

# COMPREHENSIVE PLAN

2030

Town of Aurora  
Waushara County, Wisconsin

June 2007

Prepared by the  
East Central Wisconsin Regional Planning Commission

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## ABSTRACT

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Waushara County

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This report describes existing conditions, projects future growth and offers recommendations to guide future development in the Town of Aurora, Waushara County.

## TABLE OF CONTENTS

<b>Chapter 1: Introduction</b> .....	1-1
<i>A brief description of the location of the planning cluster, background of the planning effort, planning process, element summaries and community specific goals and objectives.</i>	
<b>Chapter 2: Issues and Opportunities</b> .....	2-1
<i>Background information including population, household and employment forecasts, demographic trends, age distribution, education and income levels and employment characteristics, along with a statement of overall objectives, policies, goals and programs to guide future development and redevelopment over a 20-year planning period.</i>	
<b>Chapter 3: Economic Development</b> .....	3-1
<i>A compilation of objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities, including an analysis of the labor force and economic base. This shall include an assessment of categories or particular types of new businesses and industries that are desired, along with the strengths and weaknesses with respect to attracting and retaining these businesses and industries.</i>	
<b>Chapter 4: Housing</b> .....	4-1
<i>A compilation of objectives, policies, goals, maps and programs to provide an adequate housing supply that meets existing and forecasted housing demand. This shall include an assessment of the age, structural, value and occupancy characteristics of existing housing stock; identification of policies and programs that promote the development of housing and provides a range of housing choices that meets the needs of persons of all income levels, age groups and special needs; promotes the availability of land for development or redevelopment of low and moderate income housing; and maintains or rehabilitates the existing housing stock.</i>	
<b>Chapter 5: Transportation</b> .....	5-1
<i>A compilation of objectives, policies, goals, maps and programs to guide the future development of the various modes of transportation, including highways, transit, transportation systems for persons with disabilities, bicycles, walking, railroads, air transportation, trucking and water transportation.</i>	
<b>Chapter 6: Utilities and Community Facilities</b> .....	6-1
<i>A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities such as sanitary sewer, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunication facilities, power-generating plants and transmission lines, cemeteries, health and child care facilities, police, fire and rescue facilities, libraries, schools and other governmental facilities.</i>	

<b>Chapter 7: Agricultural, Natural, Cultural Resources .....</b>	<b>7-1</b>
<i>A compilation of objectives, policies, goals, maps and programs for the conservation, and promotion of the effective management of natural resources such as groundwater, forests, productive agricultural areas, environmentally sensitive areas, threatened and endangered species, stream corridors, surface water, floodplains, wetlands, wildlife habitat, metallic and nonmetallic mineral resources, parks, open spaces, historical and cultural resources, community design, recreational resources and other natural resources.</i>	
<b>Chapter 8: Land Use .....</b>	<b>8-1</b>
<i>A compilation of objectives, policies, goals, maps and programs to guide the future development and redevelopment of public and private property. This includes the amount, type, intensity and net density of existing land uses such as agricultural, residential, industrial and other public and private uses; an analysis of the trends in supply, demand and the price of land, opportunities for redevelopment and existing and potential land-use conflicts.</i>	
<b>Chapter 9: Intergovernmental Cooperation .....</b>	<b>9-1</b>
<i>A compilation of objectives, policies, goals, maps and programs for joint planning and decision making with other jurisdictions, including school and sanitary districts, counties and adjacent local governmental units, for siting and building public facilities and sharing public services.</i>	
<b>Chapter 10: Implementation .....</b>	<b>10-1</b>
<i>A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, sign regulations, erosion and storm water control ordinances, historic preservation ordinances, site plan regulations, design review ordinances, building codes, mechanical codes, property maintenance and housing codes, sanitary codes or subdivision ordinances, to implement the objectives, policies, plans and programs contained in the other elements.</i>	

Appendices

- A Citizens Questionnaire Summary
- B Issues and Opportunities
- C Economic Development
- D Housing
- E Transportation
- F Rare, Threatened and Endangered Species and Natural Communities
- G Land Use
- H Public Meetings: Informational and Public Hearing
- I Resolution and Ordinance
- J Land Protection Options
- K The Code of Country Living

## CHAPTER 1: INTRODUCTON

### TABLE OF CONTENTS

Introduction .....	1-1
Location .....	1-1
Planning History .....	1-2
Planning Purpose .....	1-2
Enabling Legislation .....	1-2
Planning Process .....	1-3
Public Participation .....	1-4
Visioning Process .....	1-4
Community Questionnaire Results .....	1-4
SWOT Analysis .....	1-5
Vision Development .....	1-5
Plan Contents .....	1-6
Element Summaries .....	1-8
Issues and Opportunities .....	1-8
Issues and Opportunities Vision for 2030 .....	1-8
Key Findings .....	1-9
Demographic Trends .....	1-9
Household Structure .....	1-9
Race and Ethnic Origin .....	1-9
Income Levels .....	1-9
Population Forecasts .....	1-10
Household Forecasts .....	1-10
Economic Development .....	1-10
Economic Development Vision for 2030 .....	1-10
Key Findings .....	1-11
Educational Attainment .....	1-10
Labor Force .....	1-11
Economic Base Information .....	1-11
Travel Time to Work .....	1-11
Location of Workplace .....	1-11
Employment Forecast .....	1-12
Industrial Park Information .....	1-12
Business Retention and Attraction .....	1-12
Economic Development Opportunities .....	1-12
Housing .....	1-13
Housing Vision for 2030 .....	1-13
Key Findings .....	1-13
Age of Occupied Dwelling Units .....	1-13
Change in Structural Type .....	1-13

Occupancy Status .....	1-13
Vacancy Status .....	1-14
Owner-Occupied Housing Stock Value .....	1-14
Housing Affordability .....	1-14
Housing Conditions .....	1-14
Subsidized and Special Needs Housing .....	1-15
Transportation .....	1-15
Transportation Vision for 2030 .....	1-15
Key Findings .....	1-15
Streets and Highways .....	1-15
Other Transportation Modes .....	1-16
Future Transportation Projects .....	1-16
Utilities and Community Facilities .....	1-17
Utilities and Community Facilities Vision for 2030 .....	1-17
Key Findings .....	1-18
Wastewater Collection and Treatment .....	1-18
Stormwater Management Systems .....	1-18
Water Supply .....	1-18
Solid Waste and Recycling .....	1-19
Utilities .....	1-19
Telecommunications .....	1-19
Cemeteries .....	1-19
Childcare Facilities .....	1-20
Elderly Services .....	1-20
Safety Services .....	1-20
Medical Services .....	1-21
Educational Facilities .....	1-22
Miscellaneous Governmental Facilities .....	1-22
Parks and Recreation .....	1-22
Agricultural, Natural and Cultural Resources .....	1-23
Agricultural, Natural, and Cultural Resources Vision for 2030 .....	1-23
Key Findings .....	1-23
Agricultural Resources .....	1-23
Natural Resources .....	1-24
Soils .....	1-24
Geology and Topography .....	1-25
Water Resources .....	1-25
Wildlife Resources .....	1-26
Parks, Open Space and Recreational Resources .....	1-26
Mineral Resources .....	1-26
Solid and Hazardous Waste .....	1-26
Cultural Resources .....	1-26
Land Use .....	1-27
Land Use Vision for 2030 .....	1-27



Key Findings .....	1-27
Existing Land Use .....	1-27
Zoning .....	1-28
Development Trends .....	1-28
Future Land Use Projections .....	1-28
Town of Aurora .....	1-29
Town of Bloomfield .....	1-29
Land Use Issues and Conflicts .....	1-30
Intergovernmental Cooperation .....	1-30
Intergovernmental Cooperation Vision for 2030.....	1-30
Key Findings .....	1-30
Communities .....	1-30
School Districts .....	1-31
Community Facilities .....	1-31
County, Region, and State .....	1-31
Extraterritorial Jurisdiction .....	1-32
Implementation .....	1-32
Implementation Vision for 2030.....	1-32
Key Findings .....	1-33

FIGURE

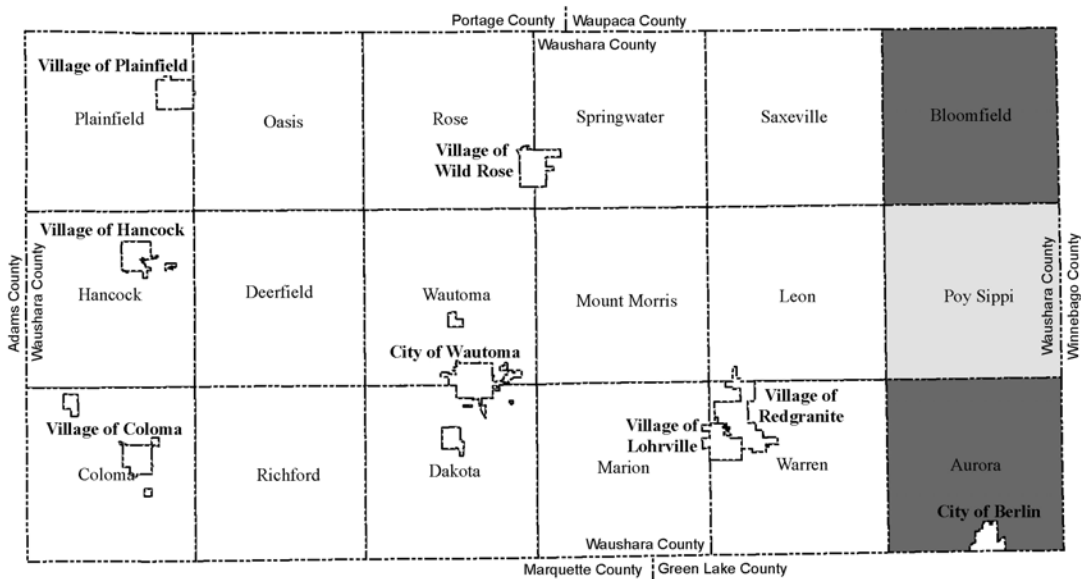
Figure 1-1 Waushara County, Wisconsin .....	1-1
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## INTRODUCTION

