the adoption of these density standards may be used as building sites for one single family dwelling, regardless of ability to meet the new density standard. This assumes

that the parcel can meet zoning, sanitation, and other applicable requirements not related to development density standards. The minimum residential lot size is two acres. The use of cluster land division design and a maximum development density strategy are required.

- ♦ 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 10 acres. Parcels of record existing prior to the adoption of these density standards may be used as building sites for one single family dwelling, regardless of ability to meet the new density standard. This assumes that the parcel can meet zoning, sanitation, and other applicable requirements not related to development density standards. The minimum residential lot size is two acres. The use of cluster land division design and a maximum develop density strategy are strongly encouraged.
- ♦ 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.

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: Non-farm, residential or seasonal development shall be accommodated at a density rate of one unit per five acres. Parcels of record existing prior to the adoption of these density standards may be used as building sites for one single family dwelling, regardless of ability to meet the new density standard. This assumes that the parcel can meet zoning, sanitation, and other applicable requirements not related to development density standards. The minimum residential lot size is two acres. The town will consider proposals for cluster land division design in these areas.

- ♦ Preferred Use: Areas of possible farming or forestry operation expansions, but with consideration given to potential conflicts with residential use. Areas where farms are transitioning to more subsistence forms, to recreational use, to hobby farms, or to secondary farming operations. Areas where the conversion of productive agricultural land or woodland to some non-productive residential, commercial, or industrial uses are recognized.
- ♦ Discouraged Uses: Non-farm development that places undue strain on existing public services such as roads and support services.

Rural Residential (RR)

- ♦ Purpose: To include existing and planned residential development that relies on private on-site wastewater treatment systems and private wells.
- ♦ Primary Goal: To cluster residential development for the purpose of concentrating local services while minimizing the consumption of agricultural and forested land.
- ♦ Preferred Housing Density: Non-farm residential or seasonal development shall be accommodated at a density rate of one unit per two acres. Parcel of record existing prior to the adoption of these density standards may be used as building sites for one single family dwelling, regardless of ability to meet the new density standard. This assumes that the parcel can meet zoning, sanitation, and other applicable requirements not related to development density standards. A minimum lot size of two acres is required. The town will consider proposals for cluster land division design in these areas.
- ♦ Preferred Use: Clustered residential development. Developments can include major subdivisions located in rural settings. Home based business could be allowed.
- ♦ Discouraged Uses: Instances that may contribute to residential and farming operation conflict or farmland/woodland fragmentation.

Shoreland Residential (SHR)

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

Rural Crossroads-Mixed Use (RCM)

- ♦ Purpose: To include “hamlet” type development scattered throughout the unincorporated areas of Waupaca County such as Readfield, Rural, Royalton, Symco, etc.
- ♦ Primary Goal: To recognize the features of “hamlet” areas and plan for their possible expansion and overall influence on neighboring land uses.
- ♦ Preferred Density: Densities and lot sizes should be allowed to vary to accommodate new development opportunities.
- ♦ Preferred Use: Future uses within the RCM should be compatible with the existing mix of uses within each respective RCM area. Future development within the RCM should focus on in-fill development or on vacant land adjacent existing development.
- ♦ Discouraged Uses: Non-agricultural high water users should be discouraged and directed toward incorporated areas (cities, villages) where public sanitary sewer and water service exist.

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 Union, this classification includes the general locations of regulatory wetlands (five acres and larger) and floodplains.
- ♦ Primary Goal: To preserve valued natural and cultural resources by preventing development that would negatively impact the quality of those resources.
- ♦ Preferred Housing Density: No housing development.
- ♦ Preferred Use: Public or private greenspace, outdoor recreational uses, trails, natural resource management activities.
- ♦ Discouraged Uses: Uses prohibited by wetland or floodplain zoning or by other applicable regulations. Uses that would negatively impact the quality of the valued natural or cultural resource.

Public Recreation and Forestry Enterprise (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 PURF may also be used for the purposes 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.

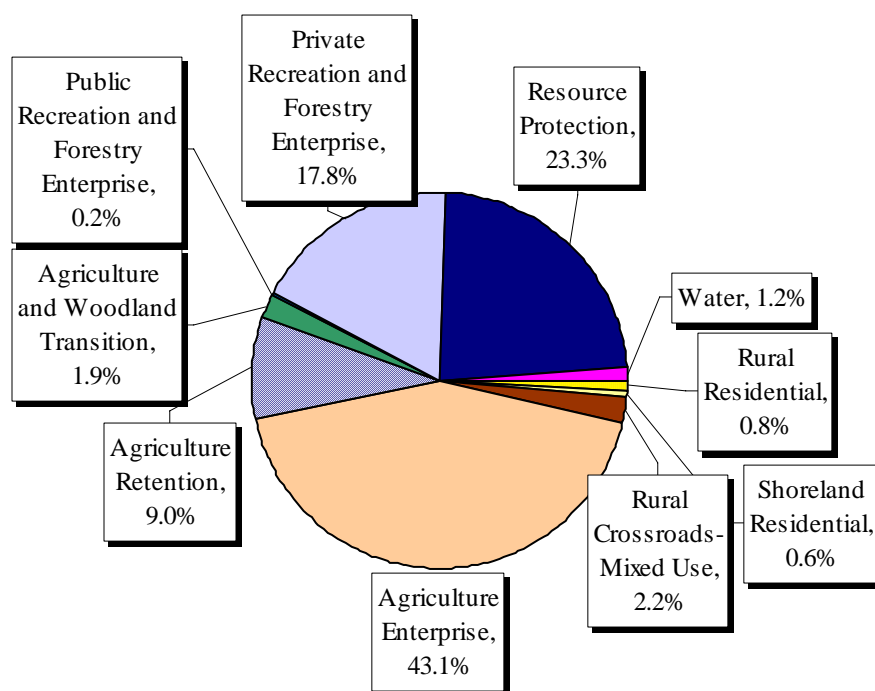
Table 8-4 and Figure 8-3 display the distribution of each Preferred Land Use Classification as shown on the Preferred Land Use Map.

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

Preferred Land Use Classification	Acres	Percent of
		Total
Rural Residential	177.7	0.8%
Shoreland Residential	139.8	0.6%
Rural Crossroads-Mixed Use	504.3	2.2%
Agriculture Enterprise	9,963.6	43.1%
Agriculture Retention	2,073.8	9.0%
Agriculture and Woodland Transition	432.3	1.9%
Public Recreation and Forestry Enterprise	51.0	0.2%
Private Recreation and Forestry Enterprise	4,103.2	17.8%
Resource Protection	5,386.0	23.3%
Water	271.4	1.2%
Total	23,103.3	100.0%

Source: Town of Union, 2006. Includes 187 acres of Intensive Use Overlay.

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



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

Existing Land Use Conflicts

- ♦ Storage of junk vehicles.
- ♦ Lack of property and building maintenance.
- ♦ Dilapidated mobile homes.
- ♦ Lack of basic land use ordinances and related enforcement.
- ♦ Power transmission lines.
- ♦ Telecommunication towers.
- ♦ Wind energy towers.
- ♦ Solid or hazardous waste handling facilities.
- ♦ Land spreading of biosolids (waste treatment products).
- ♦ Residential development next to industrial or high intensity commercial land use.

- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm.
- ♦ Residential development next to extraction land uses.
- ♦ Poorly designed or unattractive commercial or industrial development.
- ♦ Lack of screening or buffering between incompatible uses.
- ♦ Home based businesses that take on the characteristics of primary commercial or industrial uses.
- ♦ The over-consumption of rural lands by large lot subdivisions.
- ♦ The loss of rural character in some locations.

Potential Land Use Conflicts

- ♦ Siting of undesirable or poorly designed land uses in the interim between plan adoption and development of implementation tools.
- ♦ Siting of power transmission lines.
- ♦ Siting of telecommunication towers.
- ♦ Siting of wind energy towers.
- ♦ Siting of solid or hazardous waste handling facilities.
- ♦ Residential development next to high intensity agricultural land use and threats to the right-to-farm (such as RR or SR areas directly adjacent to AR or AE areas).

8.7 Opportunities for Redevelopment

In every instance where development is considered in the *Town of Union Year 2030 Comprehensive Plan*, redevelopment is also considered as an equally valid option. The Town of Union will explore options in the Symco area for redevelopment opportunities and potential programs. Also refer to the following goals, objectives, policies, and recommendations for the town's approach to this issue.

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

8.8 Land Use Goals and Objectives

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

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

Objectives

- 1.a. Establish preferred land use classifications and assign them to areas of the town in order to increase compatibility between existing land uses and to avoid future land use conflicts.
- 1.b. Establish preferred lot sizes and development densities according to county zoning guidelines for each preferred land use classification.
- 1.c. Establish land use decision making policies (i.e., certified surveys) 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 and productive agricultural areas.
- 2.b. Focus areas of substantial new growth within or near existing areas of development where adequate public facilities and services can be cost-effectively provided or expanded.
- 2.c. Utilize the existing road network to accommodate most future development.
- 2.d. When new roads are necessary, encourage designs that provide functional connectivity with the existing road network.
- 2.e. Utilize a variety of planning tools such as area development plans and land division regulations to minimize land use conflicts.
- 2.f. Encourage land division layouts that incorporate the preservation of valued community features, that fit within the character of the community, and that are suited to the specific location in which the development is proposed.
- 2.g. Explore alternatives for the management of potentially controversial land uses such as mineral extraction, land spreading of non-agricultural waste products, wind energy towers, telecommunication towers, major power transmission lines, adult entertainment establishments, and solid or hazardous waste facilities.

8.9 Land Use Policies and Recommendations

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

Policies identify the way in which activities are conducted in order to fulfill the goals and objectives. Policies that direct action using the word “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies

that direct action using the words “will” or “should” are advisory and intended to serve as a guide. “Will” statements are considered to be strong guidelines, while “should” statements are considered loose guidelines. The town’s policies are stated in the form of position statements (Town Position), directives to the town (Town Directive), or as criteria for the review of proposed development (Development Review Criteria).

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

Policies: Town Position

- LU1 The existing road network and existing public facilities and services shall be utilized to accommodate new development to the maximum extent possible (Source: Strategy T1).
- LU2 At a minimum, the following characteristics shall be used to define a conservation design development:
- a. Residential lots or building sites are concentrated and grouped.
 - b. There are residual lands that are preserved as green space for the purpose of protecting valued community features such as agriculture, natural resources, or cultural resources.
 - c. The lot size is reduced from what is normally required.
 - d. Within a cluster group, the lots or building sites are directly adjacent to each other (Source: Strategy UCF6, ANC1, ANC4).
- LU3 The Town of Union permits properly conducted, non-metallic mineral extraction operations. Owners of property in areas designated as Intensive Use Overlay relative existing or planned extraction sites or known concentrations of extractable non-metallic minerals should expect that they will be subject to conditions arising from such operations. Conditions may include, but are not limited to exposure to: heavy truck traffic, noise, lights, fumes, dust, machinery operations, and blasting. The conditions described may occur as a result of extraction operations that are in conformance with accepted customs, standards, laws, and regulations. Residents in and adjacent to Intensive Use Overlay areas should be prepared to accept such conditions as a normal and necessary aspect of living in a rural area (Source: Strategy LU9).

Policies: Town Directive

- LU4 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).
- LU5 The town will carefully manage growth and development in order to avoid significant increases in the demand for community services or facilities (Source: Strategy UCF5).
- LU6 The town shall work cooperatively with the neighboring towns to address land use, building and site design, and development density in areas along the town's boundary, along highway corridors, and at community entrance points (Source: Strategy LU9).
-

Policies: Development Review Criteria

- LU7 Commercial and industrial highway corridor development shall be directed to planned commercial and industrial clusters or nodes designated on the Preferred Land Use Map as RCM areas (Source: Strategy LU10).
- LU8 Commercial and industrial development shall 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).

Extraction Use Conflicts

- LU9 Conditional use permits for new mineral extraction operations shall not permit extraction operations or the operation of equipment within 2000 feet of existing, non-farm residences (Source: Strategy LU9).
- LU10 Conditional use permits for new mineral extraction operations shall include provisions for adequate screening of the site in order to help control noise and views (Source: Strategy LU9).
- LU11 Conditional use permits for new mineral extraction operations shall include a time limit for completion of the project not to exceed five years (Source: Strategy LU9).
- LU12 Conditional use permits for new mineral extraction operations shall include a plan for site reclamation and the posting of financial assurance to ensure proper reclamation (Source: Strategy LU9).
- LU13 Conditional use permits for new mineral extraction operations shall allow for inspection of the site by county officials as well as the town board in or order to ensure continuing compliance with the conditional use permit (Source: Strategy LU9).

Conditional use application review

- LU14 Proposed conditional uses shall meet the following criteria in order to gain town approval:
- ♦ Comply with the requirements of the applicable zoning district.
 - ♦ Use and density are consistent with the intent, purpose, and policies of the applicable preferred land use classification.
 - ♦ Use and site design are compatible with adjacent uses in terms of aesthetics, scale, hours of operation, traffic generation, lighting, noise, odor, dust, vibration, and other external impacts.
 - ♦ Do not diminish property values in the surrounding neighborhood.
 - ♦ Provide assurance of continuing maintenance (Source: Strategy LU9).

Home based business conflicts

- LU15 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 who are not immediate family members (Source: Strategy LU9).

LU16 At such time that a home based business takes on the characteristics of a primary commercial or industrial use, it shall be discontinued or go through appropriate rezoning protocol to reflect a commercial or industrial use (Source: Strategy LU9).

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).
- ♦ Utilize a sliding scale residential density requirement to achieve the management and limitation of growth and rural land consumption (Source: Strategy LU1).
- ♦ Work with Waupaca County to create a county wide purchase or transfer of development rights program (Source: Strategy LU1).
- ♦ Adopt the driveway ordinance to implement access control and emergency vehicle access policies.
- ♦ Work with Waupaca County to modify county zoning and land division ordinances to better manage potentially conflicting land uses (Source: Strategy LU9).
- ♦ Establish requirements for site plan approval of proposed commercial, industrial, institutional, and multi-family residential developments (Source: Strategy LU10).
- ♦ Work with Waupaca County to modify the applicable zoning map and district regulations to prevent non-residential uses from locating outside of areas planned for RCM (Source: Strategy LU10).

8.10 Land Use Programs

For descriptions of land use programs potentially available to the community, refer to the *Land Use* element of the *Waupaca County Inventory and Trends Report*.

9 Implementation



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9. Implementation

9.1 Action Plan

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

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

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

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

Plan Adoption and Update Actions

Priority (Short-Term) Actions

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

Periodic Actions

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

4. Task: Assess town staffing, equipment, and training levels annually (*Utilities and Community Facilities* element).
Responsible Party: Plan Commission, Town Board
Timing: Annually
5. Task: Evaluate fire protection staffing, training, and equipment needs annually (*Utilities and Community Facilities* element).
Responsible Party: Plan Commission, Town Board
Timing: Annually
6. Task: Conduct a comprehensive plan update (*Implementation* element).
Responsible Party: Plan Commission, Town Board
Timing: Every five years

Intergovernmental Cooperation Actions

Periodic Actions

1. Task: Meet as needed with neighboring communities (*Intergovernmental Cooperation* element).
Responsible Party: Plan Commission
Timing: Annually or as needed
2. Task: Identify inconsistencies with neighboring communities' comprehensive plans (*Intergovernmental Cooperation* element).
Responsible Party: Plan Commission
Timing: Annually or as needed

Ordinance Development and Update Actions

Priority (Short-Term) Actions

1. Task: Develop town road construction specifications (*Transportation* element).
Responsible Party: Town Board
Timing: By 2008
2. Task: Create site planning and limits of disturbance regulations (*Agricultural, Natural and Cultural Resources; Land Use* elements).
Responsible Party: Plan Commission and Town Board
Timing: By 2008
3. Task: Create a driveway ordinance (*Transportation* element).
Responsible Party: Town Board
Timing: Before 2008

4. Task: Develop a site design and review ordinance for residential, commercial, industrial, and institutional development (*Housing; Land Use; Agriculture, Natural and Cultural Resources* elements).

Responsible Party: Plan Commission

Timing: By 2008

Periodic Actions

5. Task: Modify applicable land division ordinances (*Transportation; Utilities and Community Facilities; Agricultural, Natural and Cultural Resources; Land Use* elements).

Responsible Party: Plan Commission

Timing: Annually or as needed

6. Task: Work with Waupaca County to revise the county zoning ordinance and map (*Transportation; Agricultural, Natural and Cultural Resources; Land Use* elements).

Responsible Party: Plan Commission

Timing: Annually or as needed

Strategic Planning Actions

Periodic Actions

1. Task: Actively pursue all available funding for needed transportation facilities (*Transportation* element).

Responsible Party: Town Board

Timing: As needed

2. Task: Work with Waupaca County to create a county-wide purchase/transfer of development rights program (*Agriculture, Natural, and Cultural Resources, Land Use* elements).

Responsible Party: Town Board and Plan Commission

Timing: As needed

9.2 Status and Changes to Land Use Programs and Regulations

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

Recommended Changes

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

Zoning

Current Status

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

Recommended Changes

The Waupaca County Zoning Ordinance will be one of the key tools for implementing the town's plan, so the town will need to work closely with the county on these issues after plan adoption. The town hopes to modify the county zoning ordinance to accomplish improved preservation of agricultural and natural resources and better manage potentially conflicting land uses.

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

Land Division Regulations

Current Status

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

Recommended Changes

The Waupaca County Subdivision Ordinance will be another key tool for implementing the town's plan. The town will need to work closely with the county on ensuring that land division regulations fit the town's plan and its intent. The town hopes that modifications to land division regulations provide land development flexibility to include clustered developments.

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

As development will not be absolutely restricted from any land use classification area, site planning and design review are important considerations that the town must address. The town has identified criteria for site planning to help potential developers and landowners clearly understand desirable building sites and other criteria for development. For example, several potential criteria are laid out in the policies of this plan including:

- ♦ New development shall not be located on prime agricultural and prime where drained soils.
- ♦ New development shall not be located within 75 feet of surface water.
- ♦ New development shall not be located within 25 feet of wetlands or floodplains.
- ♦ New development shall be placed on the landscape in a fashion that minimizes potential negative impacts to natural resources such as shoreland areas, wetlands, or floodplains.
- ♦ Development occurring within or near natural resources shall incorporate those resources into the development rather than harm or destroy them.

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

Official Map Regulations

Current Status

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

Recommended Changes

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

Sign Regulations

Current Status

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

Recommended Changes

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

Erosion Control and Stormwater Management

Current Status

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

Recommended Changes

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

Historic Preservation

Current Status

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

Recommended Changes

The town should develop a local historic preservation ordinance that recognizes and protects historic sites in the town. Development proposals should be reviewed for their impact on historical resources. Historical resources should be identified and mapped, and the data should be maintained. Every 20 years the community should use a survey to help identify historical and archeological resources for protection.

Building, Housing, and Mechanical Codes

Current Status

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

Recommended Changes

No specific recommendations have been brought forward in regard to creating building, housing, and mechanical codes.