### Location

Waushara County communities are preparing comprehensive plans for both their respective individual communities and a county-wide plan. The Group F planning cluster is located in eastern Waushara County along the Winnebago County border (Figure 1-1). The cluster is comprised of the towns of Aurora, Bloomfield, and Poy Sippi. Located along the shores of the Fox River, the Town of Aurora is the southern most community within the cluster; situated on the northwestern shores of Lake Poygan, the Town of Bloomfield is the northern most. In total, the planning area encompasses 106.3 square miles. The total population within the cluster was 2,961 in 2000<sup>1</sup>. While the planning cluster includes the three towns, with the exception of this chapter, this report will address the towns of Aurora and Bloomfield only. The Town of Poy Sippi’s comprehensive plan is an update to an existing report, and has therefore been done separately.

**Figure 1-1. Waushara County, Wisconsin.**



The planning cluster offers residents a small town atmosphere while providing many services and amenities (schools, libraries, post offices, etc.) offered in urban areas. Basic services are typically only a 20 minute drive. The planning cluster enjoys a variety of landscapes including family farming operations, forests, diverse wetlands, lakeshores, and rural and suburban residential development. Two major highways (STH 21 and 49) traverse the area and provide easy access to the Fox Cities, Oshkosh, western Wisconsin, Stevens Point, and Waupaca. These transportation corridors provide convenient access to employment opportunities within the planning area and nearby communities.

<sup>1</sup> U.S. Census 2000

## Planning History

This is the first formal planning effort and comprehensive plan for both the towns of Aurora and Bloomfield; the Town of Poy Sippi is preparing its plan as an update to a previously completed land management plan.<sup>2</sup> The communities share common concerns regarding growth and the effects it may have on the area as a whole. These concerns include the possible expansion of the STH 21 corridor and the impact it would have on the Group F planning area; the environmental and economical impacts of unsewered residential growth; and communication between communities. Due to the proximity of the City of Berlin, annexation issues and territorial and extraterritorial zoning are unique to the Town of Aurora.

The communities initiated a multi-jurisdictional planning process and entered into a contract in 2004 to complete a comprehensive plan in compliance with *Wisconsin State Statutes* 66.1001. To be successful, the communities realized that cooperation was imperative. While communities met separately, joint meetings at the beginning and end of the process allowed all three communities to openly address common issues and share individual future land use maps. Increased cooperation not only satisfied the intergovernmental cooperation component of the "Smart Growth" Law, but was more cost-effective and increased the likelihood of receiving grant funding. In addition, a joint planning effort increases communication between communities, and can result in a reduction of duplicate services by adjacent or nearby communities.

## Planning Purpose

A comprehensive plan is created for the general purpose of guiding a coordinated development pattern. This will result in land use decisions that are harmonious with both the overall vision of the community's future and will ensure the future sustainability of the local natural resource base. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development within a community. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development, and preferred land use patterns; and foster economic prosperity and general welfare in the process of development.

The comprehensive plan is a guideline for future development. The plan evaluates what development will best benefit the community's interests in the area while still providing flexibility for land owners and protecting private property rights.

## Enabling Legislation

This plan was developed under the authority granted by s. 66.1001 of the *Wisconsin State Statutes* and meets the requirements of 1999 Wisconsin Act 9 which states "Beginning on January 1, 2010, any program or action of a local governmental unit that affects land use shall be consistent with that local governmental unit's comprehensive plan".<sup>3</sup>

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<sup>2</sup> ECWRPC. 2002. *Town of Poy Sippi Land Management Plan*.

<sup>3</sup> Wisconsin Legislative Reference Bureau. 1997. *Budget Brief 97-6*.

The Group F communities should consult the plan when making decisions relative to land use and other issues. Individual communities should consult this plan when addressing the following issues:

- Official mapping established or amended under s. 62.23 (6).
- Local subdivision regulation under s. 236.45 or s. 236.46.
- County zoning ordinances enacted or amended under s. 59.69.
- Town zoning ordinances enacted or amended under s. 60.61 or 60.62.
- Zoning of shorelands or wetlands in shorelands under s. 59.692, 61.351, or 62.231.

## **Planning Process**

The planning process was completed in four stages. These stages included a citizens questionnaire, visioning and issues identification; inventory and interpretation; development of future land use maps; and implementation.

Initially, the general public within the Group F planning cluster was asked to identify issues and concerns relative to land use and development within the area. In 2005, a community-wide questionnaire was mailed to property owners in the towns of Aurora and Bloomfield.<sup>4</sup> The questionnaire gathered opinions from residents and landowners regarding land use and development issues. Having undertaken a similar survey in 2001 when its land management plan was prepared, the Town of Poy Sippi did not participate in the most recent survey.<sup>5</sup> The questionnaire was followed by a SWOT analysis. Meeting attendees were asked to evaluate the strengths, weaknesses, opportunities, and threats to existing and future development in the individual communities and the overall planning area.

The second stage, inventory and interpretation, began with the collection of data on existing conditions within the communities. This data was analyzed to identify existing and potential problem areas. Using results from the community-wide questionnaire, as well as background data compiled during the inventory stage, the planning committees from the individual communities developed vision statements and goals, objectives, and strategies for each of the nine elements required in the comprehensive plan under "Smart Growth."

The third stage was the development of the Future Land Use Maps. The first two stages were combined to create a recommended land use plan to guide future growth and development within the planning cluster over the next twenty years. Preliminary Future Land Use Plans were presented to the citizens of all three communities in the planning cluster as well as nearby municipalities and government organizations for their review and comment. The comments were considered and included in the final land use map and document.

The fourth stage established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning and an action plan with an accompanying timeline were established to ensure that the intent of the plan will be achieved.

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<sup>4</sup> ECWRPC. 2005. *Summary Report: Citizen Questionnaire Results for the towns of Aurora and Bloomfield.*

<sup>5</sup> ECWRPC. 2001. *Town of Poy Sippi Survey Results.*

## **Public Participation**

A major element of the comprehensive planning process is public participation. In accordance with s. 66.1001 (4), which defines "Procedures for Adopting Comprehensive Plans," the communities actively sought public participation from their citizens.<sup>6</sup> To gain citizen understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process.

Public input was encouraged through meetings and activities. ECWRPC staff conducted approximately five (5) public meetings with the entire planning cluster as well as over 15 meetings with each individual community. All meetings were open to the general public; notices were posted at predetermined public areas. The Town of Bloomfield held four public open houses at various times and locations throughout the town to allow citizens and landowners further opportunities to ask questions and provide input on the progress of the plan. The Town of Aurora invited special interest groups and local residents to planning meetings to solicit input into the planning process. The City of Berlin was kept apprised of the planning effort through monthly ETZA meetings. The communities held separate public hearings to present the final draft version of the plans to the general public and neighboring municipalities and solicit further input. Meeting notices were sent to several local newspapers. The draft plans were available for review at local libraries, town halls, and area fire departments.

## **Visioning Process**

To identify community issues and opportunities and create a vision for each of the nine elements, a three-step process was employed. The process included a community questionnaire, a SWOT analysis, and element vision development.

### ***Community Questionnaire Results***

In 2005, questionnaires were conducted for the towns of Aurora and Bloomfield to gather opinions from residents and landowners regarding land use and development issues. A similar survey was completed in 2001 in the Town of Poy Sippi. Questionnaires were sent out to all landowners. Additional questionnaires were available through the UW-Extension office and at the respective municipalities for renters and other residents or landowners who did not receive a questionnaire by mail. Each household was asked to complete one questionnaire. A total of 1,398 questionnaires were distributed among the two municipalities, and 440 were returned resulting in an overall response rate of 31.5 percent. The Town of Bloomfield had a significantly higher response rate (39.7%) than the Town of Aurora (22.4%).

The questionnaire contained 16 questions. One open-ended question encouraged respondents to provide written input. Questionnaire results were published in a separate document and distributed to members of the individual planning committees.<sup>7</sup> Additional copies were distributed to the Berlin Public Library, the Poy Sippi Public Library, the Weyauwega Public

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<sup>6</sup> *Wisconsin State Statutes*. 2004. s. 66.10001.

<sup>7</sup> ECWRPC. 2005. *Summary Report: Town of Aurora and Town of Bloomfield Group F Planning Cluster, Waushara County, Wisconsin Citizens' Questionnaire*.