Sanitary Codes

Current Status

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

Recommended Changes

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

Driveway and Access Controls

Current Status

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

Recommended Changes

The town recommends adoption of a driveway ordinance. The tool not only can help ensure access control for emergency vehicles, but can also be used in addition to the limits of disturbance ordinance to control length of driveways. The ordinance should include standards for:

- ♦ Minimum driveway surface width and construction materials;
- ♦ Minimum clearance width and height;
- ♦ Minimum turnaround areas for longer driveways;
- ♦ Minimum intersection spacing;
- ♦ Minimum site distance.

Road Construction Specifications

Current Status

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

Recommended Changes

The town should develop a set of road construction specifications to include modern requirements for road base, surfacing, and drainage construction. Construction specifications should be adjustable based on the planned functional classification or expected traffic flow of a roadway.

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

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

- ♦ Possible use of impact fees over the long term (Utilities and Community Facilities element).
- ♦ Meeting with adjacent units of government (Intergovernmental Cooperation element).
- ♦ Comprehensive plan evaluations and updates (Implementation element).
- ♦ Possible use of incentives to encourage cluster type residential development (land use/housing element).
- ♦ Working with Waupaca County to pursue a purchase of development or transfer of development rights program (Land Use/Agriculture element).
- ♦ Assessment of the availability of developable land for future residential uses (Housing element).
- ♦ Conduct an assessment and map historical and archeological sites (Agriculture, Natural and Cultural Resources element).

9.4 Comprehensive Plan Amendments and Updates

Adoption and Amendments

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

Housing	Economic Development
1. Create a range of housing options	1. Change community conditions for attracting business and job growth
2. Create opportunities for quality affordable housing	2. Change community conditions for retaining existing businesses and jobs
3. Change the treatment of mobile and manufactured homes	3. Create additional tax base by requiring quality development and construction

Transportation

1. Create efficiencies in the cost of building and maintaining roads (control taxes)
2. Preserve the mobility of collector and/or arterial roads
3. Create safe emergency vehicle access to developed properties
4. Create improved intersection safety
5. Create more detailed plans for transportation improvements
6. Create road connectivity
7. Create a range of viable transportation choices

Utilities and Community Facilities

1. Create efficiencies in the cost of providing services and facilities (control taxes)
2. Create more detailed plans for facility and service improvements
3. Create intergovernmental efficiencies for providing services and facilities
4. Create improved community facilities and services
5. Preserve the existing level and quality of community facilities and services
6. Preserve the quality of outdoor recreational pursuits
7. Create additional public recreation facilities
8. Create opportunities to maximize the use of existing infrastructure

Agricultural, Natural, and Cultural Resources

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

4. Create more specific plans for economic development

Intergovernmental Cooperation

1. Create intergovernmental efficiencies for providing services and facilities
2. Create a cooperative approach for planning and regulating development along community boundaries
3. Preserve intergovernmental communication

Land Use

1. Preserve the existing landscape by limiting growth
2. Preserve valued features of the landscape through site planning
3. Preserve development rights
4. Create development guidelines using selected criteria from *What If* suitability mapping
5. Create an overall pattern of growth that is dispersed
6. Create an overall pattern of growth that is clustered
7. Create an overall pattern of growth that is concentrated
8. Preserve the influence of market forces to drive the type and location of development
9. Create a system of development review that prevents land use conflicts
10. Create a system of development review that manages the location and design of non-residential development

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

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

character and small town atmosphere).

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

- ♦ H1: Create a range of housing options
- ♦ T1: Create efficiencies in the cost of building and maintaining roads
- ♦ T3: Create safe emergency vehicle access to developed properties
- ♦ T4: Create improved intersection safety
- ♦ UCF1: Create efficiencies in the cost of providing services and facilities
- ♦ UCF5: Preserve the existing level and quality of community facilities and services
- ♦ UCF6: Preserve the quality of outdoor recreational pursuits
- ♦ ANC1: Preserve agricultural lands
- ♦ ANC3: Preserve active farms
- ♦ ANC4: Preserve natural resources and/or green space
- ♦ ANC8: Preserve historic places and features (Union Thresheree Grounds)
- ♦ ED2: Change community conditions for retaining existing businesses and jobs
- ♦ ED3: Create additional tax base by requiring quality development and construction
- ♦ IC2: Create a cooperative approach for planning and regulating development along community boundaries
- ♦ LU4: Create development guidelines using selected criteria from *What If* suitability mapping
- ♦ LU9: Create a system of development review that prevents land use conflicts
- ♦ LU10: Create a system of development review that manages the location and design of non-residential development

The strategies that were not selected by the town may still be of importance, but were not identified as top priorities or areas where direct action by the town was deemed appropriate.

Planning Element Consistency

Wisconsin's Comprehensive Planning law requires that the *Implementation* element describe how each of the nine elements of the comprehensive plan will be made consistent with the other elements of the plan. The planning process that was used to create the *Town of Union 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 Union 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 Union has established a Transportation element policy that states, "Roads that provide access to multiple improved properties shall be built to town standards as a condition of approval for new development." To determine whether the policy is achieving the community's intention a "measure" must be established. In the case of this policy, the measure is simply a tally of how many roads that access multiple improved properties presently fall short of town standards, and how this changes over time as new development is approved. 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 shall be reviewed by the town attorney to ensure his or her knowledge of the plan and to offer suggestions to reduce conflict (Source: Basic Policies).

Recommendations

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

Appendix A

Existing Land Use Classifications 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
-

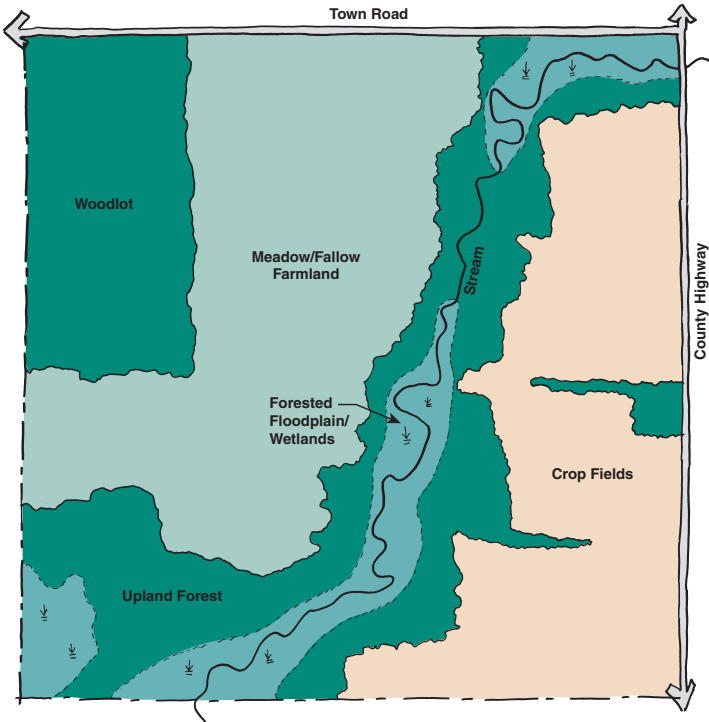
These classifications of existing land uses must be used when reviewing the accuracy of the Draft Existing Land Use Map. The land uses listed under each classification are intended to be included in that classification and identified as such on the map. Only the name of classification (Residential, Multi-Family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

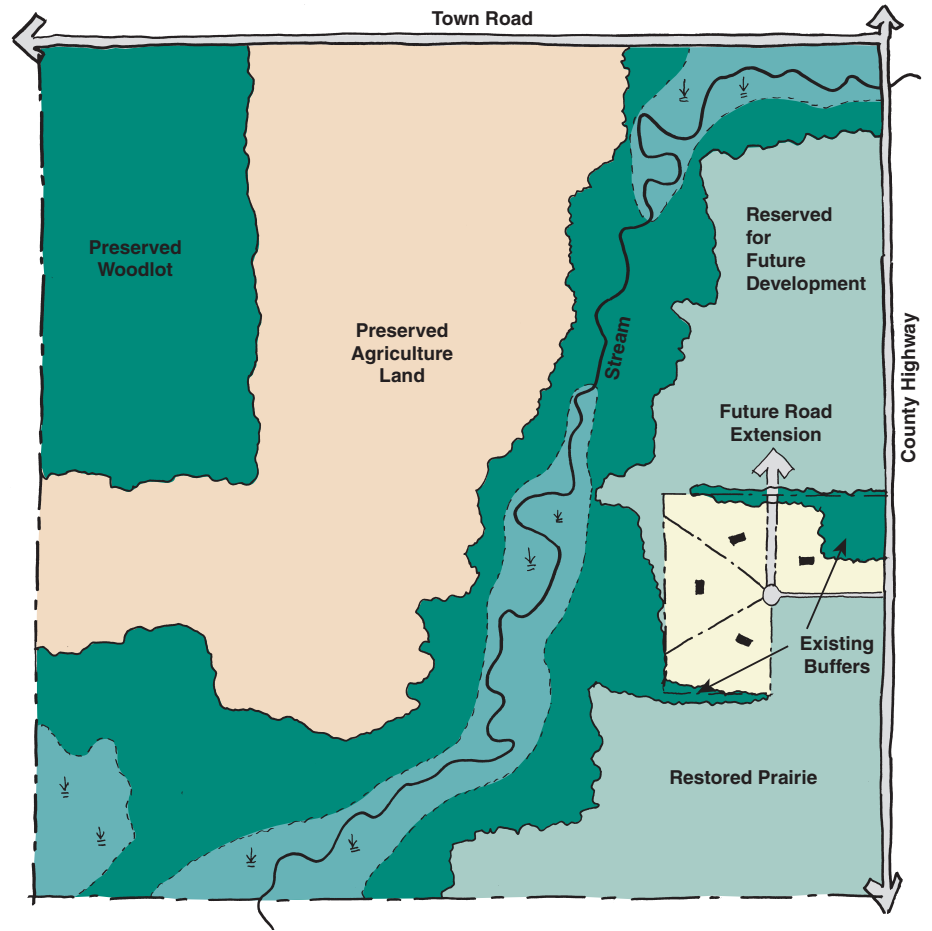
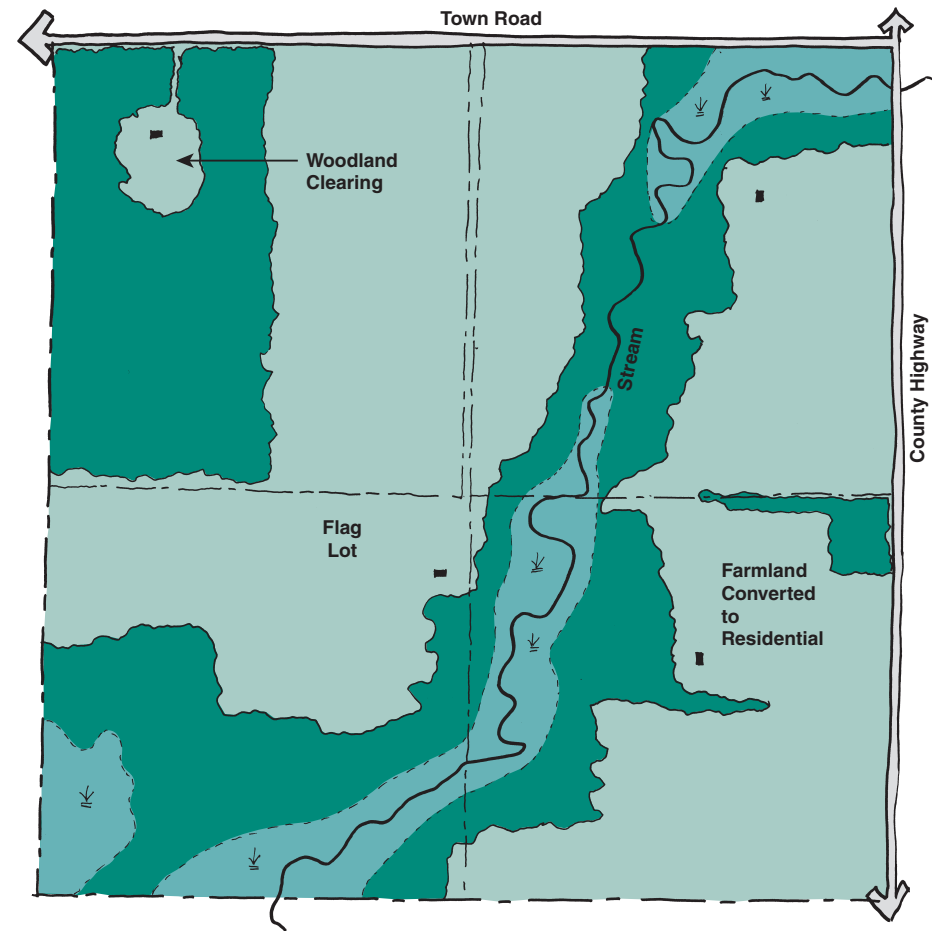


Conventional Development

- ◆ 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

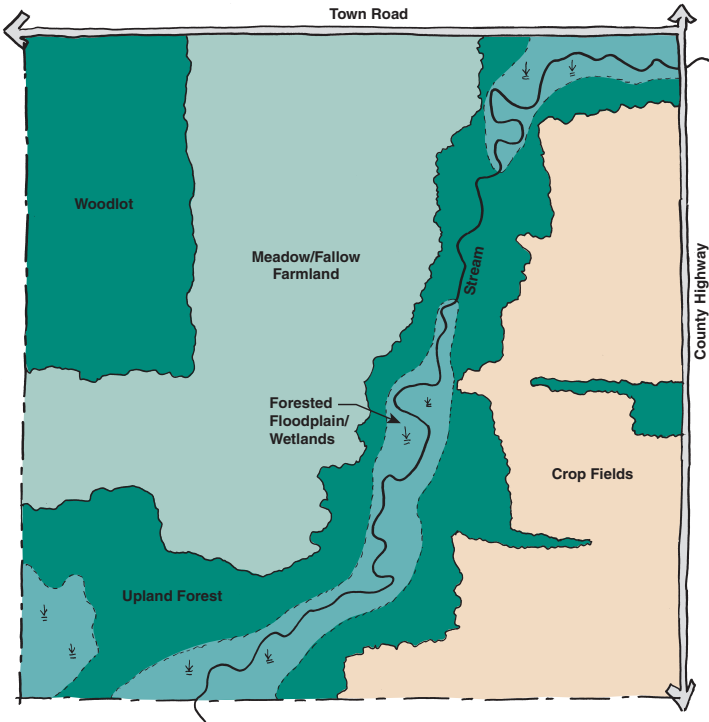


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 20 Acres

◆ Undeveloped Site – 160 Acres

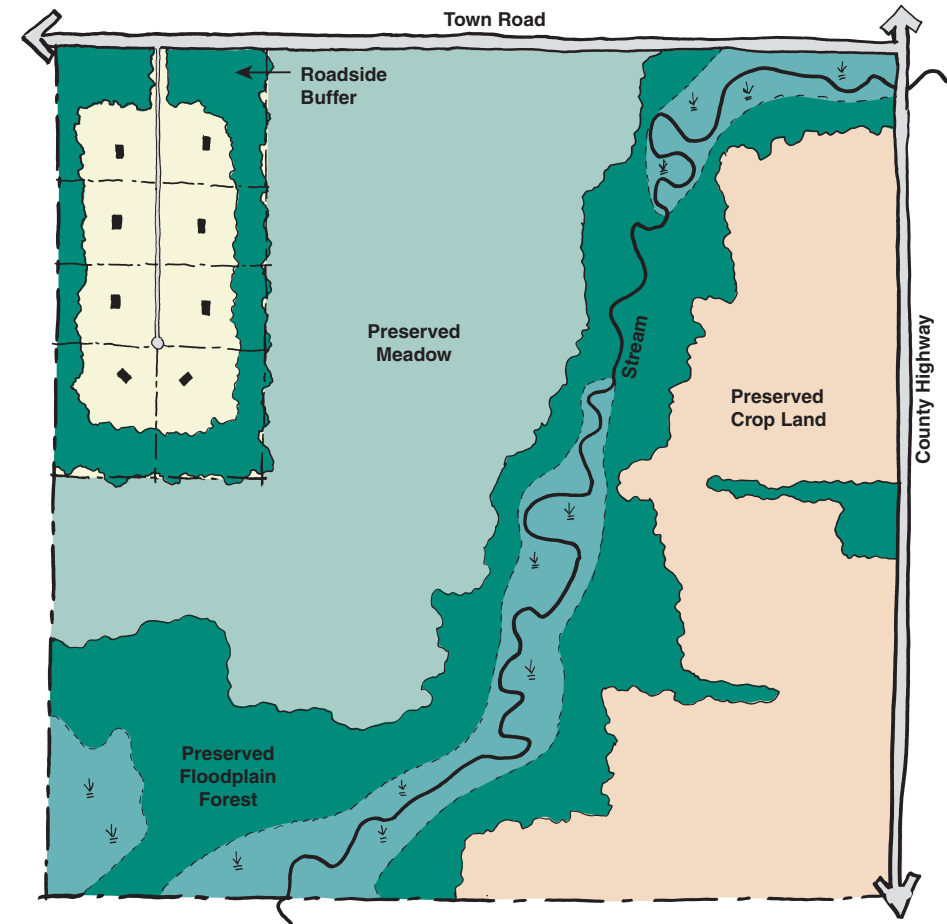
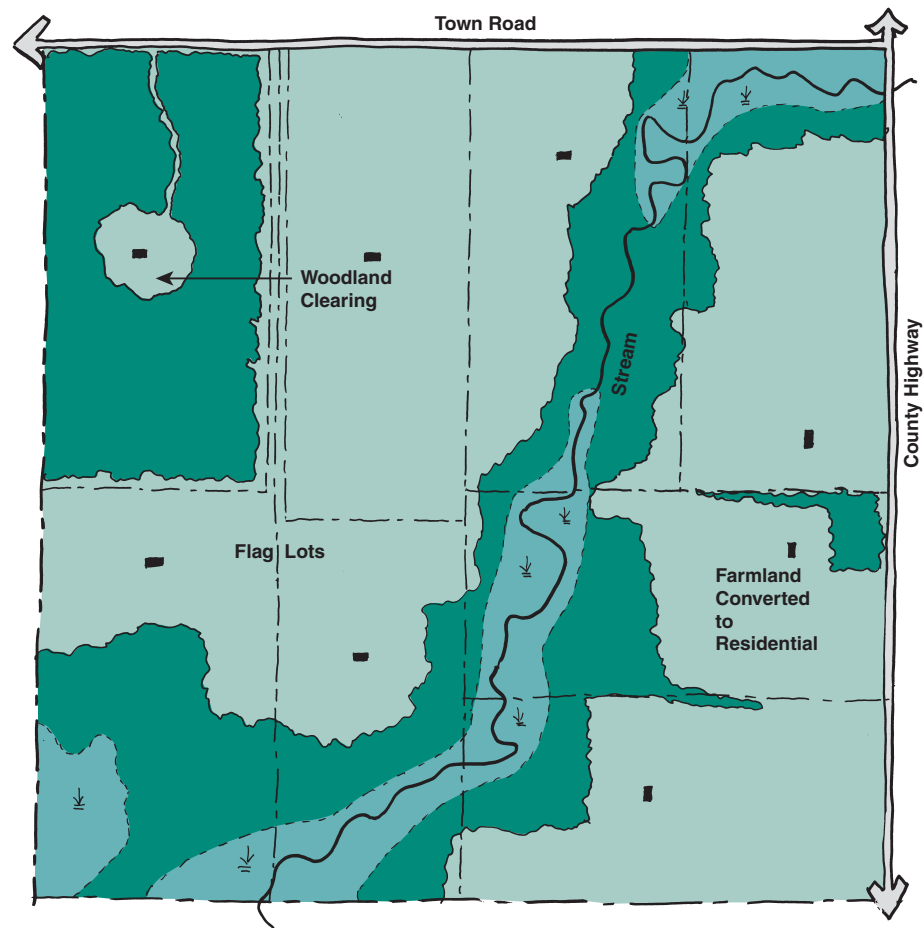