Library, the Neuschafer Community Library (Fremont), the UW-Extension office (Wautoma), and the towns of Aurora and Bloomfield.

The statistical analysis and written comments from the questionnaire provided valuable insight to the respective planning committees in the preparation of the comprehensive plan. Since the plan and its components are citizen-driven, the added perspective from questionnaire respondents helped ensure that the goals, objectives, and strategies recommended by the committees were consistent with the desires of the communities at large.

### ***SWOT Analysis***

A SWOT analysis is a planning exercise in which citizens identify those aspects of their community which are desirable and ones which need improvement. Citizens were asked to provide a brief inventory of the strengths, weaknesses, opportunities, and threats of their individual community and the overall area. Strengths are classified as physical assets, a program, or an environmental feature which positively influenced the quality of life within the community. Weaknesses are correctable problems which need to be addressed or amended. Opportunities are defined as underutilized features which could positively affect the quality of life within the community. A threat is an internal or external feature that could jeopardize the future success of a community.

The individual planning committees and other attendees in the Group F cluster participated in a SWOT exercise in early 2005. The overall purpose of the exercise was to collect information on how residents felt about their community and the overall area. Each participant was asked to write what they considered to be the strengths, weaknesses, opportunities, and threats to the community. These items could include their opinions on physical features such as roads, utilities, natural resources, etc. and quality of life issues.

After making a list of all the ideas, a brief discussion was held about how each of the items could affect the community. The individual committee members rated their top three issues in each of the four groups. The discussions and rankings were not limited to their specific community. The compiled lists were then utilized as a starting point in the remainder of the planning process.<sup>8</sup>

### ***Vision Development***

According to Wisconsin's "Smart Growth" Law, individual communities are required to develop a vision statement that describes what the community will look like in twenty years as well as a description of the policies and procedures that will achieve this vision. The visioning process identified core values, emphasized regional and local assets, and provided a guiding purpose for the comprehensive planning effort.

To ease concerns and establish a focus for the planning program, the visioning process was held at the beginning of the planning process. The Town of Bloomfield drafted individual vision statements at the beginning of the planning process for all elements and re-visited the statements at the beginning of each element. The towns of Aurora and Poy Sippi drafted

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<sup>8</sup> ECWRPC. 2005. *Summary of Group F Planning Cluster S.W.O.T. Exercise.*

individual vision statements at the onset of each element and revisited the vision statements at the end of the planning process to ensure consistency between elements. The committees crafted an overall vision statement as well as visions for each of the nine elements based on their perceptions of what they would like to see preserved, changed, or created in their communities.

Although the three municipalities within the planning cluster developed individual visions for their respective communities, the visions shared several common characteristics such as the creation of “town centers” and agricultural and natural resource preservation. The similarities within the vision statements of all three communities provided a direction and focus for the planning effort and will create a more unified set of goals and objectives for the Waushara County comprehensive plan.

The committees’ responses have been summarized in a best case scenario. The vision statements are presented at the beginning of each corresponding element. The overall vision statement is presented as the Issues and Opportunities vision statement.

## **Plan Contents**

The 20-year comprehensive plan contains four major components:

- A profile of the demographic, economic, and housing characteristics;
- An inventory and assessment of the environment; community facilities; and agricultural, natural, and cultural resources;
- Visions, goals, objectives, and implementation strategies; and
- A series of land use maps that depict existing and future land use patterns.

The comprehensive plan contains nine elements that are required by s. 66.1001:

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

Each element consists of a vision statement, background information, and goals, objectives, and strategies for the specific vision. The vision statement expresses the community’s expectations for the future. These statements provide a framework and context to consider when making future land use decisions. The Issues and Opportunities vision statement serves as the overall vision statement for the entire plan.

Goals, objectives, and strategies each have a distinct and different purpose within the planning process. Goals are broad, long range statements which describe a desired future condition. Goals usually address only one specific aspect of the vision. Objectives are statements which

describe specific conditions which will help attain the stated goals. Objectives can include new ordinances, amendments to existing ordinances, new programs, and other tasks. Strategies are specific actions which must be performed to implement the goals and objectives of the comprehensive plan. Often, strategies are delineated with a specific timeline to ensure timely implementation of the plan. To be effective, objectives and strategies must be reviewed and updated periodically.

Each element discusses specific information pertinent to the overall land use plan. The Issues and Opportunities Element summarizes demographic information. The Economic Development Element inventories the labor force, analyzes the community's economic base, and provides a development strategy regarding existing and future economic conditions within the community. The Housing Element presents an inventory of the existing housing stock as well as an analysis of future housing needs based on population and household projections. The Transportation Element provides an inventory of the existing transportation system and an overview of transportation needs. The Utilities and Community Facilities Element inventories existing utilities and community facilities including schools, recreational facilities, cemeteries, communications, gas, electric, public safety and emergency response services. It also addresses how population projections will affect the efficiency and adequacy of these services. The Agricultural, Natural, and Cultural Resources Element describes the physical setting and cultural resources of the planning area and evaluates how they will affect or will be affected by future growth. Specific natural areas and cultural/historical landmarks are identified for protection and preservation. The Land Use Element inventories and describes existing land use patterns and includes a projection of future land use demands and a Future Land Use map for the community. The Intergovernmental Cooperation Element addresses programs and policies for joint planning and decision-making efforts with other jurisdictions including school districts, adjacent local governmental units, and state and federal agencies. The Implementation Element contains a strategy and action plan to assist implementation efforts of the comprehensive plan.

In addition, the state requires that Wisconsin's 14 goals for local planning be considered as communities develop their goals, objectives, and strategies. These goals are:

- 1) Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- 2) Encouragement of neighborhood designs that support a range of transportation choices.
- 3) Protection of natural features, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- 4) Protection of economically productive farmlands and forests.
- 5) Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state governmental, and utility costs.
- 6) Preservation of cultural, historic, and archeological sites.
- 7) Encouragement of coordination and cooperation among nearby units of government.
- 8) Building of community identity by revitalizing main streets and enforcing design standards.
- 9) Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.



- 10) Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
- 11) Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
- 12) Balancing individual property rights with community interests and goals.
- 13) Planning and development of land uses that create or preserve varied and unique urban and rural communities.
- 14) Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

## **Element Summaries**

A summary of key facts and the vision for each of the nine elements has been prepared as a readily available reference guide for readers of this plan. If more detailed information is desired, it is recommended that the reader review the chapter for the individual element. The summaries follow.

## **ISSUES AND OPPORTUNITIES**

### **Issues and Opportunities Vision for 2030**

*In 2030, the Town of Aurora is a vibrant rural community and the quality of life has never been greater. A countywide agricultural marketing effort has ensured that agriculture continues to play a strong role in the area's economy. Dairy farms, equestrian facilities, as well as larger family owned operations and other agricultural based amenities continue to exist in harmony with the residential segment of the town. While growth has occurred, the town has been successful in protecting the integrity of the area's highly valued environmental features.*

*Auroraville is thriving with a blend of residential development, open space and commercial establishments. Through a cooperative effort with the WDNR and the dedicated work of local service organizations and residents the Aurora Millpond has become a scenic focal point within the small community. Situated next to the millpond, the Otto Brey County Park is an enjoyable spot for local families to picnic.*

*A heightened sense of community has been achieved in the Town through an annual community "pride" day and potluck. The Town, along with Waushara County, has been successful in working with the City of Berlin, the Berlin Area School District and Green Lake County on a number of projects that have enhanced the lives of the residents of the town. These efforts have given residents an opportunity to meet and connect with neighbors and other members of the community; and ensured, through community involvement and partnership with others, that the needs of the elderly, disabled and youth of the town are being met.*

## **Key Findings**

### ***Demographic Trends***

- The population of the towns of Aurora and Bloomfield has remained fairly stable over the past fifty years.
- Overall the population increased by 457 people between 1950 and 2000, an increase of 29.8%.
- Historically, migration has played a greater role in Waushara County's population growth than natural increase.
- Since natural increase rates were negative, the entire increase in population growth between 1990 and 2000 in Waushara County can be attributed to in-migration.
- Average population densities in the towns of Aurora (28 persons per square mile) and Bloomfield (29 persons per square mile) were considerably less than the county (37 persons per square mile) and the state (82 persons per square mile).

### ***Household Structure***

- The majority of households in the towns of Aurora and Bloomfield are family households. However, the share of non-family households is increasing.
- Average household size is decreasing.
- Historically, the Town of Bloomfield has retained the largest average household size (1970, 1980 and 1990), while in 2000 the Town of Aurora took over this distinction.
- In 2000, approximately forty-one percent of all households in the Town of Aurora and thirty-eight percent of all households in the Town of Bloomfield were two person households.

### ***Race and Ethnic Origin***

- Although the number of persons of color is growing, whites still comprised over 98% of the population in the town of Aurora and Bloomfield in 2000.
- The most common ancestry identified in town of Aurora and Bloomfield was German (51% of residents claimed some German ancestry).
- Hispanics, which can be of any race, comprise a small (1%), but growing segment of the population.

### ***Income Levels***

- Although early retirees are moving into the county, the majority of income in the towns of Aurora and Bloomfield comes from earnings, so access to earning opportunities is a strong determinant in meeting the income needs of local residents.
- Growth in median family and median household income between 1989 and 1999 resulted in a smaller income gap between the towns and the state, but more variation in median income between the two towns.
- In 1999, over 80% of towns of Aurora and Bloomfield households had household incomes below \$75,000.
- Between 1989 and 1999, the number and share of persons living in poverty declined in the towns of Aurora and Bloomfield, Waushara County and Wisconsin.

- In 1999, the towns of Aurora (4.4%) and Bloomfield (8.1%) had a lower percentage of persons living in poverty than Waushara County (9.00%) or the state (8.42%).
- Children were more likely to live in poverty than elderly residents during both time periods in the Town of Bloomfield, Waushara County and Wisconsin. In the Town of Aurora, children were more likely to live in poverty in 1989, while elderly were more likely to live in poverty 1999.

### **Population Forecasts**

- If migration rates remain positive, the Town of Aurora is expected to grow by 15% between 2005 and 2025, while the population in the Town of Bloomfield is expected to decrease by 4%.
- In-migration of retirees coupled with an aging baby boom population could result in a doubling of the elderly population within Waushara County during the planning period. This could have a significant impact on housing and service sector needs.

### **Household Forecasts**

- The average household size is expected to decrease.
- The number of households in the towns of Aurora (42%) and Bloomfield (19%) are expected to increase between 2000 and 2030.

## **ECONOMIC DEVELOPMENT**

### **Economic Development Vision for 2030**

*The scenic beauty of the Aurora Millpond and Willow Creek provides a focal point for town residents and visitors alike. It is through careful maintenance and commitment by WDNR and town residents that the millpond and creek remain an important recreational resource for both small boat owners and fishermen. Situated near the Aurora Millpond, the unincorporated community of Auroraville is thriving with a blend of residential development, open space and commercial establishments.*

*The formation of a sanitary district adjacent to the City of Berlin has created opportunities for new manufacturing and other commercial development. At the intersection of STH 21/49, successful businesses supply needed services to area residents and the traveling public. Agriculture plays a strong role in the economy of the town as people from the Fox Cities and Oshkosh rely on a ready supply of fresh produce and other farm products. Dairy farms, equestrian facilities, as well as larger family owned operations and other agricultural based amenities continue to exist in harmony with the residential segment of the town. The employment opportunities in the town and nearby communities, along with competitive wages, have helped retain younger members of the work force and are serving to keep more dollars in the local area's economy.*

## **Key Findings**

### ***Educational Attainment***

- A higher percentage of residents in the both the towns of Aurora (41.5%) and Bloomfield (49.5%) have received high school diplomas than the State of Wisconsin (34.6%) in 2000.
- At the County level, high educational attainment appears to correlate with areas that have attracted a sizable number of retirees.
- Over the course of a career, a person with a bachelor degree can expect to earn nearly double the expected earnings of a high school graduate.

### ***Labor Force***

- Labor force growth rates for Waushara County (29.4%) and the Town of Aurora (34.5%) exceeded the state's 14 percent growth rate between 1990 and 2000. The Town of Bloomfield, on the other hand, experienced a slower growth rate (9.2%) than Wisconsin.

### ***Economic Base Information***

- The manufacturing and education, health, and social services sectors employ a large share of workers in both Aurora and Bloomfield.

### ***Travel Time to Work***

- On average, residents from the Town of Aurora, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990 and 2000. Residents in the Town of Bloomfield spent on average more than 30 minutes traveling to and from work in 2000.
- Between 1990 and 2000, average commute times rose for all jurisdictions.
- The Town of Aurora experienced the largest increase in average commute times (7 minutes) while the state saw the least (2.5 minutes).

### ***Location of Workplace***

- According to the U.S. Census Bureau, Green Lake County (38.2%) was the most common workplace destination for Town of Aurora residents in 1990. In 2000, the Appleton – Oshkosh MSA (33.5%) was as common of a workplace destination as Green Lake County (33.1%).
- According to the U.S. Census Bureau, Waushara County (38.9%) was the most common workplace destination for Town of Bloomfield residents in 1990. By 2000, Waupaca County (32.0%) and the Appleton – Oshkosh MSA (34.5%) were the two most frequent workplace destinations.

- Within Aurora, the Cities of Berlin (25.1%) and Oshkosh (23.9%) ranked as one of the top two destination workplaces for 2000. Bloomfield residents most frequently worked either within the Town (20.0%) or in the City of Weyauwega (11.1%).

### ***Employment Forecast***

- At the state level, between 2002 and 2012, the largest employment increases are projected to be in the education and health services supersectors.

### ***Industrial Park Information***

- The nearest industrial parks are located in the City of Berlin and Village of Redgranite.
- Currently there are about 160 acres available for development within these industrial parks.

### ***Business Retention and Attraction***

- The Tri-County Regional Development Corporation is an economic partnership that was recently formed between Marquette, Green Lake and Waushara counties.
- The Waushara County Economic Development Corporation is working to foster new business development and support and sustain existing businesses throughout the county.
- Business attraction involves the promotion of community assets.
- Business retention is a relationship building effort between the community and existing local businesses.

### ***Economic Development Opportunities***

- Within the Town of Aurora, future commercial and light industrial development should be directed to the STH 21 and 49 intersection; this area has existing infrastructure and a high traffic volume which can support additional businesses.
- Future commercial development in the Town of Bloomfield should be directed toward Tustin, West Bloomfield, and along the CTH HH and STH 49 corridors where existing businesses can complement new enterprises.
- Heavy industrial development within the Town of Bloomfield should be directed to nearby communities such as the City of Weyauwega where sanitary sewers already exist; light industrial uses shall be considered on a case-by-case basis.
- Waushara County has an excellent natural resource base. Local communities should identify opportunities which would allow existing and new businesses to capitalize on the high demand for recreational based activities.

## HOUSING

### Housing Vision for 2030

*The town accommodates a variety of housing choices. Home ownership continues to be the preferred housing option but the need for affordable rental housing is also being adequately addressed through new duplexes and conversions of existing housing stock. The town values its elderly population and has been successful in encouraging housing options that allow its residents to remain in the community.*

*Most new rural residences have been designed to blend in with natural features and existing agricultural activities in ways that minimize land use conflicts and preserve rural character. In recent years scattered single lot rural development has shifted toward clustered development and conservation subdivisions that focus on amenities such as common open space, walking trails and other amenities. To further preserve the farm economy and natural resources, the town has effectively directed new housing to the unincorporated village of Auroraville and designated areas adjacent to the City of Berlin. With assistance from a group of dedicated residents with an interest in historic preservation, many of the older historically significant homes in the town have been successfully renovated.*

### Key Findings

#### ***Age of Occupied Dwelling Units***

- The age of occupied dwelling units indicates that both towns were well established by 1960.
- The highest level of growth between 1960 and 2000 occurred between 1990 and 2000.

#### ***Change in Structural Type***

- Single family housing is the dominant structural type in the towns of Aurora and Bloomfield.
- Between 1990 and 2000, housing choice by structural type decreased in Aurora and Bloomfield. During this time frame, the share of single family housing increased, while the number and share of two and four unit buildings, mobile homes, trailers and other units decreased.

#### ***Occupancy Status***

- The towns of Aurora and Bloomfield, Waushara County and the state experienced a decrease in the number and share of seasonal units between 1990 and 2000, and an increase in the number and share of occupied units and total units.
- The majority of occupied units within both towns are owner-occupied. The towns of Aurora and Bloomfield had a higher owner-occupancy rate than Waushara County or the state.

### ***Vacancy Status***

- In 2000, both towns had homeowner vacancy rates below one percent, which indicates a shortage in homes for sale.
- Although in 2000, rental unit vacancy rates are adequate in both Aurora (5.9%) and Bloomfield (4.9%), the decline in the number of units for rent and the number of renter-occupied units is an indicator that housing choice is declining in Aurora and Bloomfield.
- In both years, Bloomfield had a higher share and number of seasonal units than Aurora.
- United Migrant Opportunity Services (UMOS) operates 32 units of seasonal housing in the Town of Aurora. Since this facility is only open from May through October, it does not appear in the U.S. Census numbers.

### ***Owner-Occupied Housing Stock Value***

- Between 1970 and 2000, median housing values for Waushara County rose from \$10,600 to \$85,100.
- In 2000, the median housing values ranged from \$94,800 in the Town of Aurora to \$100,600 in the Town of Bloomfield.
- Over 84% of the owner-occupied housing stock in the towns of Aurora, Bloomfield and Waushara County was valued at less than \$150,000 in 2000.

### ***Housing Affordability***

- Between 1989 and 1999, median housing values rose faster than median household income in Bloomfield. As a result, housing affordability became a larger issue for homeowners in the Town of Bloomfield. This is less of an issue in the Town of Aurora.
- In 1999, the percentage of homeowners paying a disproportionate share of their income for housing was 10.3 percent in Aurora and 26 percent in the Town of Bloomfield.
- In 1999, renters had a harder time finding affordable housing than homeowners in the Town of Aurora. In Bloomfield, homeowners were slightly more likely to pay a disproportionate share of their income for housing.

### ***Housing Conditions***

- According to the Census Bureau in 2000, occupied units without complete plumbing facilities are rare in the towns of Aurora and Bloomfield.
- In 2000, overcrowding was also limited to a small percentage of households. The Town of Bloomfield had the greatest percentage of overcrowded units (1.3% or 5 units), while the Town of Aurora had the least (1.1% or 4 units).