Conventional Development

- ◆ 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

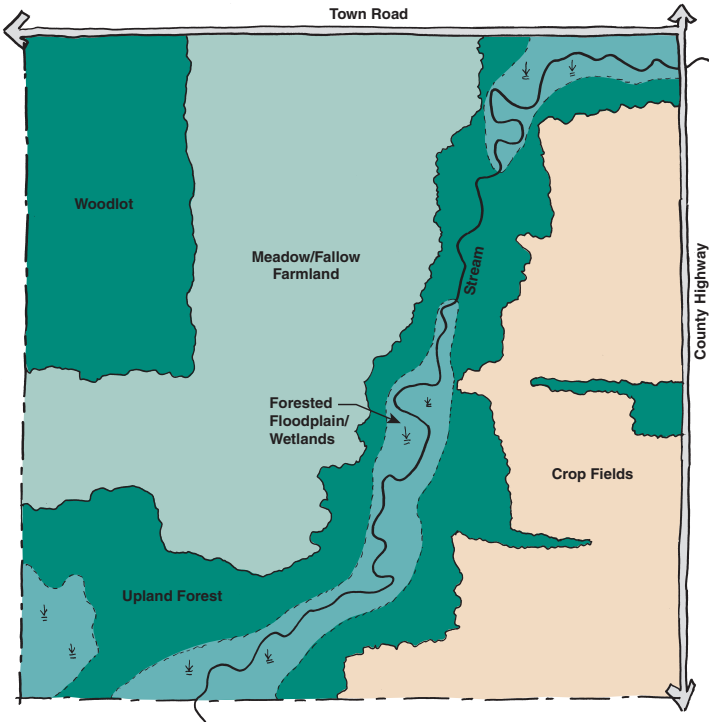


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 10 Acres

◆ Undeveloped Site – 160 Acres

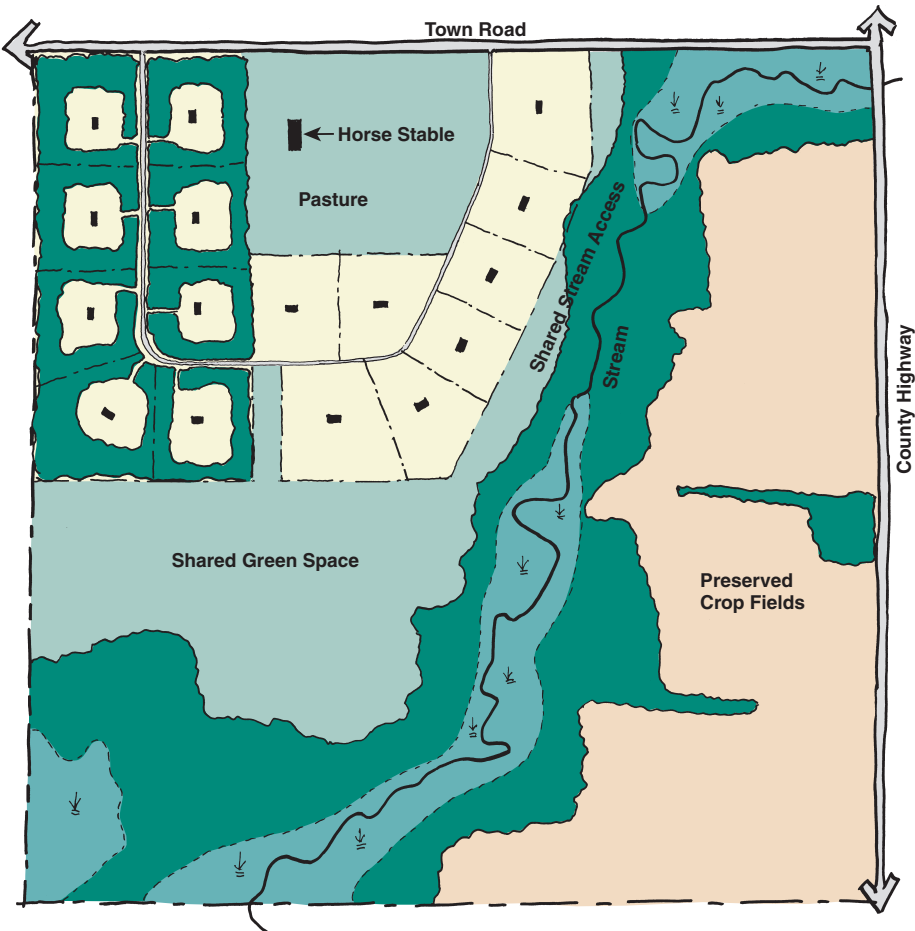
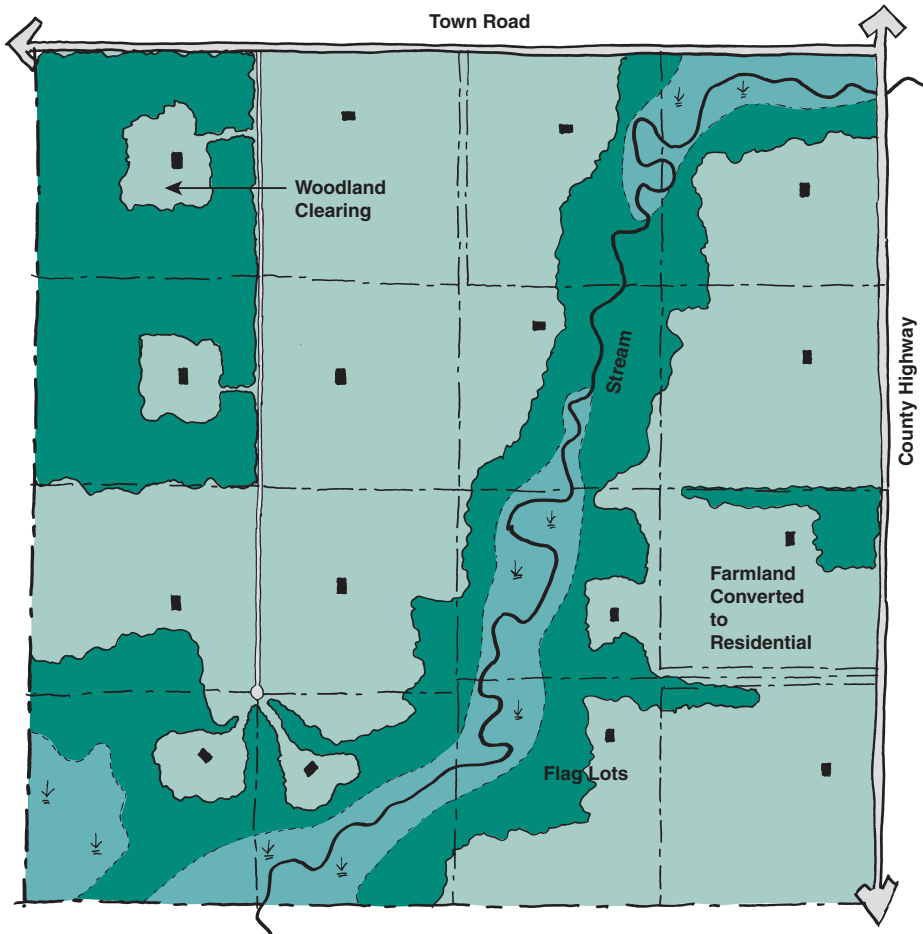


Conventional Development

- ◆ 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

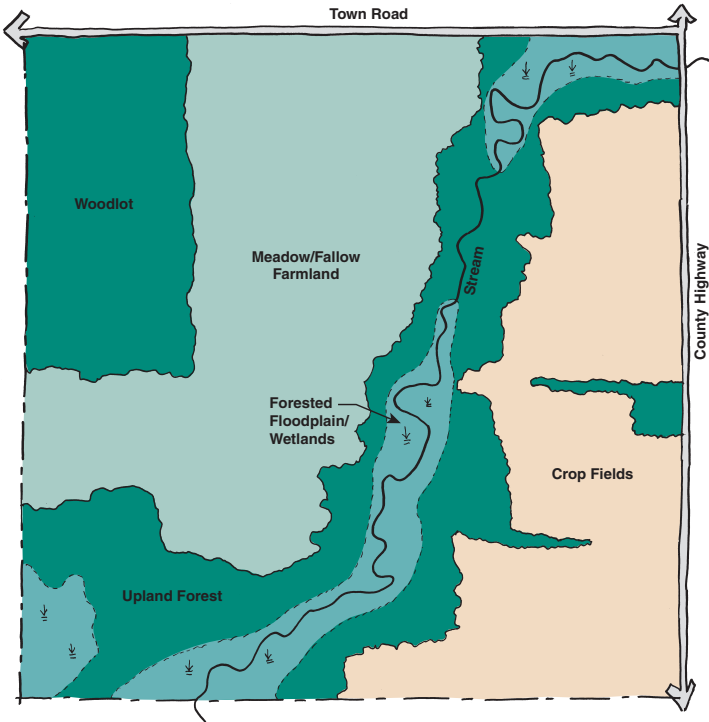


Waupaca County Comprehensive Planning

Rural Land Development Potential

Density Scenario = 1 Unit Per 5 Acres

◆ Undeveloped Site – 160 Acres

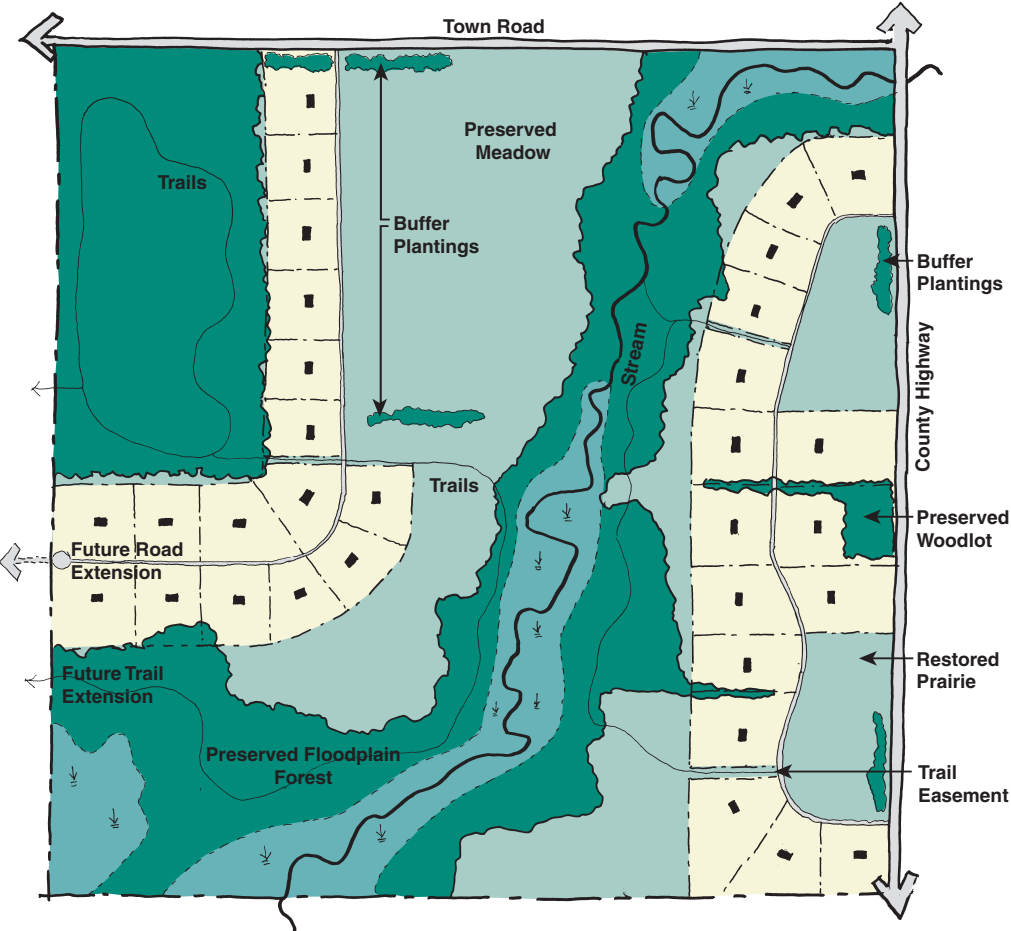
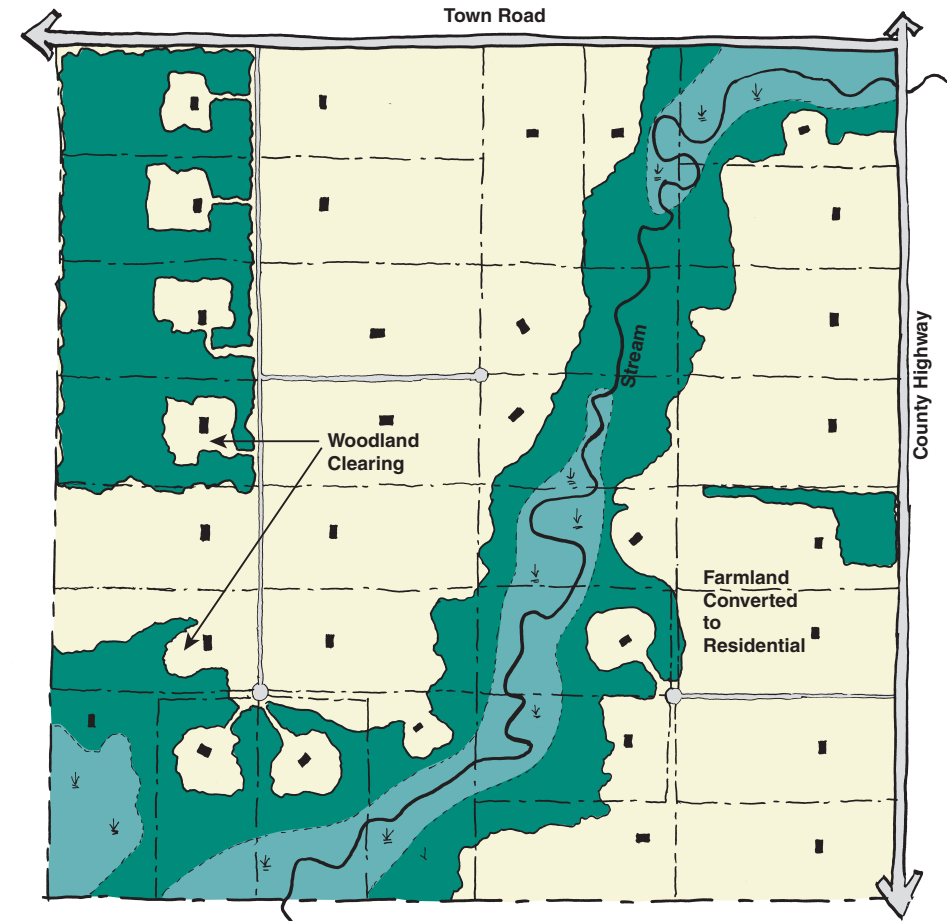


Conventional Development

- ◆ 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

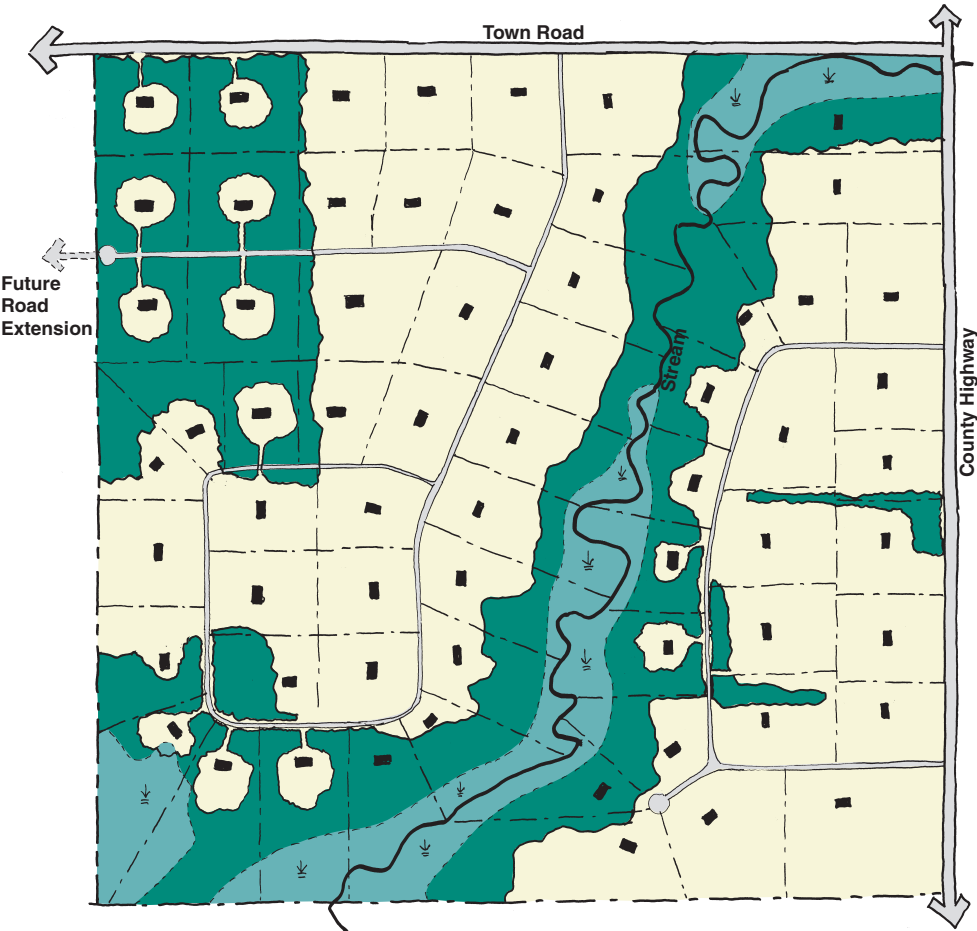
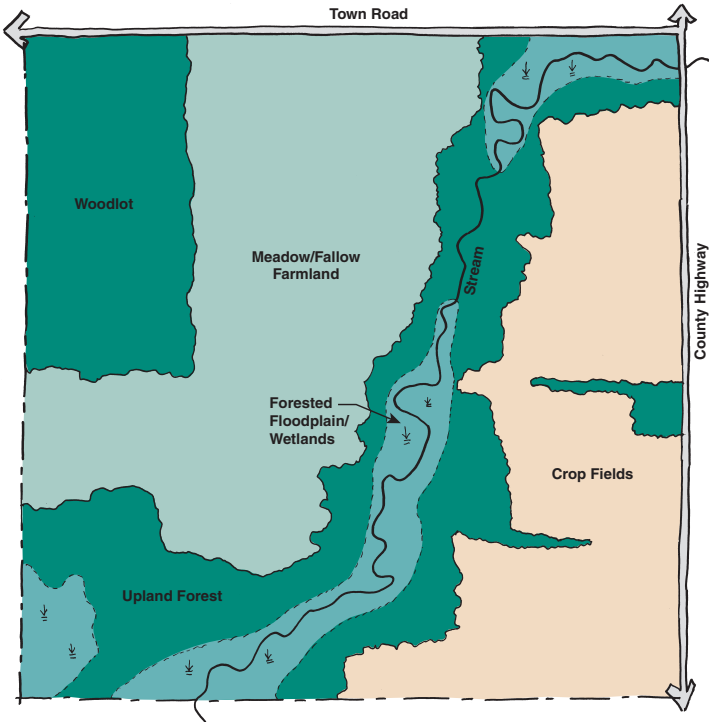