### ***Subsidized and Special Needs Housing***

- The closest access to subsidized housing for qualified elderly, families and persons with disabilities for Aurora residents is within the City of Berlin or the Town of Poy Sippi, while the closest access to subsidized housing for Bloomfield resident is either the Town of Poy Sippi or the Village of Weyauwega.

## **TRANSPORTATION**

### **Transportation Vision for 2030**

*Area residents have access to a network of well-maintained local roads and county and state highways that address the mobility needs for automobiles, trucks, and farm equipment. The STH 21 upgrade between Oshkosh and I90/94 has provided residents with better access to employment, shopping and entertainment opportunities. This upgrade has also made the town more competitive in attracting new industry and other business development, especially at the newly designed STH 21 and STH 49 intersection. The addition of a park and ride lot at this intersection has become very popular as residents utilize this facility to carpool to the Oshkosh and Fox Cities areas.*

*Wide striped shoulders along key county and town roads provide safe accommodations for the growing number of bicyclists and pedestrians that enjoy the rural scenery that the town offers. The community has been very successful in addressing transportation safety concerns of town residents. While the private automobile is still the vehicle of choice, the availability of rural public transportation on demand provides a valuable service that is particularly appreciated by the area's growing elderly population.*

### **Key Findings**

#### ***Streets and Highways***

- The transportation network within the Town of Aurora is comprised of 56 miles of local roads, county highways, and state highways; the transportation network within the Town of Bloomfield contains 69 miles of roadway.
- Local town roads compromise almost half (49.1%) of the network in Aurora and two-thirds (63.5%) in Bloomfield; county highways account for another 28 percent (28.2%) in Aurora and approximately one-quarter (25.8%) in Bloomfield.
- STH 21 is the only principal arterial in the planning area which accommodates interstate and interregional trips; approximately 8,000 vehicles travel through Aurora on STH 21 in 2000 (west of the STH 21 – STH 49 intersection).
- STH 49 is the only minor arterial serving intra-regional trips between local communities such as Berlin and Waupaca; south of STH 21, over 3,000 vehicles traveled this highway daily in 2000.



- In general, annual average daily traffic counts (AADTs) taken in 2003 were likely affected within the planning cluster due to the reconstruction project along STH 21.
- Over 86 percent of the roads in Bloomfield and over 99 percent of the roads in Aurora are paved.
- The majority of the paved roads in both communities are in good to fair condition. (Aurora – 87.5%, Bloomfield – 73.4%)

### ***Other Transportation Modes***

- Rail service to Waushara County was discontinued several decades ago.
- The nearest commercial rail service is located in Stevens Point; the nearest passenger services are located in Portage.
- The nearest commercial port/waterway to Waushara County is located in Green Bay.
- Recreational boat facilities are located along Lake Poygan and the Fox River.
- Nearby pedestrian facilities included the Bannerman Trail (Redgranite), and hiking trails at county parks.
- Although low housing densities within the cluster may hinder the development of new pedestrian facilities, development opportunities such the Great Wisconsin Birding and Nature Trail offer potential economic development.
- Waushara County Parks Department has established several bicycle routes through the planning cluster; there are 1,000 miles of roadways within the county which provide excellent bicycling opportunities.
- The Waushara County Department of Aging offers bus transportation to elderly and disabled residents for their medical appointments and shopping trips.
- The Wautoma Municipal Airport is a BU-A facility which can accommodate single engine aircraft with a gross weight less than 12,500 pounds and wingspan less than 49 feet. The Wild Rose Idlewind Airport is a BU-A facility, accommodating aircrafts with gross weights less than 6,000 pounds and wingspans less than 49 feet.
- Airports in Appleton, Green Bay, Madison, Mosinee, and Oshkosh offer the closest commercial transportation options.

### ***Future Transportation Projects***

- There are no major reconstruction projects scheduled for the towns of Aurora and Bloomfield in the Wisconsin Department of Transportation (WisDOT) *2006 – 2011 Six Year Highway Improvement Program*.

- Local towns receive general transportation aids (GTAs) for local roadway construction projects; the allocation is determined on a per mile basis.
- Additional transportation funding is available from several grant and loan programs through WisDOT.
- Roadways must be evaluated biannually using the PASER system developed by WisDOT.
- Future local construction projects should use the PASER system as a guideline for prioritization of individual projects.
- The Town of Aurora and others should be involved in any future planning of the STH 21 corridor.
- Upon completion of a STH 21 corridor study, the Town of Aurora should incorporate any pertinent information in its official map [s.62.23(b)].
- Where feasible, the towns of Aurora and Bloomfield should implement the strategies from the WisDOT long-range transportation plan in their comprehensive plans.

## **UTILITIES AND COMMUNITY FACILITIES**

### **Utilities and Community Facilities Vision for 2030**

*Through cooperative planning and enhancement of existing partnerships with other municipalities, Waushara County departments and the school district, the Town of Aurora has been successful in providing residents with a level of municipal services and facilities that are adequate to maintain public health, welfare and sustain a vital economy. Careful planning and the incorporation of an annual capital improvement program ensures that money will be available to fund needed programs and facilities. A program through the local school district has provided elderly residents on fixed incomes with student volunteers to assist residents with light home and lawn maintenance. Through the dedicated work of local service organizations such as the Aurora SnoBlazers, Otto Brey County Park continues to be an enjoyable spot for local families to picnic. Flooding along Dakota Avenue has been greatly reduced by the installation of new culverts and a detention basin.*

*The town and its residents enjoy a strong sense of community and local participation. The town website and message board (newsletter) has enabled town residents to remain informed about local news and information. An annual community-wide picnic/potluck has given residents a forum to meet new friends and renew acquaintances with others. Residents rely on adjacent communities for a range of educational, library, medical, retail and other business services.*

## **Key Findings**

### ***Wastewater Collection and Treatment***

- The North Lake Poygan Sanitary District (NLPSD) is located along the northern shores of Lake Poygan in the towns of Bloomfield and Wolf River (Winnebago County). Approximately 245 acres in the Tustin area are served by sanitary sewers.
- Current wastewater treatment facilities should be adequate to handle the additional wastewater flows resulting from the projected population increases through 2025; no upgrades to the plant are anticipated at this time. Existing loads use less than 65 percent of the overall capacity during peak periods.
- Private on-site wastewater treatment systems serve a majority of the development in Bloomfield and all development in Aurora.

### ***Stormwater Management Systems***

- Curb and gutter systems are found in the unincorporated communities of Auroraville (limited) and Tustin. Limited storm sewer systems are also found along portions of STH 21 in the Town of Aurora.
- The curb and gutter system in Tustin drains into Lake Poygan; in Aurora, the systems drain into open ditches or Willow Creek.
- All remaining areas within the towns utilize a system of open ditches and culverts for stormwater drainage.
- The Waushara County Drainage Board administers and oversees the drainage of agricultural lands; it regulates various land practices used to remove excess water from farmlands and raises issues regarding the impacts of scattered rural development and the cumulative impacts on water quality flowing to and through their legal drains.
- Currently, only the Marion-Warren Drainage District is active.
- Localized flooding occurs during periods of heavy rain in both towns.

### ***Water Supply***

- Both Aurora and Bloomfield are served by private wells and rely on groundwater as their source of water supply.
- Elevated nitrate levels have been detected in a few of the private wells within the towns of Aurora and Bloomfield; appropriate precautions should be taken by the individual owners.
- Both towns should take a proactive role in identifying groundwater recharge areas so that future development does not adversely affect the quality of groundwater.

### ***Solid Waste and Recycling***

- Waushara County operates nine waste collection sites for solid waste and recyclables. County residents can drop off their waste at any site within the county, during specified hours and with proper identification.
- The county operates a waste collection drop off site in the Town of Aurora, adjacent to the town hall.
- Bloomfield residents most likely utilize one of two sites, the site in Poy Sippi or the site in Saxeville.

### ***Utilities***

- Wisconsin Power and Light Company, a subsidiary of Alliant Energy, provides electric power to the Town of Aurora. Wisconsin Electric Power Company, a subsidiary of Wisconsin Energy Corporation provides electric power to the Town of Bloomfield under the trade name WE Energies.
- American Transmission Company (ATC) owns and maintains a number of transmission lines in the area.
- Since the substation in Berlin is experiencing low voltages, improvements will be made to the electrical transmission grid within the next 10 years.
- Wisconsin Power and Light Company provides natural gas service to the Town of Aurora; there are no natural gas utilities in Bloomfield.

### ***Telecommunications***

- CenturyTel, Inc. provides telephone service to the area.
- Three cell towers are located in Aurora. Alltel, AAT Communication Corporation and U.S. Cellular each own and operate a tower.
- Due to the proliferation of internet service providers (ISP), area residents can also choose from several national and local ISPs. Dial-up service is available throughout the entire area.
- High speed DSL internet access is available to customers in the Town of Aurora. Bloomfield residents have access to dial-up internet services.

### ***Cemeteries***

- Ten (10) cemeteries are located in the towns of Aurora and Bloomfield. They are owned and maintained by a variety of different entities: municipalities, local churches, and private cemetery boards.

- Most have available room for expansion to accommodate burials for the next 20 years.
- Several family burial plots are located on private land within Bloomfield and Aurora.