Waupaca County Comprehensive Planning

Rural Land Development Potential

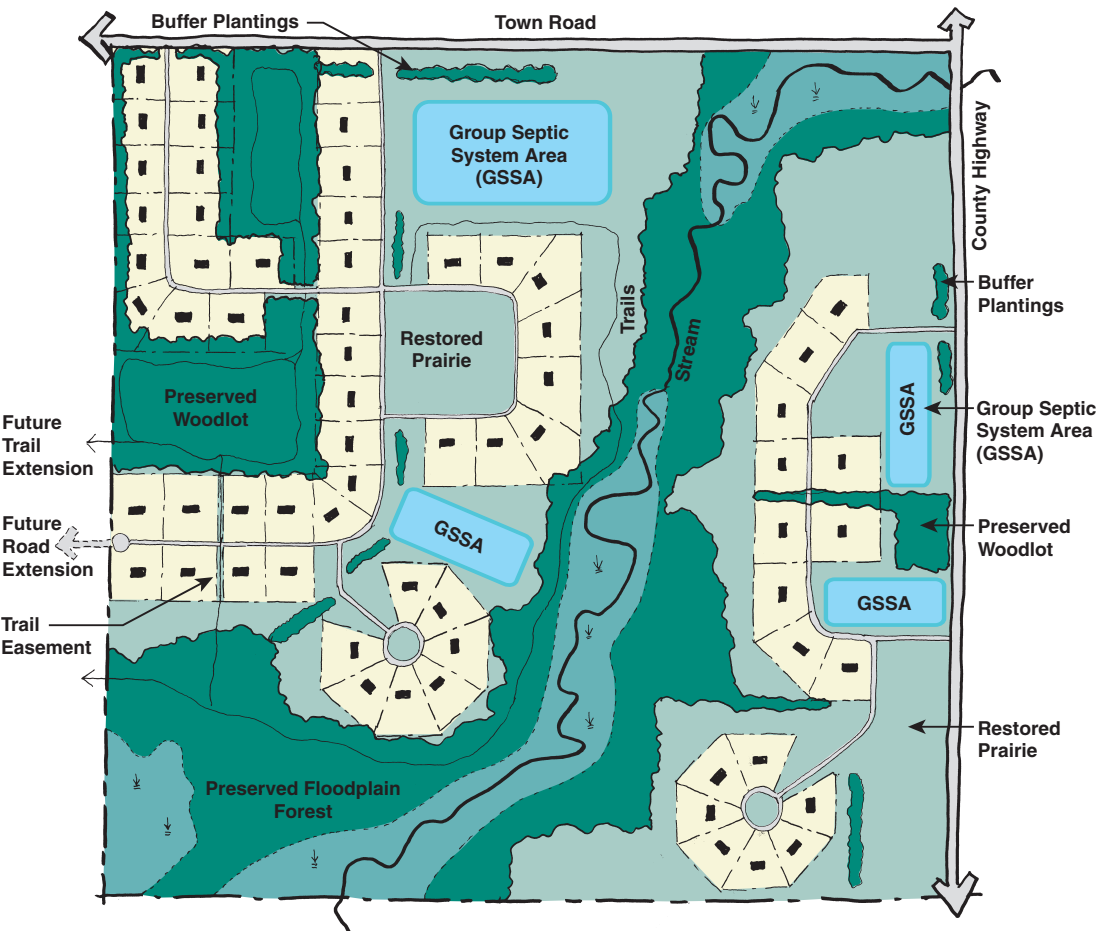
Density Scenario = 1 Unit Per 2.5 Acres

◆ 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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Resolution No. _____

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

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

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

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

NOW, THEREFORE, BE IT RESOLVED, that the attached Public Participation and Education Plan is adopted by the Town/Village/City of UNION 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 7 day of JUNE, 2004.

APPROVED by a vote of: 3 ayes 0 nays

Barbara C. Nollenberg
(Chair/President/Mayor of local governing body)

Clyde Leland, clerk
Attest

Resolution No. _____

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

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

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

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

ADOPTED this 6 day of DEC., 2004

APPROVED by a vote of 3 ayes 0 nays

Barbara C. Nodding
(Chair/President/Mayor)

Clyde Selbo
Attest

INTRODUCTION

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

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

WAUPACA COUNTY COMPREHENSIVE PLANNING PROCESS

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

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

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



SURVEY BACKGROUND

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

SURVEY METHODOLOGY

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

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

SURVEY RESPONSE

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

Community	Occupied Housing	Surveys Sent	Surveys Returned	Response Rate
Dupont	233	173	72	41.6
Matteson	346	252	84	33.3
Union	291	227	78	34.4
Larrabee	473	333	127	38.1
Bear Creek	279	223	83	37.3
Clintonville (C)	2010	749	233	31.1
Marion (C)	580 (Waup. Co. only)	231	80	34.7
Embarrass (V)	156	71	32	44.9
Northeast Cluster	4368	2258	789	34.9
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 Northeast Cluster communities are reported below.

	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	NE CLUST.	WAUP. CO.
Margin of Error	+/- 10	+/- 10	+/- 10	+/- 8	+/- 10	+/- 6	+/- 10	+/- 15	+/- 3	+/- 1

HOW TO READ THE REPORT

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

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

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

NORTHWEST CLUSTER

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

SOUTHWEST CLUSTER

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

NORTHEAST CLUSTER

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

SOUTHEAST CLUSTER

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

"Type of residence."

In the Northeast Cluster, most respondents (43%) identified their primary residence as urban/suburban; 24% were rural/non-farm; 23% were rural farm; and 8% were non-resident landowners.

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

Q34	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	1%	0%	2%	1%	4%	5%	0%	2%
Urban / Suburban	4%	7%	8%	13%	4%	88%	86%	84%	43%
Rural Farm	38%	33%	42%	35%	54%	1%	3%	6%	23%
Rural Non-Farm	43%	44%	41%	44%	28%	2%	5%	3%	24%
Not Waupaca Co	15%	14%	9%	7%	13%	5%	1%	6%	8%

"Use of rural residential property."

In the Northeast Cluster, over 1/2 (55%) of all rural residents were farms (27% part-time/hobby farms; 28% full-time farms); 33% stated "other" rural non-farm use; 11% 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	2%	2%	5%	3%	1%	0%	0%	0%	2%
Full-time farm	34%	20%	31%	24%	35%	14%	0%	33%	28%
Part-time/hobby farm	22%	29%	25%	26%	28%	43%	50%	0%	27%
Recreational	5%	18%	12%	7%	13%	0%	0%	33%	11%
Other	36%	31%	28%	40%	22%	43%	50%	33%	33%

" Total acres owned in Waupaca County."

In the Northeast Cluster, over 1/2 (53%) of respondents own 10 acres or less (23% 1 - 10 acres; 30% less than one acre); 15% own 11 to 40 acres; 11% own 41 to 80 acres; 13% own 81 to 200 acres; and 6% own over 200 acres.

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

Q33	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	0%	1%	4%	4%	0%	2%
< 1 acre	0%	2%	9%	6%	0%	71%	54%	31%	30%
1- 10 acres	19%	32%	19%	35%	22%	12%	21%	50%	23%
11- 40 acres	22%	23%	17%	22%	27%	4%	10%	6%	15%
41- 80 acres	15%	18%	22%	12%	16%	4%	6%	9%	11%
81- 200 acres	24%	18%	22%	17%	27%	4%	3%	0%	13%
201- 500 acres	18%	6%	12%	7%	4%	0%	3%	3%	5%
> 500 acres	1%	1%	0%	0%	5%	0%	0%	0%	1%

" Age."

In the Northeast Cluster, most respondents (31%) are 65 years and older; 8%, 60 to 64; 12%, 55 to 59; 22%, 45 to 54; 18%, 35 to 44; 7%, 25 to 34; 1%, 20 to 24.

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

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

Q32	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	1%	0%	2%	0%	1%	0%	0%	1%
20 - 24 yrs.	1%	0%	0%	2%	0%	1%	0%	0%	1%
25 - 34 yrs.	4%	5%	9%	4%	11%	8%	5%	9%	7%
35 - 44 yrs.	18%	15%	24%	11%	27%	19%	15%	13%	18%
45 - 54 yrs.	28%	29%	15%	28%	28%	18%	16%	22%	22%
55 - 59 yrs.	21%	10%	15%	13%	12%	6%	19%	13%	12%
60 - 64 yrs.	8%	14%	6%	12%	4%	6%	8%	9%	8%
65 & over	18%	26%	29%	29%	19%	40%	38%	34%	31%

" Years residing in/ visiting Waupaca County."

In the Northeast Cluster, almost 3/4 (74%) of respondents either resided in or visited Waupaca County for over 20 years; 5%, 15 to 20 years; 6%, 11 to 14 years; 10%, 5 to 10 years; 3%, 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	2%	0%	2%	2%	1%	0%	3%	1%
< 1 years	0%	2%	0%	0%	0%	1%	0%	0%	1%
1-4 years	0%	2%	4%	2%	1%	4%	6%	3%	3%
5-10 years	13%	8%	4%	11%	8%	12%	11%	13%	10%
11-14 years	3%	7%	5%	6%	8%	6%	4%	13%	6%
15-20 years	6%	2%	3%	6%	12%	6%	4%	0%	5%
> 20 years	78%	75%	85%	73%	67%	70%	75%	69%	74%

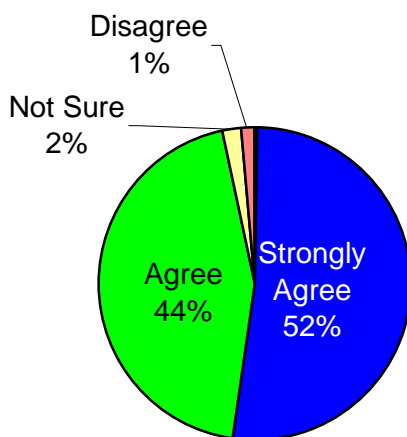
NATURAL RESOURCE VALUES AND DESIRES

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."

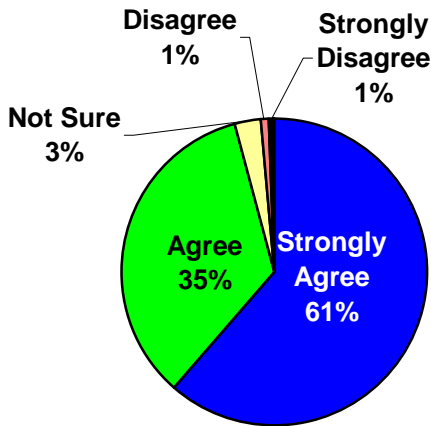


In the Northeast Cluster, protecting natural resources is important to almost all landowners. 96% of respondents agree with more than 1/2 (52%) that strongly agree, while only 1% disagree.

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

Q3	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	0%	0%	0%	0%	0%	0%
Strongly Agree	53%	52%	54%	50%	59%	53%	45%	41%	52%
Agree	42%	42%	40%	45%	39%	44%	55%	59%	44%
Not Sure	3%	4%	3%	3%	1%	2%	0%	0%	2%
Disagree	3%	1%	1%	2%	1%	0%	0%	0%	1%
Strongly Disagree	0%	1%	0%	0%	0%	0%	0%	0%	0%

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

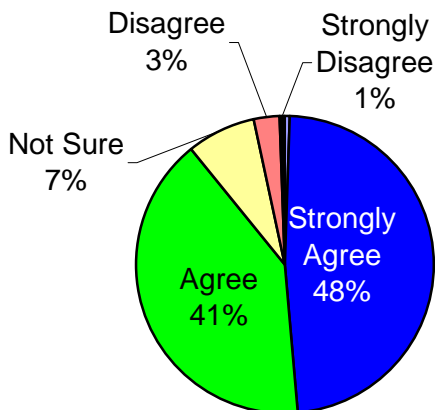


In the Northeast Cluster, protecting water resources is important to almost all landowners. 96% agree with nearly 2/3 (61%) that strongly agree, while only 2% disagree.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	0%	0%	0%	0%	0%	0%
Strongly Agree	60%	61%	64%	57%	75%	63%	54%	50%	61%
Agree	38%	35%	29%	38%	22%	34%	45%	41%	35%
Not Sure	1%	0%	5%	5%	2%	2%	1%	9%	3%
Disagree	0%	4%	1%	0%	1%	1%	0%	0%	1%
Strongly Disagree	1%	1%	0%	1%	0%	0%	0%	0%	1%

" Protecting wildlife habitat is important to me."

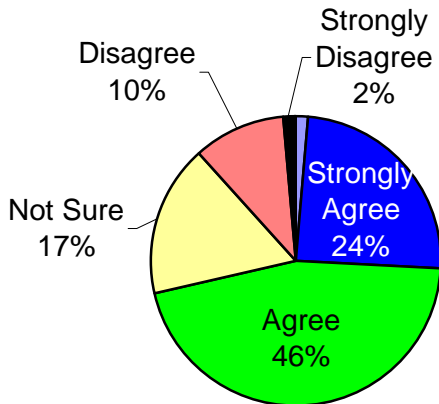


In the Northeast Cluster, 89% of landowners agree that protecting wildlife habitat is important (48% strongly agree), while 4% disagree.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	1%	0%	1%	0%	3%	1%
Strongly Agree	44%	45%	45%	46%	59%	50%	46%	41%	48%
Agree	40%	44%	41%	39%	27%	42%	46%	50%	41%
Not Sure	11%	5%	10%	10%	11%	6%	4%	3%	7%
Disagree	3%	5%	3%	4%	4%	1%	4%	3%	3%
Strongly Disagree	1%	1%	0%	1%	0%	0%	0%	0%	1%

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

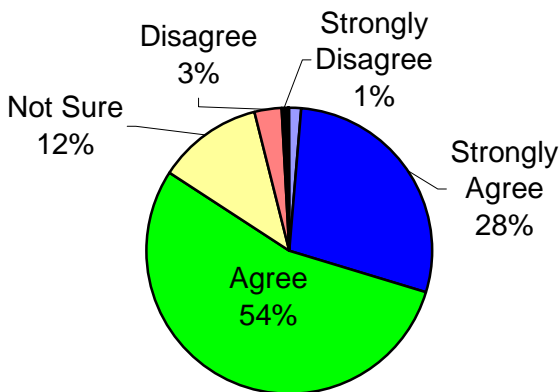


In the Northeast Cluster, nearly 3/4 (70%) of landowners agree that strategies should be adopted to prevent forest fragmentation (24% strongly agree), while 12% disagree. The level of agreement varies between 63% to 77% between communities.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	5%	0%	2%	0%	0%	1%
Strongly Agree	21%	17%	27%	28%	35%	25%	16%	19%	24%
Agree	49%	49%	41%	39%	42%	45%	60%	44%	46%
Not Sure	21%	14%	19%	18%	11%	19%	11%	19%	17%
Disagree	8%	17%	12%	8%	8%	7%	13%	19%	10%
Strongly Disagree	1%	4%	1%	2%	4%	1%	0%	0%	2%

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



In the Northeast Cluster, most landowners (82%) agree that the amount of water that runs off from development into our surface water should be decreased (28% strongly agree), while 4% disagree.

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

Q18	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	2%	1%	3%	0%	0%	1%
Strongly Agree	19%	21%	29%	30%	25%	37%	23%	16%	28%
Agree	60%	55%	54%	52%	58%	47%	66%	69%	54%
Not Sure	18%	13%	15%	12%	13%	9%	8%	13%	12%
Disagree	3%	6%	1%	3%	2%	3%	4%	3%	3%
Strongly Disagree	0%	5%	0%	1%	0%	0%	0%	0%	1%

AGRICULTURE VALUES AND DESIRES

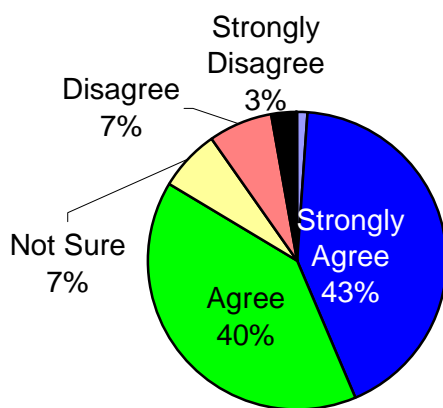
Waupaca County is a rural county with more than half of the 51,825 residents living in rural areas (43%) or on farms (8%) (2000 Census). Data from the 1997 and 2002 US Census of Agriculture, show little change in farm numbers (1,398 or 99.3% of the 1997 total in 2002) and nearly 2/3 (820 or 60%) identified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

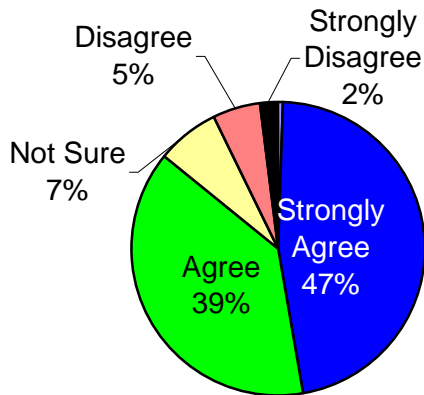


In the Northeast Cluster, over 3/4 (83%) of landowners agree that protecting their community's farmland is important (43% strongly agree), while 10% disagree. The level of agreement varies between 75% to 93% between communities.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	2%	0%	2%	0%	0%	1%
Strongly Agree	51%	51%	47%	44%	47%	37%	41%	13%	43%
Agree	32%	32%	28%	36%	46%	43%	46%	69%	40%
Not Sure	8%	8%	8%	4%	1%	9%	4%	6%	7%
Disagree	3%	4%	12%	12%	2%	6%	8%	6%	7%
Strongly Disagree	6%	5%	4%	2%	4%	2%	1%	6%	3%

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

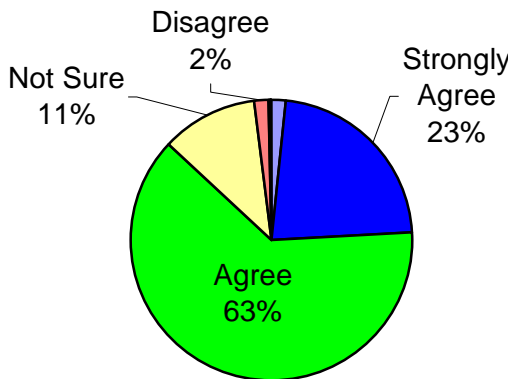


In the Northeast Cluster, even more landowners (86%) agree and almost 1/2 (47%) strongly agree that the most productive farmland in their community should be protected from development. Less than one in ten (7%) disagree. The level of agreement varies between 76% to 94% between communities.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	0%	1%	0%	0%	1%
Strongly Agree	54%	52%	49%	47%	55%	42%	46%	19%	47%
Agree	33%	30%	27%	34%	39%	44%	44%	66%	39%
Not Sure	6%	11%	6%	9%	2%	7%	6%	3%	7%
Disagree	3%	5%	13%	9%	1%	4%	3%	13%	5%
Strongly Disagree	4%	2%	4%	1%	2%	1%	1%	0%	2%

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

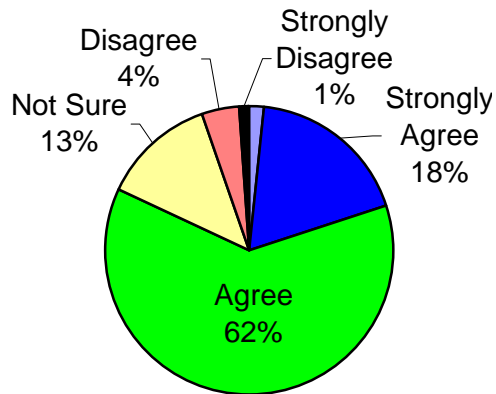


In the Northeast Cluster, over 3/4 (86%) of landowners agree that it is important to maintain the resources and services required to support a strong agriculture industry (23% strongly agree), while only 2% disagree. The level of agreement varies between 80% to 97% between communities.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	2%	0%	3%	1%	3%	2%
Strongly Agree	26%	26%	26%	27%	31%	19%	13%	9%	23%
Agree	71%	56%	55%	63%	57%	61%	76%	72%	63%
Not Sure	3%	15%	13%	6%	8%	15%	10%	16%	11%
Disagree	0%	0%	4%	2%	2%	2%	0%	0%	2%
Strongly Disagree	0%	2%	0%	0%	1%	0%	0%	0%	0%

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

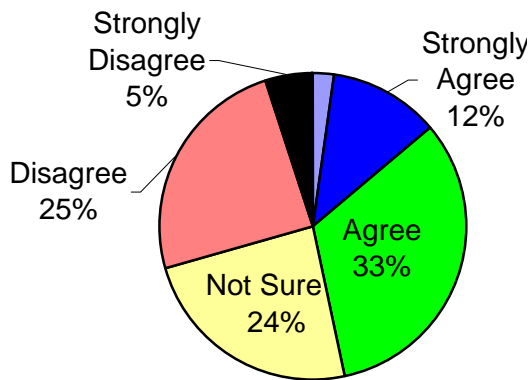


In the Northeast Cluster, over 3/4 (80%) agree that land use strategies should balance residential growth with farmland protection (18% strongly agree), while 5% disagree.

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

Q24	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	6%	1%	2%	0%	3%	2%
Strongly Agree	24%	21%	22%	20%	17%	17%	13%	13%	18%
Agree	51%	55%	60%	60%	69%	63%	74%	59%	62%
Not Sure	17%	12%	14%	11%	10%	13%	13%	16%	13%
Disagree	6%	8%	4%	2%	4%	4%	1%	9%	4%
Strongly Disagree	3%	4%	0%	2%	0%	1%	0%	0%	1%

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

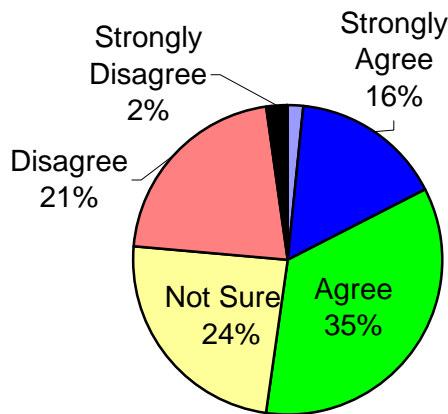


In the Northeast Cluster, almost 1/2 (45%) of landowners agree future farm expansion should not be allowed near existing homes (12% strongly agree), while 30% disagree. Nearly 1/4 are not sure (24%). The Northeast Cluster agrees the most compared to other regions (37% - 42%)

Countywide, landowners are 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	0%	3%	5%	0%	3%	3%	3%	2%
Strongly Agree	14%	8%	4%	15%	7%	14%	13%	9%	12%
Agree	33%	29%	33%	27%	31%	33%	41%	47%	33%
Not Sure	26%	30%	28%	24%	22%	23%	16%	25%	24%
Disagree	19%	26%	24%	28%	29%	23%	28%	13%	25%
Strongly Disagree	6%	7%	8%	2%	11%	4%	0%	3%	5%

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

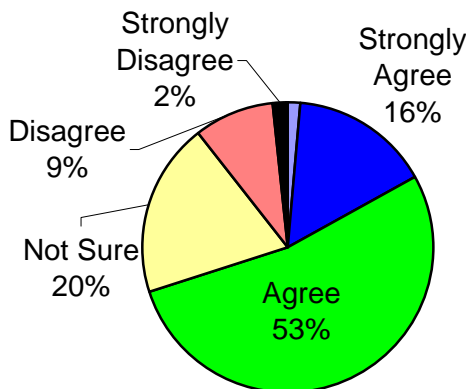


In the Northeast Cluster, over 1/2 (51%) of landowners agree that future homes should not be allowed near existing farming operations (16% strongly agree). However, 23% disagree, with a large percentage that are not sure (24%). Compared to the previous question, there is more agreement to limit future 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	1%	1%	2%	1%	2%	0%	6%	2%
Strongly Agree	22%	23%	17%	20%	16%	12%	11%	3%	16%
Agree	32%	33%	32%	31%	33%	36%	41%	41%	35%
Not Sure	25%	15%	24%	25%	27%	26%	23%	28%	24%
Disagree	17%	23%	21%	20%	22%	22%	24%	22%	21%
Strongly Disagree	3%	5%	5%	1%	2%	2%	1%	0%	2%

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

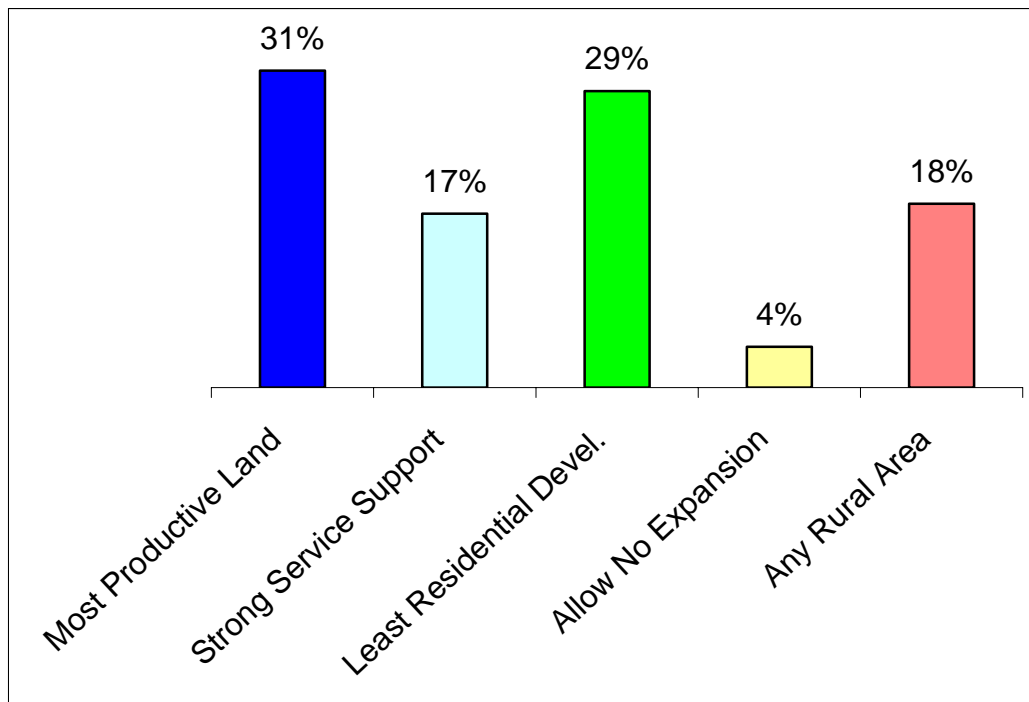


In the Northeast Cluster, over 2/3 (69%) of landowners agree that dairy/livestock farms should be allowed to expand in some areas of Waupaca County (16% strongly agree), while 11% disagree. The Northeast Cluster agrees the least compared to other regions (72% - 78%). The level of agreement varies between 62% to 78% between communities.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	3%	0%	2%	0%	3%	1%
Strongly Agree	17%	15%	21%	10%	27%	15%	14%	6%	16%
Agree	61%	62%	53%	52%	45%	49%	59%	56%	53%
Not Sure	10%	13%	18%	23%	19%	24%	16%	25%	20%
Disagree	11%	7%	9%	9%	7%	9%	10%	9%	9%
Strongly Disagree	1%	2%	0%	3%	2%	1%	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 Northeast Cluster**, most landowners (31%) identified that expansion should occur on the most productive land. The second choice most often identified (29%) was to locate expansion in areas with the least amount of residential development. Any rural area ranked third (18%). Areas with strong service support ranked fourth (17%). Only 4% said no expansion should take place. The answers provided by this question should prove extremely useful as communities determine how they will address Wisconsin's new livestock facility siting and expansion law.

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

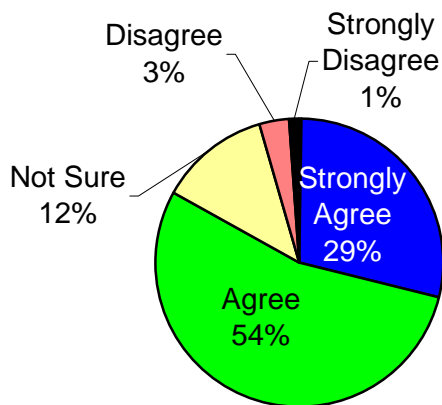
Q20	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Most Productive Land	30%	31%	30%	28%	31%	34%	30%	34%	31%
Strong Service Support	16%	18%	16%	20%	21%	15%	19%	19%	17%
Least Residential Development	30%	30%	26%	32%	24%	29%	32%	30%	29%
Allow No Expansion	8%	2%	6%	4%	5%	3%	3%	4%	4%
Any Rural Area	17%	19%	22%	15%	19%	19%	16%	13%	18%

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."

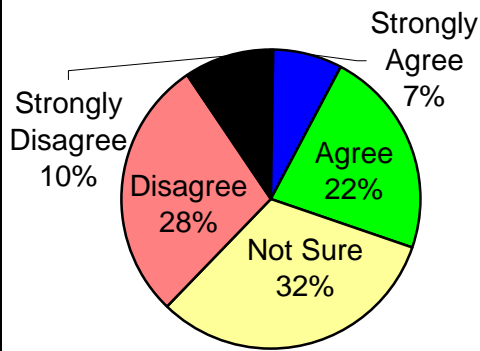


In the Northeast Cluster, over 3/4 (83%) of landowners agree that rural character should be protected in their community (29% strongly agree), while few disagree (4%). The level of agreement varies between 77% to 92% between communities.

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

Q8	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	0%	0%	0%	0%	0%
Strongly Agree	35%	33%	27%	34%	40%	24%	15%	31%	29%
Agree	50%	51%	60%	50%	52%	53%	66%	53%	54%
Not Sure	11%	11%	6%	9%	6%	18%	15%	16%	12%
Disagree	3%	4%	5%	5%	2%	3%	3%	0%	3%
Strongly Disagree	1%	1%	0%	2%	0%	2%	1%	0%	1%

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



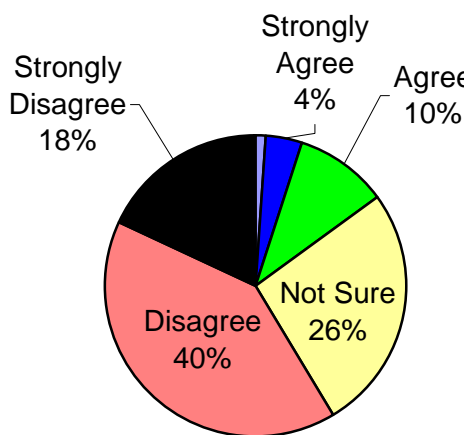
In the Northeast Cluster, landowners are divided regarding the need for more public land in their community. Over 1/3 (38%) disagree, just over 1/4 (29%) agree, and almost 1/3 (32%) are not sure. The level of agreement varies between 12% to 43% between communities.

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

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

Q9	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	0%	0%	0%	0%	0%
Strongly Agree	4%	6%	5%	3%	6%	10%	14%	13%	7%
Agree	8%	17%	13%	16%	23%	33%	28%	28%	22%
Not Sure	32%	25%	27%	29%	37%	35%	35%	28%	32%
Disagree	29%	38%	36%	42%	27%	18%	20%	31%	28%
Strongly Disagree	26%	14%	18%	10%	7%	3%	4%	0%	10%

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

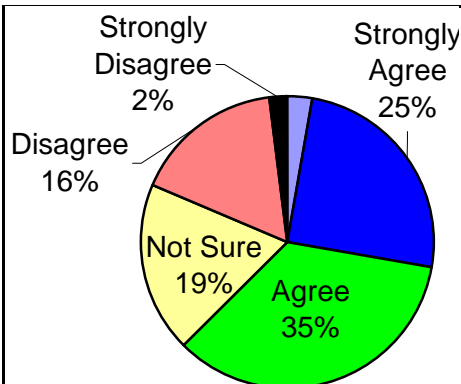


In the Northeast Cluster, over 1/2 (58%) disagree their community should become a bedroom community (live here, work elsewhere) (18% strongly disagree), while only 14% agree. Furthermore, over 1/4 (26%) are not sure.

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

Q7	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	0%	2%	2%	1%	0%	1%
Strongly Agree	1%	4%	3%	3%	4%	6%	5%	3%	4%
Agree	7%	8%	14%	6%	16%	8%	15%	19%	10%
Not Sure	32%	39%	31%	19%	33%	21%	23%	31%	26%
Disagree	38%	37%	38%	56%	34%	41%	30%	38%	40%
Strongly Disagree	22%	12%	13%	17%	12%	22%	26%	9%	18%

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



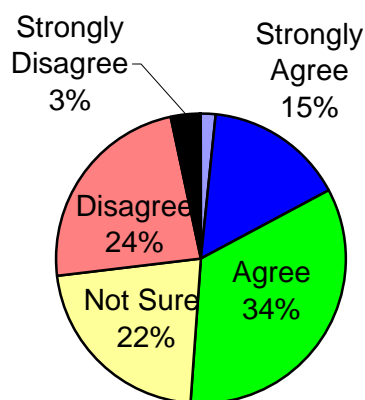
In the Northeast Cluster, over 1/2 (60%) agree that they should be allowed to use their property as they see fit (25% strongly agree), while 18% disagree and 19% are not sure.

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

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

Q23	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	3%	0%	1%	6%	1%	3%	3%	3%	3%
Strongly Agree	31%	35%	41%	24%	27%	18%	18%	22%	25%
Agree	33%	33%	29%	36%	36%	39%	31%	25%	35%
Not Sure	22%	14%	17%	18%	14%	21%	16%	31%	19%
Disagree	11%	17%	12%	13%	19%	17%	28%	16%	16%
Strongly Disagree	0%	1%	0%	2%	2%	2%	5%	3%	2%

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



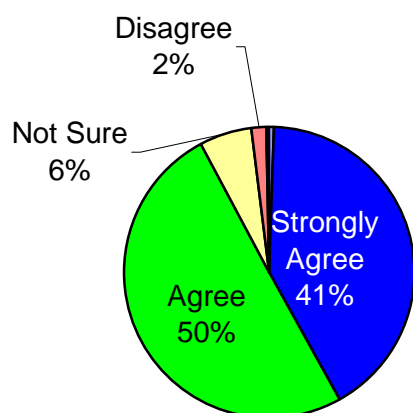
In the Northeast Cluster, almost 1/2 (49%) agree that their neighbors should be allowed to use their property as they see fit (15% strongly agree). Over 1/4 (27%) disagree (3% strongly disagree), while 22% are not sure. This is less than the 60% who agreed in the previous question that they should be able to use their own property as they see fit.

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

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

Q16	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	3%	0%	4%	2%	1%	2%	1%	0%	2%
Strongly Agree	19%	21%	23%	14%	14%	10%	18%	9%	15%
Agree	26%	38%	38%	34%	31%	37%	25%	41%	34%
Not Sure	32%	17%	21%	20%	27%	20%	21%	25%	22%
Disagree	19%	23%	13%	24%	23%	27%	31%	19%	24%
Strongly Disagree	0%	1%	1%	6%	4%	4%	4%	6%	3%

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

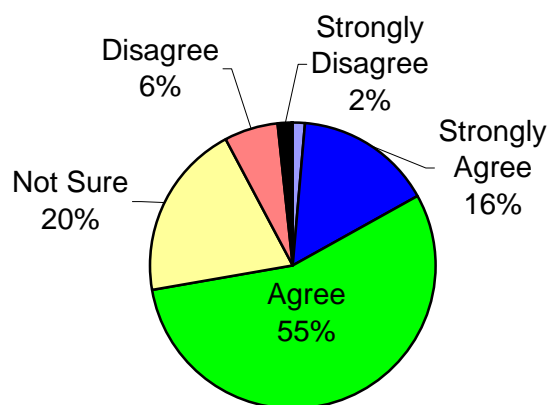


In the Northeast Cluster, nine in ten landowners (91%) agree that protecting their neighbor's private property rights is important (41% strongly agree), while only 2% disagree and 6% are not sure. This compares to 49% that agree their neighbor should be able to use their property as they see fit and could indicate landowners feel differently about "property use" and "property rights".