### ***Childcare Facilities***

- A total of 11 licensed, certified or regulated facilities are located within the City of Berlin; one (1) is located in the Village of Fremont and one (1) in the Town of Aurora. These facilities have a combined capacity of about 242 children.
- UMOS, a non-profit, community based organization, provides seasonal housing and childcare facilities for migrant workers in the Town of Aurora.
- There is a need for additional childcare in eastern Waushara County, especially for children of non-traditional workers such as the second shift workforce.

### ***Elderly Services***

- The Waushara County Coordinated Transportation System provides rides to almost 2,500 individuals for medical appointments, grocery shopping and personal errands.
- Meals are provided by Waushara County Department of Aging to seniors at six locations throughout Waushara County every weekday; the nearest location is the Redgranite Municipal Building.
- Meals and social activities for area residents are also available through the Berlin Senior Center and the Weyauwega-Fremont Dining Center (Weyauwega). These facilities offer activities such as bingo, card tournaments, cards, and others.
- The Information and Assistance Resource Center (Waushara County Department of Aging) provides information and assistance on aging, long-term care, disabilities, and other related topics.
- Currently, there are 13 residential care facilities with an overall capacity of 194 persons in Waushara County; 6 residential care facilities with an overall capacity of 64 persons in Berlin (Green Lake County); and 15 facilities with a capacity of 184 individuals in Waupaca County.
- Since there is a rapidly growing population of elderly persons (65+) there may be a need for additional facilities or visiting nurses to allow more seniors to remain in their homes.

### ***Safety Services***

- Waushara County upgraded their 911 system about two years ago. The system is expensive and some problems have been noted.

- The Waushara County Sheriff's Office provides law enforcement services for the towns of Aurora and Bloomfield.
- Four officers patrol during the day, while only two patrol at night. Response times for the towns of Aurora and Bloomfield communities range from 15 to 30 minutes.
- An interoperability plan, that was jointly developed between county and local jurisdictions, identifies a variety of goals that include improving radio coverage; ensuring communication with other agencies; decreasing reliance on telephone cable; upgrading to digital equipment by 2008; installing video cameras in patrol cars; purchasing new cameras for crime scene investigations; and acquiring specialized equipment for latent prints examination.
- There are three correction facilities in the Waushara County: the Waushara Huber Facility, the Waushara County Jail, and the Redgranite Correctional Facility. The facilities can accommodate 36, 153, and 990 inmates, respectively.
- According to national standards, both the county jail and state correctional facility are over-capacity (>80% occupied). Although there are no plans for future expansions, it may become necessary if inmate populations continue to rise.
- The City of Berlin Fire Department responds to fire related emergencies in the Town of Aurora; the Tustin and West Bloomfield Fire Departments provide service to the Town of Bloomfield.

### ***Medical Services***

- Health clinics and other medical services are readily available in nearby incorporated communities such as Berlin, Omro, Redgranite, and Weyauwega.
- The Berlin Memorial Hospital (City of Berlin) is the nearest hospital to the Town of Aurora; Riverside Medical Center (Waupaca) is the closest hospital to the Town of Bloomfield.
- Emergency medical services for the Town of Bloomfield are provided by the Waushara County EMS. The Town of Aurora has a contract with the City of Berlin for emergency medical services.
- Response times vary from 12 minutes in the Town of Aurora to 20 to 30 minutes in Bloomfield.
- Both the City of Berlin and Waushara County EMS constantly update medical rescue equipment and vehicles on a regular schedule.
- Waushara County EMS is quartered in Poy Sippi.

### ***Educational Facilities***

- Town of Aurora residents utilize either the Berlin Public Library or the Poy Sippi Library. Bloomfield residents use one of several libraries including the Poy Sippi Library, Neuschafer Community Library (Fremont), or Weyauwega Public Library.
- The three libraries have provided between moderate and enhanced levels of service for most standards (per the *Wisconsin Public Library Standards*) for both municipal and service populations.
- Children within the area attend one of several school districts including the Berlin Area School District, Omro School District, Weyauwega-Fremont School District, or Wild Rose School District. Students must be transported to a nearby community to attend school.
- Overall enrollments are declining in all four school districts. Current facilities should be adequate over the next 20 years. However, it may be necessary to provide updates to the technological infrastructure when feasible.
- The area does not contain any institutions of higher education. However, UW – Oshkosh, UW – Stevens Point, and Ripon College are within a one-hour commute of the area.
- Two technical colleges have districts within the planning cluster: Fox Valley Technical College (FVTC) and the Moraine Park Technical College. FVTC maintains a satellite campus in the City of Wautoma which offers a two-year degree.

### ***Miscellaneous Governmental Facilities***

- Several smaller community theaters are located throughout Waushara County offering a diverse schedule of events throughout the year.
- The Town of Aurora opened its new town hall in February 2005; the Town of Bloomfield anticipates constructing a town hall in Tustin as funding becomes available.
- Neither town owns a maintenance garage.

### ***Parks and Recreation***

- The Waushara County Park System consists of 15 sites encompassing a total of 761 acres. The individual sites provide primarily active recreational opportunities.
- The towns operate minimal park facilities. “Fountain Park” in Auroraville houses a historical water fountain and offers passive recreational opportunities. The West Bloomfield Fire Department maintains a small playground adjacent to its facilities.
- The Aurora Millpond, Lake Poygan, and numerous streams in the planning area offer a variety of fishing, wildlife viewing, swimming, and other opportunities.

- Waushara County is a popular area for church/youth camps and campgrounds. Although no facilities are located within Aurora or Bloomfield, there may be potential economic benefits for both communities as a result.
- About 285 miles of state-funded snowmobile trails are located in Waushara County. Private clubs also maintain additional trails.
- Two sportsmen clubs are in the area. The Wisconsin Hound Hunters operates a pheasant farm for dog training purposes in Aurora. The Poygan Gun Club in Bloomfield manages both a trap shooting and rifle range on CTH HH.
- Three golf courses in Waushara Country offer challenging opportunities to golfers of all skill levels. All three courses are open to the public.

## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

### **Agricultural, Natural, and Cultural Resources Vision for 2030**

*In 2030, the Town of Aurora is a vibrant rural community. Areas of its most productive farmland and natural resources have been preserved and protected from development. Farms and farm operations have become profitable by working closely with the educational and business community to identify new markets, products and processes. These efforts have been aided by new agricultural-based and/or light industrial and commercial development that can be found near the STH 21 and 49 intersection. Land owners, developers and local government are cooperating to maintain a reasonable balance of growth and preservation.*

*While new residential and commercial growth continues to occur in proximity to these features, it has generally occurred in ways that do not jeopardize the integrity or use of these resources. These efforts have also been effective in preserving the rural character so valued by local residents.*

*Utilizing a survey of historical, architectural and archeological resources that was completed for the town, a group of interested residents has spearheaded efforts to preserve and restore important historic sites and structures. The town has placed an importance on historic preservation and local officials continue to consult this survey and solicit input from informed residents when making decisions involving existing structures and properties.*

### **Key Findings**

#### **Agricultural Resources**

- Approximately 57 percent of the land within the Town of Aurora is considered prime farmland, while nearly 47 percent of the land in the Town of Bloomfield has the same classification. Prime farmland produces the highest yields with minimal inputs of energy and economic resources with the least damage to the environment.



- Approximately 37 percent of the area in the Town of Aurora and 30 percent of the area in the Town of Bloomfield has soils that are classified as unique farmland. Unique farmland is areas other than prime that are used to produce specific high value food and fiber crops.
- Agricultural land cover, which includes row crops, forages, and grassland, makes up approximately 58 percent of the total acreage within both Aurora (57.8%) and Bloomfield (58.2%).
- Both towns experienced a net increase in the total number of farms between 1990 and 1997; the Town of Aurora gained six (6) farms during this time frame, while the Town of Bloomfield gained 11. However, the size of an average farm decreased during this time frame.
- Over 50 percent of the dairy farms in Aurora and approximately 44 percent of dairy farm within the Bloomfield were lost between 1990 and 1997.
- Minor losses of farmland occurred between 1990 and 1997 in both towns. During this time frame, 342 acres of farmland were lost in Aurora (2.6%), while only 257 acres were lost in Bloomfield (2.0%).

## **Natural Resources**

### ***Soils***

- Approximately 48 percent of the soils in the Town of Aurora are rated suitable for at-grade in-ground pressure or mound systems; only 3 percent is rated suitable for conventional systems.
- Approximately 48 percent of the soils in the Town of Bloomfield are rated suitable for at-grade in-ground pressure or mound systems; only 10 percent is rated suitable for conventional systems.
- About 30 percent of the total land area in both Aurora (35.4%) and Bloomfield (24.1%) is rated unsuitable for private on-site wastewater treatment systems.
- About 5 percent of the total soils in Aurora (2.1%) or Bloomfield (8.0%) have a very high potential for building site development.
- Almost 80 percent (79.5%) of the land in the Town of Aurora is rated very low or no rating for building site development, while slight over 70 percent (71.1%) of the land in Bloomfield is rated similar.
- About 70 percent (70.1%) of the land in Bloomfield has severe soil limitation for septage spreading; the Town of Aurora (79.0%) has a larger percentage of land in this category.