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

Q6	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	0%	2%	0%	1%	0%	0%	1%
Strongly Agree	42%	44%	41%	41%	52%	41%	33%	34%	41%
Agree	49%	44%	54%	53%	36%	49%	61%	63%	50%
Not Sure	8%	8%	4%	4%	10%	6%	5%	3%	6%
Disagree	0%	2%	0%	1%	2%	3%	1%	0%	2%
Strongly Disagree	1%	1%	1%	0%	0%	0%	0%	0%	0%

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

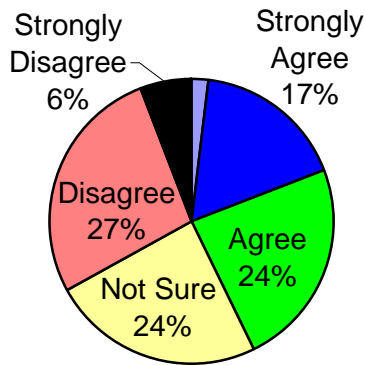


In the Northeast Cluster, almost 3/4 (71%) of landowners agree that land use strategies are necessary to protect community interests (16% strongly agree), while 8% disagree (2% strongly disagree) and 20% are not sure. The level of agreement varies between 61% to 84% between communities.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	2%	0%	3%	0%	0%	1%
Strongly Agree	10%	11%	19%	17%	19%	19%	11%	3%	16%
Agree	51%	51%	41%	54%	59%	55%	73%	72%	55%
Not Sure	29%	24%	27%	18%	14%	18%	15%	19%	20%
Disagree	7%	8%	10%	6%	6%	5%	1%	6%	6%
Strongly Disagree	3%	6%	1%	2%	1%	1%	0%	0%	2%

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



In the Northeast Cluster, landowners are divided about residential development not occurring in rural areas of Waupaca County (41% agree, 33% disagree, 24% not sure). The level of agreement varies between 25% to 60% between communities.

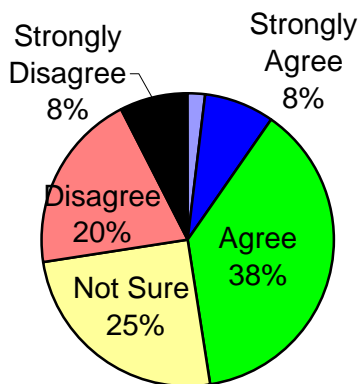
Countywide, landowners are also divided (40% agree, 37% disagree, 23% not sure). More landowners in Northwest, Northeast, and Central Clusters agree (41 - 44%); however, more in the Southwest disagree (40%).

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 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	1%	1%	0%	2%	1%	4%	1%	3%	2%
Strongly Agree	14%	23%	21%	22%	25%	14%	9%	3%	17%
Agree	24%	18%	23%	24%	35%	20%	30%	22%	24%
Not Sure	26%	20%	22%	21%	23%	26%	28%	31%	24%
Disagree	25%	31%	28%	24%	11%	31%	30%	34%	27%
Strongly Disagree	10%	7%	6%	7%	5%	5%	3%	6%	6%

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

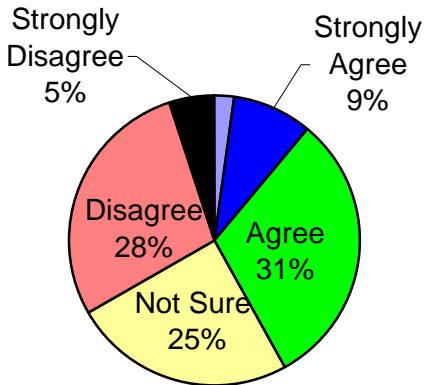


In the Northeast Cluster, almost 1/2 (46%) of landowners agree that if rural residential development takes place it should be scattered randomly throughout this area of Waupaca County (8% strongly agree). Over 1/4 (28%) disagree, while one in four (25%) are not sure.

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

Q11	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	2%	1%	3%	0%	3%	2%
Strongly Agree	4%	13%	6%	6%	12%	9%	6%	3%	8%
Agree	39%	37%	32%	36%	37%	39%	34%	53%	38%
Not Sure	28%	23%	28%	24%	20%	24%	33%	25%	25%
Disagree	21%	21%	21%	20%	24%	19%	18%	13%	20%
Strongly Disagree	8%	6%	10%	12%	5%	6%	10%	3%	8%

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

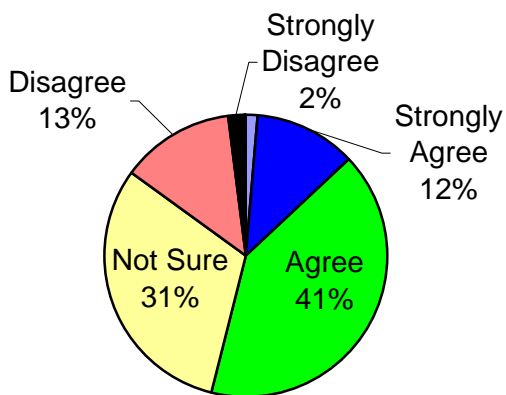


In the Northeast Cluster, over 1/3 (40%) of landowners agree if rural residential development takes place it should be clustered in specific locations (9% strongly agree). 1/3 (33%) disagree and one in four (25%) are not sure. This is similar to the previous question and might indicate a need for more 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	3%	3%	1%	4%	1%	3%	2%
Strongly Agree	10%	10%	10%	7%	8%	10%	6%	3%	9%
Agree	36%	32%	24%	33%	23%	33%	33%	22%	31%
Not Sure	21%	20%	22%	24%	31%	23%	30%	38%	25%
Disagree	26%	33%	35%	25%	28%	27%	26%	34%	28%
Strongly Disagree	7%	5%	6%	7%	8%	3%	4%	0%	5%

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

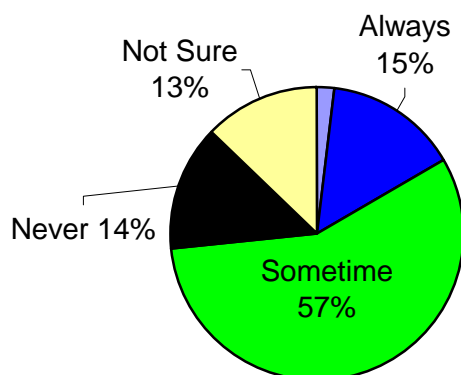


In the Northeast Cluster, a majority (53%) of landowners agree development should be guided so that it occurs in certain areas and is not allowed in others in order to limit community costs (12% strongly agree), while 15% disagree and 31% are not sure. The level of agreement varies between 40% to 60% between communities.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	0%	1%	2%	0%	3%	0%	3%	2%
Strongly Agree	8%	10%	18%	15%	11%	12%	10%	3%	12%
Agree	43%	30%	35%	31%	37%	48%	49%	56%	41%
Not Sure	39%	40%	32%	35%	31%	25%	29%	22%	31%
Disagree	7%	17%	13%	13%	18%	12%	13%	16%	13%
Strongly Disagree	3%	4%	1%	5%	2%	0%	0%	0%	2%

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



In the Northeast Cluster, a majority (57%) of respondents indicated that landowners in their area should sometimes be compensated not to develop their land, while 15% stated always, 14% stated never, and 13% 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Blank	0%	1%	4%	4%	0%	2%	0%	3%	2%
Always	18%	17%	21%	17%	23%	10%	11%	6%	15%
Sometimes	56%	61%	51%	51%	65%	54%	61%	66%	57%
Never	10%	11%	12%	16%	2%	20%	14%	22%	14%
Not Sure	17%	11%	13%	13%	10%	14%	14%	3%	13%

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
Dupont	233	147	42	29%
Matteson	346	215	79	37%
Union	291	185	84	45%
Larrabee	473	266	104	39%
Bear Creek	279	159	80	50%
Clintonville (c)	2010	751	259	35%
Marion (c)	580 (Waup. Co. only)	212	85	40%
Embarrass (v)	156	59	30	51%
Northeast Cluster	4,368	1,994	763	38.3%
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.

	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Margin of Error	+/- 13	+/-9	+/-8	+/-8	+/-8	+/-5	+/-8	+/-13	+/-3

HOW TO READ THE REPORT

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

WAUPACA COUNTY PLANNING CLUSTERS

CENTRAL CLUSTER

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

NORTHWEST CLUSTER

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

SOUTHWEST CLUSTER

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

NORTHEAST CLUSTER

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

SOUTHEAST CLUSTER

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

"Type of residence."

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

Q32	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Urban/Suburban	5%	14%	2%	10%	4%	87%	88%	77%	46%
Rural Non-farm	22%	36%	28%	43%	35%	4%	5%	17%	20%
Farm	37%	12%	31%	24%	41%	1%	0%	3%	15%
Hobby Farm	7%	22%	12%	7%	14%	0%	0%	0%	7%
Shoreland	2%	0%	7%	11%	1%	5%	4%	0%	5%
Absentee	27%	16%	19%	6%	5%	4%	4%	3%	8%

" Total acres owned in Waupaca County."

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

Q31	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
< 1 acre	2%	4%	4%	11%	5%	81%	64%	55%	39%
1- 10 acres	31%	41%	31%	47%	29%	14%	26%	31%	28%
11- 40 acres	29%	23%	24%	15%	18%	1%	4%	3%	12%
41- 80 acres	19%	14%	13%	12%	21%	2%	2%	0%	9%
81- 200 acres	12%	10%	19%	13%	25%	2%	2%	7%	9%
201- 500 acres	7%	9%	8%	2%	1%	0%	1%	0%	3%
> 500 acres	0%	0%	0%	1%	1%	0%	0%	3%	0%

" Age."

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

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

Q30	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
18 - 24 yrs.	0%	0%	1%	1%	0%	1%	0%	0%	1%
25 - 34 yrs.	5%	5%	10%	8%	10%	11%	12%	3%	9%
35 - 44 yrs.	21%	25%	15%	19%	30%	12%	10%	17%	17%
45 - 54 yrs.	24%	30%	26%	24%	21%	23%	20%	27%	24%
55 - 64 yrs.	24%	18%	27%	19%	13%	20%	21%	33%	21%
65 - 74 yrs.	14%	11%	7%	20%	18%	16%	11%	3%	14%
75 - 84 yrs.	10%	6%	11%	8%	6%	11%	23%	17%	11%
85 & over	2%	4%	4%	0%	1%	7%	4%	0%	4%

" Years residing in/ visiting Waupaca County."

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

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

Q28	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
< 1 years	0%	1%	4%	1%	4%	2%	1%	7%	2%
1-4 years	7%	8%	6%	11%	12%	12%	21%	0%	11%
5-10 years	17%	16%	18%	9%	15%	17%	7%	17%	15%
11-14 years	5%	13%	5%	6%	5%	7%	2%	3%	6%
15-20 years	17%	14%	6%	13%	10%	9%	12%	7%	10%
> 20 years	54%	48%	62%	61%	54%	54%	56%	67%	56%

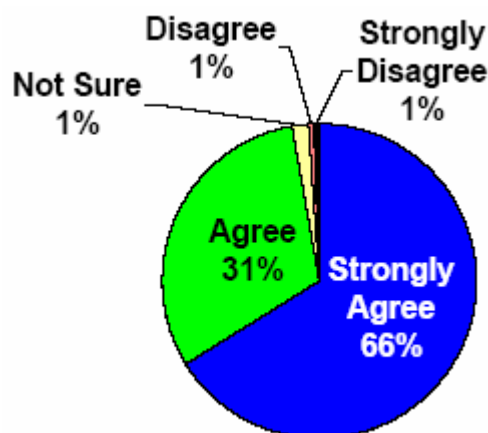
The “9 Elements” of Comprehensive Planning

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

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

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

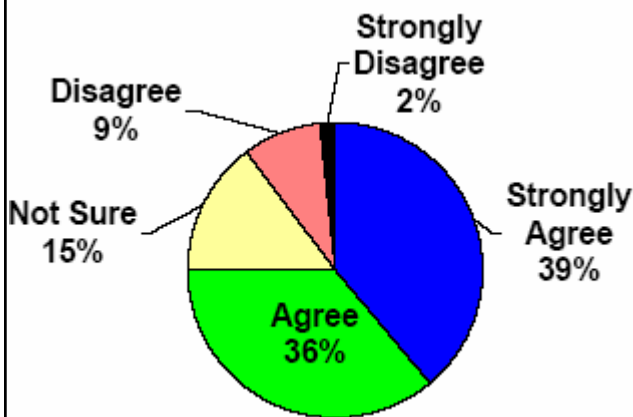
" Protecting lakes, streams, wetlands and groundwater is important to me."



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

Q2	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	50%	63%	61%	55%	55%	65%	59%	57%	59%
Agree	50%	33%	34%	41%	44%	31%	40%	40%	39%
Not Sure	0%	4%	1%	3%	1%	2%	0%	0%	1%
Disagree	0%	0%	2%	1%	0%	1%	0%	3%	1%
Strongly Disagree	0%	1%	1%	0%	0%	0%	1%	0%	0%

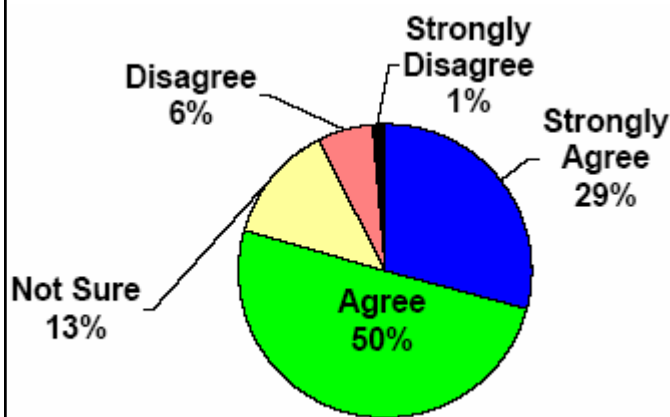
" Protecting large, connected tracts of forestland from being broken apart is important to me."



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

Q4	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	33%	40%	35%	28%	41%	35%	31%	30%	34%
Agree	29%	30%	31%	40%	32%	37%	45%	40%	35%
Not Sure	21%	19%	18%	13%	15%	18%	18%	17%	17%
Disagree	12%	8%	13%	17%	13%	8%	6%	3%	10%
Strongly Disagree	5%	4%	4%	3%	0%	2%	1%	10%	4%

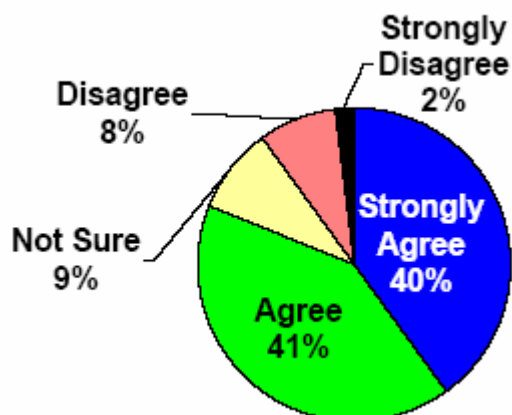
" Protecting historical sites and structures is important to me."



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

Q3	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	26%	28%	24%	18%	29%	23%	25%	27%	25%
Agree	50%	49%	50%	56%	52%	57%	54%	53%	53%
Not Sure	12%	15%	19%	16%	16%	12%	14%	10%	14%
Disagree	10%	6%	5%	10%	1%	6%	6%	7%	6%
Strongly Disagree	2%	3%	2%	0%	1%	2%	1%	3%	2%

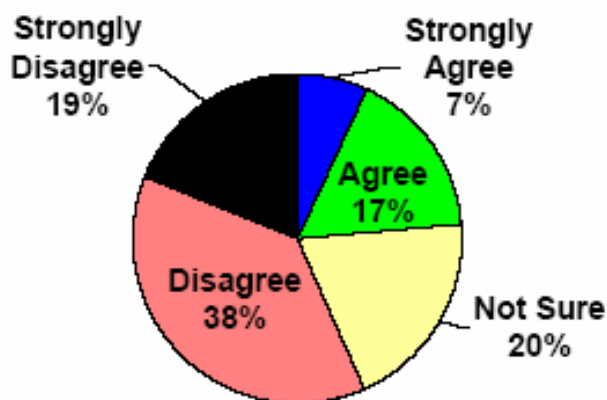
" Protecting farmland in my community from development is important to me."



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

Q1	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	43%	38%	27%	39%	53%	34%	26%	30%	36%
Agree	38%	39%	58%	39%	28%	41%	60%	53%	44%
Not Sure	10%	10%	4%	10%	10%	14%	9%	3%	9%
Disagree	10%	8%	8%	9%	5%	9%	4%	7%	7%
Strongly Disagree	0%	6%	4%	3%	4%	2%	1%	7%	3%

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

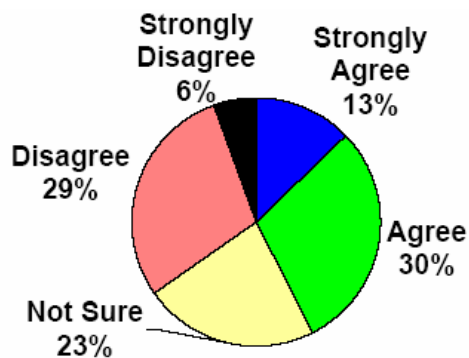


Countywide, almost 1/4 (24%) agree (7% strongly agree) that converting farmland into non-agricultural uses is important, while a majority (57%) disagree (19% strongly disagree) and 20% are not sure. By type of residence, urban/suburban landowners disagree less (50%) and agree more (26%). Farms disagree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

Agreement tended to directly relate to age (13%, age 18 to 24 ; 32% age 75 to 84) and, disagreement tended to inversely relate to age (68%, age 25 to 34; 40%, over age 85). The Northeast Cluster agrees the most (30%), while the Southwest Cluster agrees the least (21%). The Southwest Cluster as well as the Central Cluster disagrees the most (60%).

Q13	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	10%	13%	8%	11%	10%	6%	5%	17%	8%
Agree	17%	16%	28%	18%	17%	25%	25%	23%	22%
Not Sure	19%	19%	19%	21%	17%	27%	21%	23%	22%
Disagree	38%	26%	33%	34%	31%	32%	39%	30%	32%
Strongly Disagree	17%	26%	12%	16%	26%	11%	11%	7%	15%

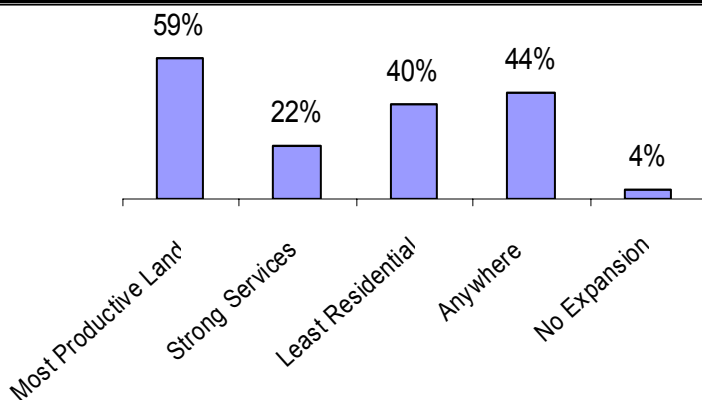
" Future homes, which are not part of a farm operation, should not be allowed near existing farming operations."



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

Q20	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	19%	15%	18%	15%	19%	12%	17%	17%	15%
Agree	45%	23%	28%	31%	26%	31%	37%	20%	30%
Not Sure	10%	24%	21%	18%	21%	19%	10%	20%	18%
Disagree	24%	24%	31%	29%	29%	33%	31%	43%	31%
Strongly Disagree	2%	14%	2%	7%	5%	5%	6%	0%	6%

" Where should future dairy and livestock expansion occur?"

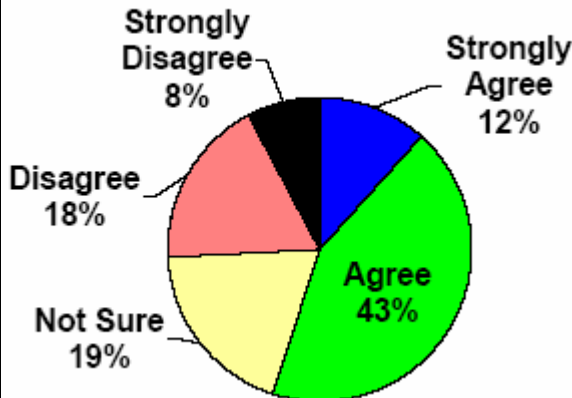


In this question, landowners were provided five choices and asked to pick two areas where dairy and livestock expansion should occur. **Countywide**, a majority (59%) identified that expansion should occur on the most productive land, followed by anywhere (44%) least amount of residential development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

productive land (50%) and more on strong service support (30%), while those with over 500 acres stated exactly the opposite (76%, most productive land; 9%, strong service support). Respondents age 18 to 54 did not deviate from the countywide ranking. Those age 55 to 64 and 65 to 74 stated least residential development more often than anywhere. Those age 75 to 84 ranked least residential development as their first choice (55%) and most productive land as their second (53%). The answers provided by this question should prove helpful as communities determine how to address Wisconsin's new livestock facility siting and expansion law.

Q19	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Most productive land	48%	41%	56%	59%	56%	57%	54%	73%	55%
Strong services	17%	19%	19%	21%	24%	25%	34%	13%	23%
Least residential	43%	34%	31%	40%	33%	46%	42%	37%	40%
Anywhere	40%	51%	37%	45%	50%	41%	40%	50%	43%
No expansion	17%	11%	13%	5%	8%	3%	2%	3%	7%

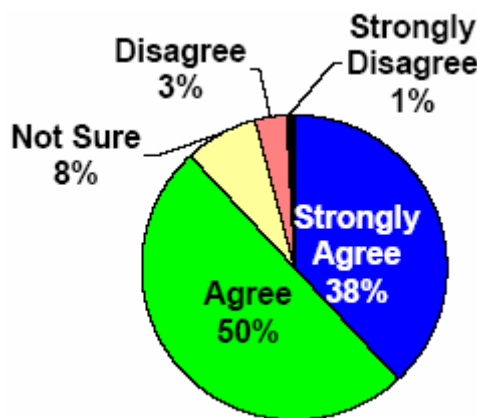
"A portion of new homes built in this area of Waupaca County should provide housing opportunities for low and moderate income residents."



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

Q8	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	5%	11%	8%	7%	9%	14%	14%	10%	11%
Agree	34%	39%	39%	32%	40%	44%	52%	57%	42%
Not Sure	24%	15%	28%	25%	28%	19%	21%	17%	22%
Disagree	29%	18%	15%	25%	19%	17%	7%	13%	18%
Strongly Disagree	7%	16%	9%	10%	5%	7%	6%	3%	8%

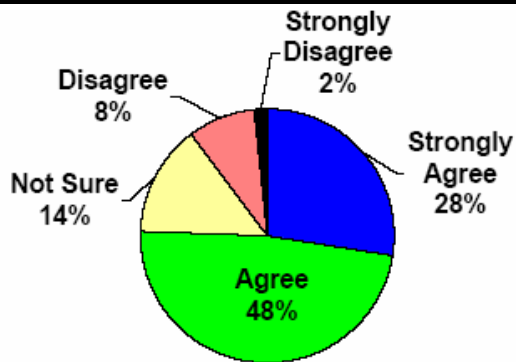
"Waupaca County communities should pool resources to attract and/or retain companies that will create jobs."



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

Q11	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	31%	46%	28%	42%	38%	46%	42%	53%	42%
Agree	52%	41%	59%	49%	53%	46%	48%	33%	48%
Not Sure	14%	11%	7%	7%	5%	4%	5%	7%	6%
Disagree	0%	0%	5%	2%	3%	2%	4%	3%	2%
Strongly Disagree	2%	3%	1%	1%	1%	1%	1%	3%	1%

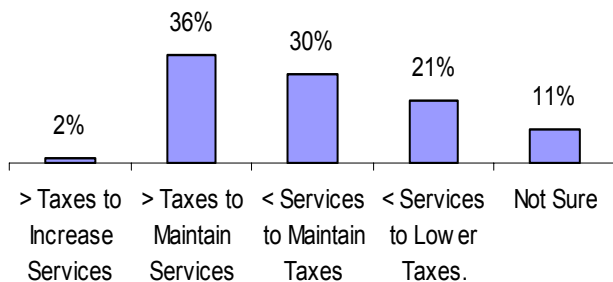
"Community services, like schools, roads, and police and fire protection, should be combined and provided jointly by communities if money will be saved."



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

Q10	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	17%	38%	30%	24%	18%	26%	20%	33%	25%
Agree	48%	43%	39%	57%	44%	48%	45%	40%	47%
Not Sure	17%	9%	14%	13%	32%	15%	19%	13%	16%
Disagree	17%	8%	13%	6%	5%	9%	14%	10%	9%
Strongly Disagree	2%	3%	4%	1%	1%	3%	2%	3%	2%

"Tax and Service Policy Choices."

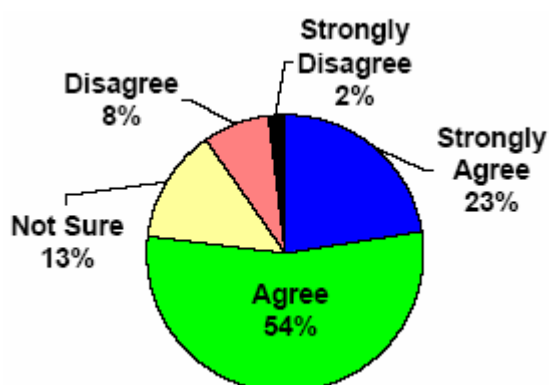


In this question, landowners were provided with four tax and service policy choices and asked to choose one. The choices included: 1) increase taxes to increase services; 2) increase taxes to maintain the existing services; 3) decrease services to maintain the existing taxes; and 4) decrease services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

tax levels, and 21% stated both taxes and services should be decreased. 11% were not sure. More age 18 to 24 felt both taxes and services should be increased (9%) and decreased (33%), indicating fewer stated a more moderate opinion. Fewer age 25 - 34 (16%) and over 85 (16%) felt both should be decreased. More landowners with 201 - 500 acres stated both services and taxes should be decreased (30%) and more with over 500 acres felt taxes should be increased to maintain existing services (45%). By type of residence, farms stated decrease services to maintain existing taxes most often (32%, rural hobby farm; 35%, rural farm), while all others indicated increase taxes to maintain services most often.

Q22	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Taxes Increased, Services Increased	2%	1%	2%	0%	1%	3%	1%	4%	2%
Taxes Increased, Services Same	45%	23%	36%	30%	27%	37%	39%	36%	34%
Taxes Same, Services Decreased	31%	40%	26%	33%	40%	26%	41%	32%	32%
Taxes Decreased, Services Decreased	12%	29%	21%	25%	18%	20%	6%	21%	20%
Not Sure	10%	6%	14%	11%	14%	14%	12%	7%	12%

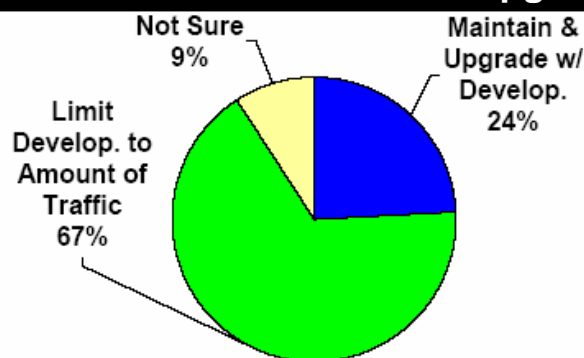
" The placement of new residential development should be managed in order to control community service costs, like schools, roads, and police and fire protection."



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

Q12	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	26%	19%	20%	18%	23%	16%	18%	17%	19%
Agree	48%	49%	52%	47%	45%	55%	64%	50%	52%
Not Sure	10%	15%	15%	21%	17%	15%	15%	10%	16%
Disagree	12%	12%	8%	14%	14%	10%	4%	13%	10%
Strongly Disagree	5%	5%	4%	0%	1%	4%	0%	10%	3%

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



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

were evenly divided (39%, 39%, and 22% not sure). More over age 85, indicated development should be limited (72%) and fewer indicated maintenance/upgrading should be increased (19%). More urban/suburban residents stated that maintenance should increase (29%) and more rural hobby farms (75%), rural farms (73%), and rural non-farms (72%) felt that residential development should be limited. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), fewer urban/suburban (60%) than rural (73%) stated limit development.

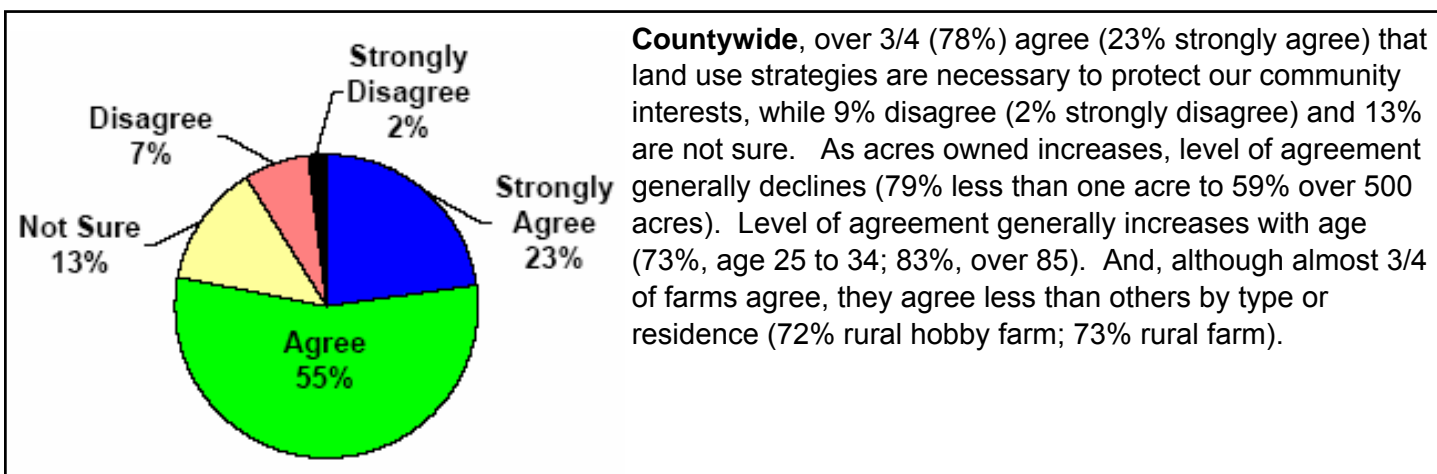
Q23	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Maintenance & Upgrades Increase	22%	22%	26%	22%	17%	34%	30%	38%	28%
Limit Residential Development w/	73%	73%	67%	69%	63%	53%	53%	45%	61%
Not Sure	5%	5%	7%	9%	21%	12%	17%	17%	12%

LAND USE VALUES AND DESIRES

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

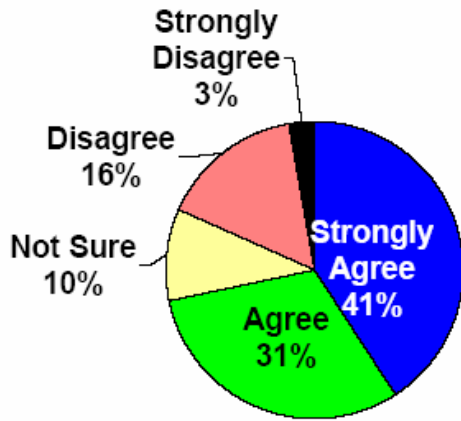
The ability of communities to take advantage of opportunities and effectively avoid or address dilemmas often hinges on land use decisions. For every land use action there is going to be a reaction. That reaction might be by the community as a whole, an individual property owner, the natural environment,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

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



Q16	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	17%	18%	14%	16%	13%	15%	15%	27%	16%
Agree	54%	48%	60%	60%	60%	64%	61%	57%	60%
Not Sure	24%	19%	12%	15%	19%	14%	19%	3%	16%
Disagree	5%	10%	12%	9%	5%	6%	4%	7%	7%
Strongly Disagree	0%	5%	2%	0%	3%	1%	1%	7%	2%

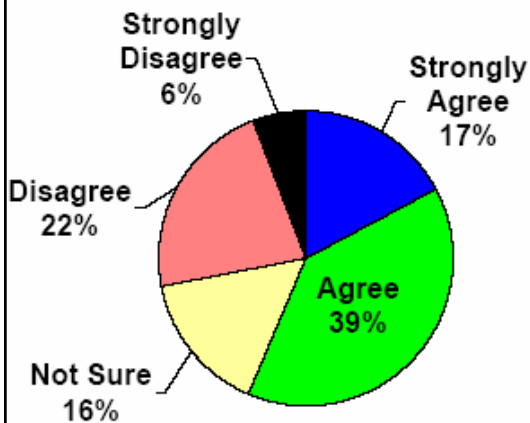
" I should be allowed to use my property as I see fit."



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.

Q9	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	39%	63%	52%	34%	58%	34%	31%	43%	42%
Agree	44%	24%	24%	40%	30%	38%	48%	43%	36%
Not Sure	5%	8%	15%	10%	6%	12%	8%	7%	10%
Disagree	10%	5%	9%	16%	5%	16%	9%	7%	11%
Strongly Disagree	2%	1%	0%	1%	0%	0%	4%	0%	1%

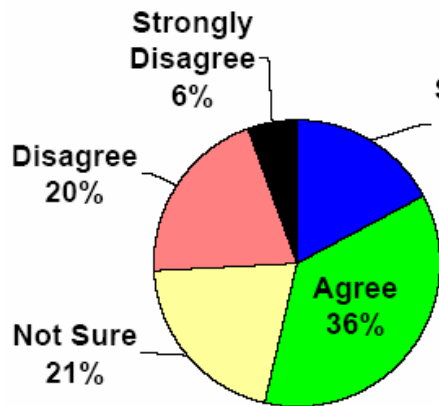
" My neighbors should be allowed to use their property as they see fit."



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.

Q14	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	17%	28%	21%	15%	23%	15%	9%	17%	17%
Agree	50%	40%	44%	43%	45%	41%	52%	52%	44%
Not Sure	12%	14%	16%	15%	21%	18%	15%	14%	16%
Disagree	19%	14%	16%	22%	10%	24%	21%	14%	19%
Strongly Disagree	2%	4%	4%	6%	0%	2%	2%	3%	3%

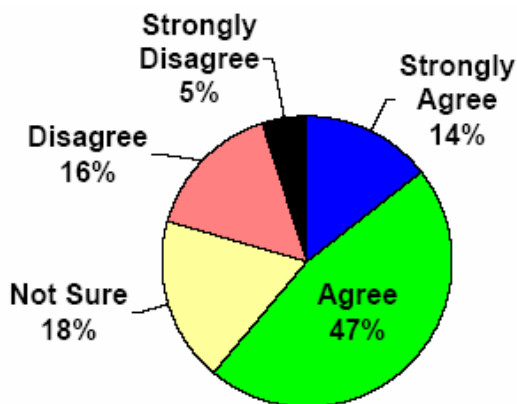
" Having more public land available for recreational activities in my community is important to me."



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

Q5	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	24%	21%	14%	18%	21%	14%	16%	23%	19%
Agree	14%	25%	34%	33%	29%	38%	35%	37%	31%
Not Sure	31%	18%	21%	18%	19%	25%	27%	17%	22%
Disagree	26%	24%	25%	26%	28%	18%	16%	17%	22%
Strongly Disagree	5%	13%	6%	4%	4%	5%	5%	7%	6%

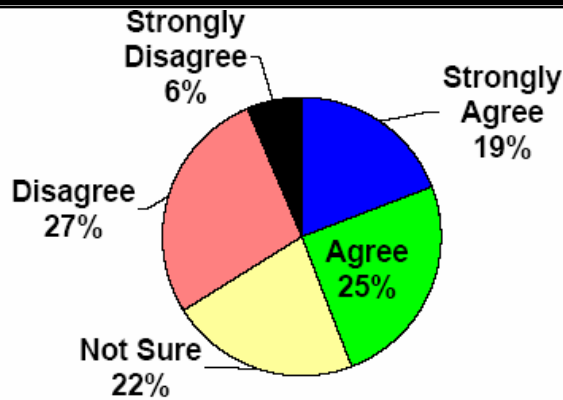
" Design standards, like landscaping, building characteristics, and signage, should be implemented for new development so community character can be preserved."



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.

Q15	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	7%	9%	7%	12%	3%	9%	8%	7%	8%
Agree	43%	37%	54%	43%	46%	50%	67%	45%	49%
Not Sure	10%	19%	19%	15%	25%	18%	14%	21%	18%
Disagree	31%	24%	13%	23%	13%	19%	7%	21%	18%
Strongly Disagree	10%	11%	7%	8%	13%	4%	4%	7%	7%

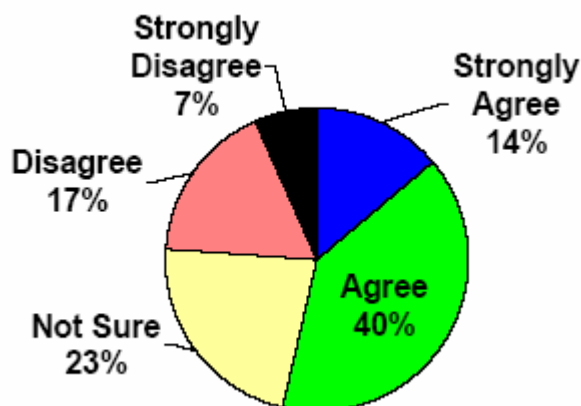
**" Residential development should not occur in rural areas
(defined as not in a city or village) of Waupaca County."**



Countywide, most landowners (45%) agree that residential development should not occur in rural areas (19% strongly agree), while 33% disagree (6% strongly) and 22% are not sure. More landowners with 41 to 80 acres agree (49%), while those with less than one acre (39%), 81 to 200 acres (36%), and over 500 acres (30%) agree less. A majority of landowners with over 500 acres disagree the most (67%) and are not sure the least (3%). By age, those age 18 to 24 (36%) agree the least and those age 25 to 34 (48%), 35 to 44 (48%), and over 85 (49%) agree the most. Urban/suburban landowners disagree the most (40%). Farms agree the most (58%, rural hobby farm; 53%, rural farm) and most strongly (34% and 24%, respectively), while one in four (25%) rural hobby farms and one in three (35%) rural farms disagree. Urban/suburban (38%) and shoreland (39%) owners agree the least.