### ***Geology and Topography***

- Only 0.3 percent of the land in the Town of Bloomfield has slopes greater than 12 percent; slopes within the Town of Aurora do not exceed 12 percent.
- Surface water drainage within the northern five-sixths of the Town of Aurora is predominately northeasterly towards Lake Poygan; the remaining areas drain southerly to the Fox River.
- Surface water drainage for the Town of Bloomfield is predominantly southeasterly towards Lake Poygan.
- Land relief within Aurora is approximately 60 feet, from a low of 750 feet above sea level near the Fox River to a high of approximately 810 feet above sea level near Welsh Cemetery.
- Land relief within Bloomfield is approximately 150 feet, from a low of 747 feet above sea level at Lake Poygan to a high of approximately 900 feet above sea level along the glacial moraines near West Bloomfield.

### ***Water Resources***

- There is one impoundment (Aurora Millpond) in the Town of Aurora and one natural lake (Lake Poygan) in the Town of Bloomfield. Lake Poygan is classified as an impaired waterway.
- Major waterways in Aurora include the Barnes and Willow creeks, and the Fox River; major waterways in Bloomfield include Alder, Hatton, and Mosquito creeks.
- Approximately 11 percent (2,620 acres) of Bloomfield and 23 percent (5,076 acres) of Aurora are classified as floodplain.
- Approximately 28 percent (6,459 acres) of the Town of Bloomfield is classified as wetlands, while one-third (7,481 acres, 33.8%) of the Town of Aurora falls under this categorization.
- Groundwater flow is toward the southeast and varies from a high of 820 feet above sea level near CTH A in the northwest corner of the Town of Bloomfield to less than 750 feet above sea level in the northeast corner of the Town of Aurora.
- Past testing showed that two (2) private wells within the Town of Bloomfield contained nitrate levels above the EPA's Safe Drinking Water Standard of 10 mg/l.
- The majority of homes within the towns of Aurora and Bloomfield are on private septic systems and wells. A municipal sewer system exists around the Tustin area, and some town residents are connected to this system.
- Groundwater is the primary source of drinking water within both towns.

- Over half (58.6%) or 12,970 acres in the Town of Aurora and about two-thirds (66.8%) or 15,336 acres in the Town of Bloomfield have groundwater depths of less than 2 feet.
- A county-wide water management plan is needed to protect the quality and quantity of both surface and groundwater supplies while meeting the varied needs of agricultural, recreational, and municipal users.

### ***Wildlife Resources***

- The abundance of wetlands provides unique natural communities with diverse wildlife habitats.
- The diversities of land use within the area results in numerous habitat types, enabling the area to support a varied and abundant wildlife and fish community.
- Over 12,569 acres within both Aurora (4,694 acres) and Bloomfield (7,875 acres) can be classified as woodlands; this represents over one-fifth (21.2%) of the Town of Aurora and one-third (34.3%) of the Town of Bloomfield.
- Approximately 2 percent (2.2%) of the land in Aurora and 12 percent (12.1%) in Bloomfield are enrolled in the Managed Forest Law program.

### ***Parks, Open Space and Recreational Resources***

- Pony Creek Park, located on Lake Poygan, provides near shore fishing opportunities. The park is operated by Waushara County on an easement from the Wisconsin Department of Natural Resources.
- The Wisconsin Department of Natural Resources has purchased development rights to approximately 500 acres of agricultural land adjacent to STH 21 in the Town of Aurora.

### ***Mineral Resources***

- There are two active non-metallic mining operations located in the Town of Bloomfield.

### ***Solid and Hazardous Waste***

- There are three (3) sites in the area that are included on the WDNR's registry of active, inactive and abandoned sites where solid waste or hazardous wastes were known or likely to have been disposed. (Inclusion of a site on this list does not mean that environmental contamination has occurred, is occurring, or will occur in the future).

### ***Cultural Resources***

- The Brushville School in the Town of Bloomfield is included on the Architecture & History Inventory found on the Wisconsin Historical Society's Division of Historic Preservation website; thirty properties within the Town of Aurora are included in this database.

## LAND USE

### ***Land Use Vision for 2030***

*New growth has been accommodated in ways that preserve the Town's rural character and natural features (woodlands, farmland, wetlands, water features and other open space). Success has been achieved in siting new residential development so that the integrity of existing land uses, open space and the area's highly valued environmental features are protected. As a result, land use conflicts such as those between rural residential development and the ongoing farming operations and light industrial/commercial are minimal.*

*A heightened sense of community has been achieved in the town through an annual community "pride" day and potluck. This has not only given residents a chance to connect with neighbors and other members in the community, but it has been successful in improving and maintaining private and public properties and facilities.*

*The upgrade of STH 21 has greatly reduced congestion through the town and inspired the development of new highway oriented commercial development near the junction of STH 21 and 49. Extraterritorial planning activities have strengthened the relationship that the town has with the City of Berlin. Through this avenue, land use and boundary disputes have been resolved to the satisfaction of all involved.*

## Key Findings

### ***Existing Land Use***

- A detailed field inventory of land uses was conducted in 2000; subsequent updates were completed during the comprehensive planning process.
- Developed land has been altered from its natural state to accommodate human activities. These land uses include residential (single family, farmstead, multi-family, mobile homes and parks); commercial; industrial; recreational facilities; camps and RV Parks; institutional facilities; utilities and communication; transportation; and airports.
- Undeveloped land includes Cropland (irrigated and non-irrigated), woodlands (planted, unplanted or general and silviculture), quarries, water features, and other open land.
- Approximately 7 percent (7.3%) of the land in the Town of Aurora and 5 percent (4.5%) of the land in the Town of Bloomfield is considered developed.
- The most common developed land uses in the towns were transportation (Aurora – 2.5%, Bloomfield – 2.6%), single-family residential (Aurora – 1.3%, Bloomfield – 0.8%), farmstead (Aurora – 1.0%, Bloomfield – 0.9%), and recreational facilities (Aurora – 1.9%,).
- The most prevalent undeveloped land uses in the towns were cropland (Aurora – 40.8%, Bloomfield 42.7%); woodlands (Aurora – 21.2%, Bloomfield – 34.3%) and other open land (Aurora – 29.2%, Bloomfield – 16.9%).

## ***Zoning***

- Zoning ordinances regulate the use of property to advance public health, safety, and welfare while promoting organized and consistent development patterns.
- The towns have adopted the Waushara County general zoning ordinances. If they choose to do so, individual towns may adopt their own zoning ordinances providing they are as or more restrictive than Waushara County Zoning Ordinance.
- Part of the Town of Aurora falls within the extraterritorial area (ETZA) of the City of Berlin and is regulated by the Berlin Zoning Ordinance.
- The predominant zoning districts in both the towns of Aurora and Bloomfield is General Agriculture (Aurora – 59.0%, Bloomfield 83.7%) and Natural Resource Preservation (Aurora – 29.9%, Bloomfield – 13.6%).

## ***Development Trends***

- Growth in the area has been influenced by the abundance of surface waters and the proximity to the Fox Cities and Oshkosh.
- The Town of Aurora experienced significant gains in residential and smaller gains in commercial land uses since 1980. Losses occurred in agricultural land uses.
- The Town of Bloomfield saw gains in residential land uses and losses in agricultural and forest land over the last 25 years.
- Residential densities are defined as the number of housing units per square mile of total land area. Between 1990 and 2000, residential densities increased for the towns of Aurora and Bloomfield, Waushara County and the State. In 2000, the residential density (units per square mile) in both towns (Bloomfield - 13.22, Aurora - 11.36) was lower than the county (21.83) and the state (42.74).
- Intensity is the degree of activity associated with a particular land use. Single-family land use was more intense in Bloomfield (1.23 units/acre) than in Aurora (0.87 units per acre).

## ***Future Land Use Projections***

- Land use projections were based on population and housing projections made by ECWRPC. The projections are used to approximate the amount of land that is anticipated to be needed for future growth and development.
- Land use projections were made by addressing the 14 goals mandated for consideration by s.66.1001 and specific goals addressed within the various zoning ordinances.
- Land use projections are estimates. Actual development will depend on land and housing availability and affordability; the local and state economies; and other factors.

- It is not the intent of the plan to see an entire area within the specified zones be developed. Instead, the specified use shall be allowed if consistent with the type, location, and density of the development. Some of the land within the specified areas would hinder development based on soil suitability, adjacent natural resources, conflicting land uses, or other factors.

### **Town of Aurora**

- Utilizing historical data and existing housing densities, it is anticipated that between 125 and 625 acres are needed for future residential development.
- The town has targeted areas for residential development near Auroraville and the City of Berlin for small lot development. However, it is anticipated that infill development will occur within existing platted subdivisions; the remainder of the town is expected to experience scattered residential development.
- Future commercial and light industrial uses are projected to require an additional 30 acres.
- The town has targeted the area near the intersection of STH 21 and STH 49 for future commercial and light industrial development. However, it is reasonable to assume that commercial growth may also occur near the City of Berlin.
- It is anticipated that agricultural land use in the town will continue to decrease over the planning period.