Q6	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	29%	19%	18%	21%	28%	13%	15%	10%	19%
Agree	24%	21%	24%	24%	24%	25%	26%	23%	24%
Not Sure	12%	20%	20%	22%	20%	23%	25%	30%	22%
Disagree	24%	31%	27%	21%	23%	34%	31%	27%	27%
Strongly Disagree	12%	9%	12%	11%	5%	5%	2%	10%	8%

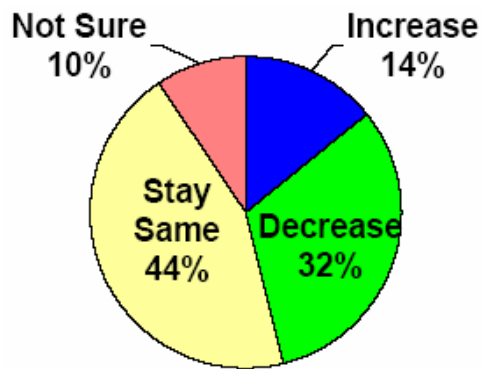
**" If rural residential development takes place, it should be widely
scattered throughout this area of Waupaca County."**



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%).

Q7	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Strongly Agree	14%	23%	11%	8%	23%	10%	5%	17%	12%
Agree	43%	43%	44%	40%	51%	41%	50%	47%	43%
Not Sure	17%	15%	21%	23%	13%	29%	20%	20%	22%
Disagree	21%	14%	18%	17%	9%	16%	18%	13%	16%
Strongly Disagree	5%	6%	7%	12%	5%	4%	7%	3%	6%

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



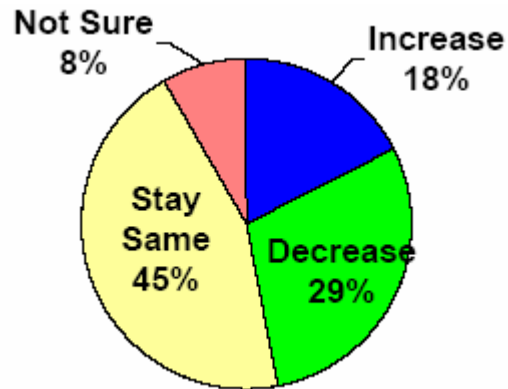
Countywide, most landowners would like to see the amount of land used for residential development to stay the same (44%), while nearly one in three (32%) would like it to decrease, 14% to increase, and 10% are not sure. Landowners with over 500 acres stated increase more often (25%). Those with less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

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

By type of residence, urban/suburban landowners (21%) indicated increase more often and rural hobby farms (8%) indicated increase less often. Urban/suburban (21%) and shoreland (26%) indicated decrease less often, while rural hobby farms (49%), rural non-farms (38%), and rural farms (44%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (21%, urban/suburban; 10% rural) and decrease (21%, urban/suburban; 42% rural). By cluster, the Northeast stated increase the most (22%) and decrease the least (25%). The Northwest Cluster indicated decrease the most (38%).

Q17	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Increase	17%	9%	12%	20%	8%	33%	30%	33%	22%
Decrease	36%	33%	32%	29%	44%	15%	17%	10%	25%
Stay the Same	33%	49%	50%	45%	45%	40%	48%	47%	44%
Not Sure	14%	10%	6%	6%	4%	12%	6%	10%	9%

“Would you like to see the number of new homes built in your community increase, decrease, or stay the same as compared to the trend over the last 5 to 10 years?”



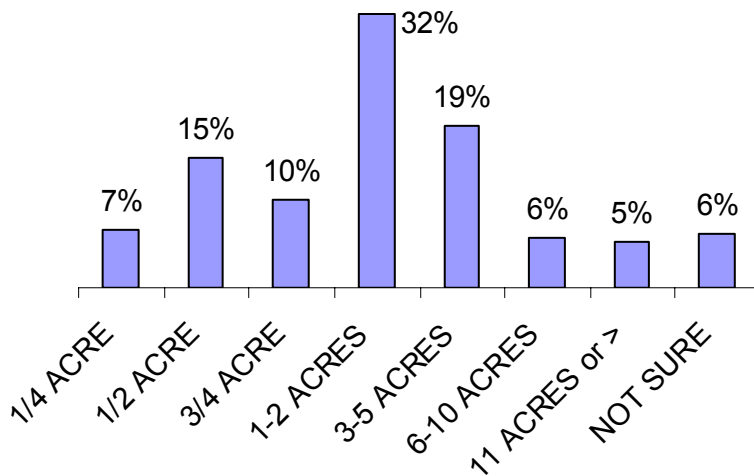
Countywide, most landowners (45%) would like to see the number of new homes stay the same, while nearly 1/3 (29%) would like it to decrease, 18% to increase, and 8% are not sure. Landowners with over 500 acres (25%) and under 1 acre (24%) stated increase more often. Those with less than one acre also stated decrease (20%) less often, while those with 201- 500 acres stated decrease (43%) more often and stay the same (27%) less often.

By age, those stating decrease was represented by a bell curve with the younger (21%, 18 to 24) and older (20%, 65 to 74; 17%, 75 to 84; and 12% over 85) respondents indicating decrease less often and middle age cohorts indicating decrease more often (35%, 25 to 34; 38%, 35 to 44; 35%, 45 to 54; and 29% 55 to 64). The opposite was true for the option “stay the same”, thus resulting in an inverse bell curve.

By type of residence, urban/suburban landowners (27%) indicated increase more often and rural hobby farms (8%) and rural non-farms (11%) indicated increase less often. Urban/suburban (18%) and shoreland (24%) indicated decrease less often, while rural hobby farms (50%), rural non-farms (36%), and rural farms (45%) indicated decrease more often. Rural hobby farms (36%) and rural farms (36%) indicated the same less often, while shoreland owners indicated the same (51%) more often. When urban/suburban respondents are compared to rural respondents (i.e., rural farm, rural hobby farm, and rural non-farm), there is a large difference in their response to increase (27%, urban/suburban; 11% rural) and decrease (18%, urban/suburban; 40% rural). By cluster, the Northeast stated increase the most (28%) and decrease the least (23%). The Northwest Cluster indicated decrease the most (35%).

Q18	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Increase	21%	13%	11%	24%	9%	43%	41%	40%	28%
Decrease	33%	32%	33%	27%	44%	13%	8%	13%	23%
Stay the Same	38%	46%	51%	42%	41%	37%	46%	43%	42%
Not Sure	7%	10%	6%	7%	6%	7%	5%	3%	7%

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



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

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

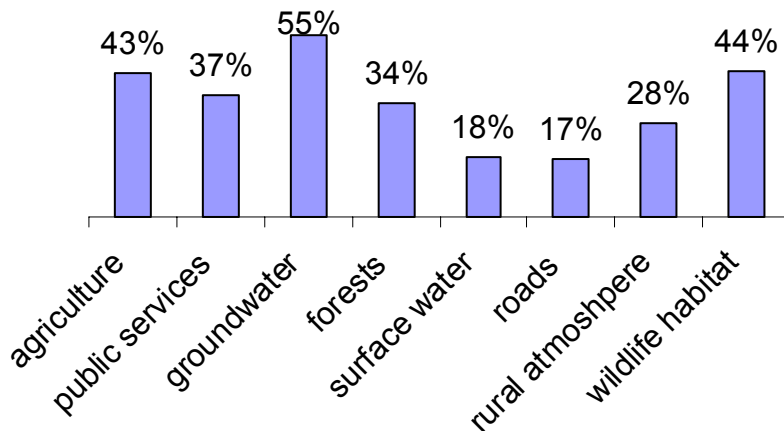
3/4 acre (4%) less often. Owners of 81 - 200 acres preferred 1 - 2 acres (37%) and 11+ acres (11%) more often and 3/4 acres (5%) less often. Those with 200 - 500 acres also preferred 1 - 2 acres (42%) and 11+ acres (15%) more often and 3/4 acres (3%) less often. Those with 500+ acres preferred 3 - 5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

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

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

Q21	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
1/4 acre	10%	4%	1%	3%	1%	20%	15%	7%	10%
1/2 acre	5%	11%	6%	11%	8%	29%	30%	30%	19%
3/4 acre	5%	4%	4%	7%	0%	13%	23%	17%	10%
1 - 2 acres	29%	39%	34%	47%	44%	21%	19%	33%	31%
3 - 5 acres	33%	11%	32%	16%	24%	5%	1%	3%	13%
6 - 10 acres	7%	13%	6%	4%	5%	1%	0%	0%	4%
11 or more acres	10%	10%	11%	9%	12%	1%	0%	0%	5%
Not Sure	2%	8%	7%	4%	6%	10%	12%	10%	8%

" 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%).

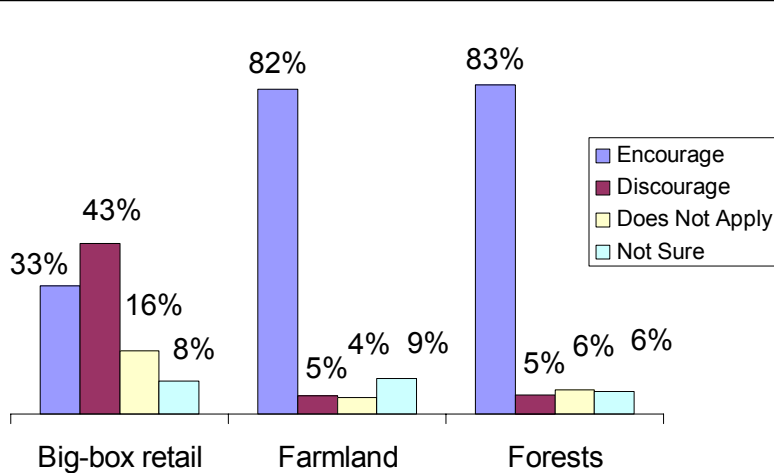
By age, either groundwater or wildlife habitat were identified as the most important, with respondents under 45 ranking wildlife habitat as the most important (57% - 64%) and those 45 and over ranking groundwater as most important (52% - 65%). The importance of both groundwater and the impact on public 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Agriculture	57%	50%	53%	57%	54%	45%	41%	40%	49%
Cost/quality of public services	36%	29%	29%	33%	26%	49%	51%	50%	40%
Quality/quantity groundwater	62%	54%	45%	57%	41%	53%	56%	43%	52%
Forested areas	21%	40%	31%	38%	31%	25%	31%	27%	30%
Surface water	17%	11%	19%	14%	10%	20%	16%	13%	16%
Roads	19%	18%	19%	14%	24%	18%	21%	27%	19%
Rural/small town atmosphere	12%	24%	28%	13%	21%	23%	20%	33%	22%
Wildlife habitat	38%	48%	41%	51%	48%	40%	40%	33%	43%

" 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%).

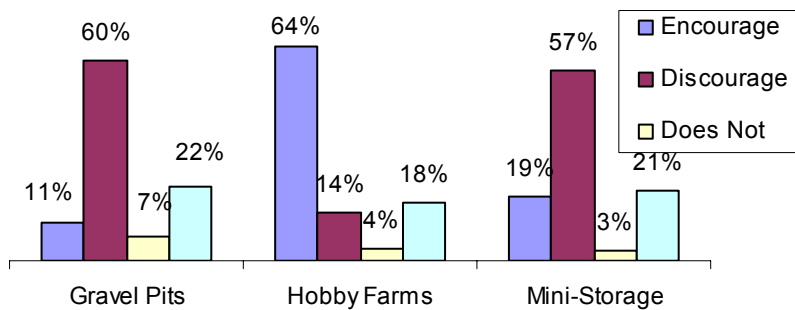
Forests - Over 3/4 (83%) stated encourage forests, while 5% stated discourage, 6% does not apply, and 6% not sure. Urban/suburban (74%) respondents stated encourage less often, which could explain why respondents with less than one acre (74%) also stated encourage less often. Respondents owning 41 to 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	10%	27%	11%	30%	8%	47%	26%	21%	29%
Discourage	48%	47%	45%	50%	59%	35%	33%	43%	43%
Does not apply	38%	17%	40%	11%	29%	8%	33%	29%	20%
Not Sure	5%	9%	5%	9%	4%	10%	9%	7%	8%

Q25 FARMLAND	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	88%	84%	88%	93%	91%	67%	75%	61%	79%
Discourage	2%	8%	2%	3%	3%	9%	6%	11%	6%
Does not apply	0%	1%	1%	1%	1%	9%	7%	7%	4%
Not Sure	10%	6%	8%	3%	5%	16%	12%	21%	11%

Q25 FORESTS	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	83%	84%	90%	87%	81%	66%	70%	71%	77%
Discourage	7%	5%	5%	6%	6%	9%	6%	11%	7%
Does not apply	0%	4%	5%	4%	6%	15%	16%	14%	10%
Not Sure	10%	7%	0%	3%	6%	9%	8%	4%	7%

" 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%).

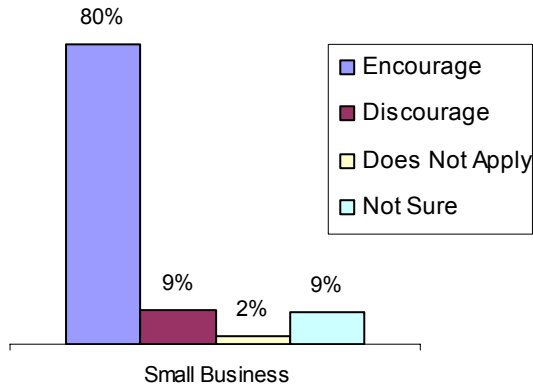
Mini-Storage - A majority (57%) stated discourage mini-storage, while (19%) stated encourage, 3% does not apply, and 21% not sure. Respondents owning 201 to 500 acres indicated encourage more often (29%). Respondents age 18 to 24 indicated discourage more often (70%), while those over age 75 indicated 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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	27%	12%	18%	21%	7%	10%	12%	11%	14%
Discourage	51%	58%	58%	48%	48%	52%	43%	61%	51%
Does not apply	5%	16%	5%	9%	13%	13%	6%	14%	11%
Not Sure	17%	14%	20%	21%	32%	25%	39%	14%	24%

Q25 HOBBY FARMS	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	67%	86%	70%	59%	64%	50%	57%	64%	61%
Discourage	17%	3%	12%	25%	9%	19%	17%	18%	16%
Does not apply	0%	1%	4%	1%	4%	7%	6%	7%	5%
Not Sure	17%	10%	15%	15%	22%	24%	20%	11%	19%

Q25 MINI-STORAGE	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	20%	18%	12%	24%	13%	27%	37%	39%	24%
Discourage	43%	61%	59%	61%	58%	43%	30%	43%	49%
Does not apply	5%	4%	6%	1%	3%	2%	5%	0%	3%
Not Sure	33%	17%	22%	14%	26%	28%	28%	18%	24%

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



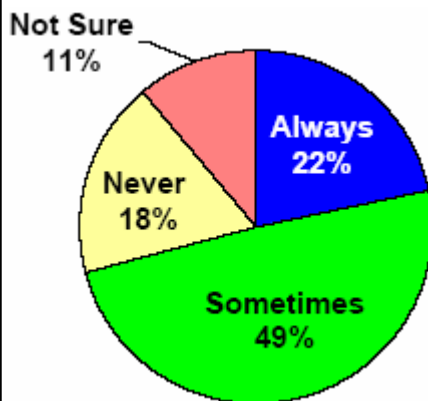
In this question, landowners were provided eight choices and asked to pick the three most important factors to consider when determining whether or not a residential development should occur. The text applies only to **Countywide** results.

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	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Encourage	62%	66%	63%	80%	60%	91%	93%	97%	79%
Discourage	17%	21%	18%	11%	23%	4%	1%	0%	11%
Does not apply	7%	4%	7%	0%	8%	1%	0%	0%	3%
Not Sure	14%	9%	12%	9%	9%	4%	6%	3%	7%

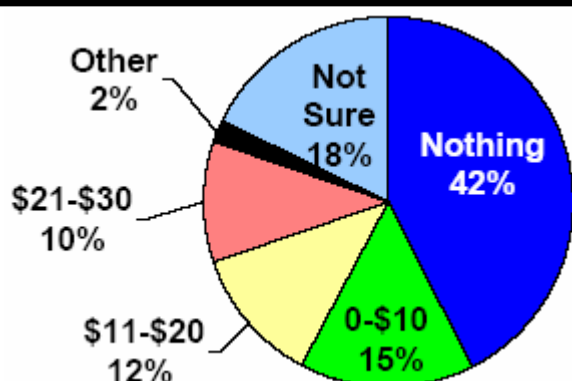
" Should landowners in your area be compensated not to develop their land?"



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

Q26	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Always	26%	28%	24%	18%	35%	15%	16%	13%	20%
Sometimes	43%	43%	47%	55%	46%	48%	54%	57%	49%
Never	17%	18%	15%	19%	13%	23%	15%	17%	18%
Not Sure	14%	13%	14%	9%	6%	15%	14%	13%	13%

" How much would you be willing to pay annually in increased property taxes to fund a system that pays landowners for not developing their land ?"



Countywide, most (42%) stated nothing, followed \$0 - \$10 (15%), \$11 - \$20 (12%), \$21 - \$30 (10%), other (2%), and not sure (18%). When an analysis is completed using the all landowners (e.g., \$5 for the \$0 - \$10 category), the average a county landowner is willing to pay annually is \$7.33. When only those who are willing to pay is considered, the average is \$15.14.

Q27	DUP.	MATT.	UNION	LARR.	B.C.	CLIN. (C)	MAR. (C)	EMB. (V)	TOTAL
Nothing	43%	47%	45%	47%	44%	50%	53%	57%	48%
\$0 - \$10	10%	18%	8%	16%	13%	20%	8%	21%	15%
\$11 - \$20	21%	5%	12%	10%	17%	8%	12%	7%	10%
\$21 - \$30	12%	8%	5%	7%	8%	4%	10%	4%	6%
Other	2%	4%	5%	2%	4%	0%	0%	0%	2%
Not Sure	12%	18%	26%	19%	14%	19%	17%	11%	18%

Survey Results Summary

"9 Elements"

- ✓ Natural resources are important with an emphasis on groundwater and wildlife habitat.
- ✓ 75% agree protecting forests from fragmentation is important.
- ✓ Farmland protection is important, while converting farmland is not supported by a majority.
- ✓ Dairy/livestock expansion widely supported...acres with most productive farmland preferred.
- ✓ Affordable housing supported by a slim majority...more support by young and old age groups and owners of fewer acres.
- ✓ Regional cooperation for economic development and service provision widely supported.
- ✓ Divided opinions on increasing taxes and reducing services, but...
 - ...3/4 (77%) support managing development to control community costs.
 - ...2/3 (67%) support limiting new development to existing road capacity.

Land Use

- ✓ Most agree (78%) land use strategies are necessary to protect community interests.
- ✓ 72% agree they should be allowed to use their property as they see fit, but fewer (56%) agree neighbors should too.
- ✓ Most support (61%) design standards for new development.
- ✓ Most agree (45%) residential development should not occur in rural areas; urban/suburban disagree the most (40%), while farms agree the most (53%-58%), but many disagree (25%-35%).
- ✓ Preference is to use same amount of land and build same number of homes; rural owners (40+% prefer a decrease).
- ✓ 1-2 acres preferred lot size for almost all demographic groups.
- ✓ Most (71%) agree owners should "sometimes" or "always be compensated not to develop their land...
 - ...37% willing to pay taxes to fund a compensation system (\$15.14 annually); 42% not willing