### **Town of Bloomfield**

- Utilizing historical data and existing housing densities as well as desired zoning requirements as determined during the planning process, it is anticipated that about 326 acres are necessary for future residential development.
- An additional 26 acres will likely be needed for future commercial uses; an additional six (6) acres is anticipated for future industrial calculations.
- These projections account for land that would be necessary to construct any additional roads, on-site stormwater management facilities, and other infrastructure required by current or future legislation.
- Two primary areas were targeted for development in the town: the North Lake Poygan Sanitary District surrounding the Tustin area and the unincorporated community of West Bloomfield.
- Compact lot development was recommended in areas currently served the by sanitary district and areas immediately adjacent to Tustin. New residential development north of CTH A and west of STH 49 has an average lot size of 5 acres; it is assumed that this trend will continue. Residential development elsewhere in the Town, including West

Bloomfield, should have a minimum lot size of one (1) acre and a maximum lot size of two (2) acres.

- Several areas along STH 49 and CTH HH in West Bloomfield and adjacent to Tustin are designated for future mixed use residential-commercial development.
- Wherever feasible the Town would like to preserve large tracts of the most productive farmland for future agricultural production. However, for planning purposes, it was anticipated that all new residential development would be a conversion of agricultural lands resulting in a net loss of 208 acres of agricultural land during the planning period.

### ***Land Use Issues and Conflicts***

- To avoid future land use conflicts, neighboring towns should establish a communication process to determine the potential effects of new development within a half mile of their common borders.
- Incompatibilities may arise between adjacent land uses as development continues. Proper planning and use of regulatory controls will minimize the severity and overall number of conflicts. Land use controls such as setbacks, screening, and buffering should also be utilized to limit potential conflicts.

## **INTERGOVERNMENTAL COOPERATION**

### **Intergovernmental Cooperation Vision for 2030**

*In 2030, the Town of Aurora has been successful in forming strong partnerships with neighboring municipalities. Working together on the new STH 21 project has strengthened the ties that the Town has developed over the years with Waushara County, the Department of Transportation and its neighbors. This spirit of cooperation has led to more cost-effective delivery of municipal services by eliminating duplication and taking advantage of economies of scale. Furthermore, the Town along with Waushara County has been successful in working with the City of Berlin, the Berlin Area School District and Green Lake County on a number of projects that have enhanced the lives of the residents of the town. These partnerships have resulted in increased services to elderly and disabled residents and the youth of the town, enhanced emergency protection and a sense of community. The Town along with the City of Berlin continues to work together through extraterritorial zoning on planning within the 1.5 mile border of the city. Through this avenue the town and city have been able to successfully plan for the growth that has been occurring.*

### **Key Findings**

#### ***Communities***

- The City of Berlin exercises extraterritorial zoning jurisdiction within the Town of Aurora.

- Towns cannot annex land from one another. Therefore, borders between towns are fixed and boundary disputes are non-existent.
- The towns of Aurora and Bloomfield share a common rural character with their neighbors. They have established a good working relationship with all neighboring municipalities.
- The North Lake Poygan Sanitary District works closely with the county and Town of Bloomfield to monitor new construction within the sewer service and planning areas on all sanitary related issues.

### ***School Districts***

- While school districts are working with area communities, additional communication and cooperation can be done that will benefit both the school districts and the communities.

### ***Community Facilities***

- Local governments and school districts should work with utility companies to ensure that the technological infrastructure that is provided is sufficient to attract new growth. Infrastructure should include, but not be limited to, natural gas, electricity generation, telecommunications, and other similar services.
- Communities should also periodically meet with providers of utility infrastructure (gas, electric, telephone, etc.), the WisDOT and the Waushara County Highway Department to discuss upcoming road construction and utility upgrades.
- All communities within the area have various intergovernmental agreements with respect to public services and facilities provisions. For example, mutual aid agreements have been established between area fire districts/departments and communities have agreements for road maintenance and snow plowing of roads along common borders.
- All communities should strive to implement new intergovernmental agreements which involve senior citizens and other social services; park and recreational facilities; stormwater management; or other topics.

### ***County, Region, and State***

- Individual communities should continue to work with the various Waushara County Departments, and state and federal agencies, to foster good working relations, promote mutual respect, and coordinate necessary community services.
- Waushara County is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to local communities, counties, and other entities within its jurisdiction. Communities should consider ECWRPC a resource on planning related issues.



- The Wisconsin Department of Natural Resources (WDNR) is responsible for the regulation, protection, and sustained management of natural resources in the state. Communities should seek input into from the WDNR on planning related issues.
- Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP) oversees programs which ensure the safety/quality of food, promote fair business practices, and encourage the vitality of agricultural industries which preserve environmental quality. Since agriculture will continue to be an important economic industry within the planning area, many DATCP programs will benefit local citizens.
- The Wisconsin Department of Transportation (WisDOT) oversees all issues related to transportation uses in the planning area. Communities should collaborate with WisDOT to address transportation issues including a long-term vision for the STH 21 corridor and strategic locations for "Park & Ride" lots.

### ***Extraterritorial Jurisdiction***

- Incorporated cities and villages in Waushara County can exercise certain powers within 1.5 miles of their incorporated limits. This area is referred to as the extra-territorial jurisdiction. These powers are summarized below.
  - Incorporated communities can exercise plat review authority in unincorporated areas adjacent to their communities (s.236.10). If incorporated communities have adopted their own subdivision ordinance, they can approve or reject specific plats and certified survey maps as if they were within incorporated limits.
  - Incorporated cities and villages in Waushara County have been given authority to practice extraterritorial zoning within the 1.5 mile area adjacent to their community if they have adopted their own zoning ordinance. In order to practice extraterritorial zoning, an incorporated community must do the following: publicize and adopt a resolution stating its intent to do so; establish a joint committee with representatives from adjacent communities; and adopt specific plans through the joint committee.
- The City of Berlin currently exercises extraterritorial zoning within the Town of Aurora. The two communities will continue to collectively plan and monitor zoning ordinances for the extra-territorial area of the city.

## **IMPLEMENTATION**

### **Implementation Vision for 2030**

*In 2030, planning is recognized as the best and most consistent tool that the Town of Aurora has in ensuring that it continues to proceed in the direction that its citizens want. The Town relies heavily on its plan to steer development to appropriate locations, thus preventing incompatible land uses from occurring. Encouraging creative design solutions protects important community natural and man-made resources and promotes cost-effective design.*

*The Plan has proven to be a successful working document that continues to reflect the changing vision and viewpoints of Town residents. The Town values the opinions of its residents and business owners and respects the responsible efforts of landowners to protect their property and community interests.*

### **Key Findings**

- Communities can utilize a wide range of tools to implement the goals, objectives, and strategies discussed in this plan.
- Individual communities should annually review their progress with implementation of the comprehensive plan.
- The planning commissions of the individual communities should review the timelines in the respective implementation tables to ensure each strategy is implemented in a timely fashion.
- Where appropriate, minor modifications should be made to the individual community plans as the need arises. These modifications may include, but are not limited to, the incorporation of new statistical data, changes to individual strategies, and changes to land use maps.
- Individual communities should annually report implementation progress to their citizens. This may be accomplished by an article in the annual report or newsletter.
- Individual communities must update their comprehensive plans every ten (10) years.

## CHAPTER 2: ISSUES AND OPPORTUNITIES

### TABLE OF CONTENTS

Introduction .....	2-1
Vision Statement .....	2-1
Inventory and Analysis .....	2-1
Demographic Trends .....	2-2
Historic Population .....	2-2
Components of Population Change.....	2-2
Population Density .....	2-4
Age Distribution .....	2-4
Household Structure .....	2-5
Household Size .....	2-5
Household Composition .....	2-6
Race and Ethnic Origin.....	2-7
Racial Distribution.....	2-7
Ethnic Origin.....	2-8
Income Levels .....	2-8
Impact of Earnings on Household Income .....	2-9
Income Comparisons.....	2-9
Household Income By Range .....	2-10
Poverty Status .....	2-11
Population Forecasts .....	2-13
Population Projections by Age Cohort .....	2-14
Household Forecasts .....	2-14
Interrelationships with other Plan Elements .....	2-15
Economic Development .....	2-15
Housing .....	2-16
Transportation.....	2-16
Utilities and Community Facilities.....	2-16
Agriculture Resources .....	2-17
Natural Resources .....	2-17
Cultural Resources.....	2-17
Land Use .....	2-18
Intergovernmental Cooperation .....	2-18
Policies and Programs.....	2-18
Regional, County and Local Policies .....	2-19
Federal, State and Regional Programs .....	2-20
Federal Agencies.....	2-20
State Agencies.....	2-20
Regional Programs.....	2-21

## TABLES

Table 2-1	Net Migration Estimates, 1950 to 1990 .....	2-3
Table 2-2	Components of Population Change, Waushara County .....	2-3

## FIGURES

Figure 2-1	Historic Population Change .....	2-2
Figure 2-2	Percent of Households by Type, 2000 .....	2-6
Figure 2-3	Distribution of Households by Income Range, 1999 .....	2-10
Figure 2-4	Household Income by Range, 1999 .....	2-11

## ISSUES AND OPPORTUNITIES

### INTRODUCTION

Socioeconomic conditions and growth patterns have implications for the future health and vitality of communities. They help define existing problems and identify available socioeconomic resources. They also represent the current and future demands for services and resources. Changes in population and households combined with existing development patterns and policy choices will determine how well the towns of Aurora and Bloomfield will be able to meet the future needs of their residents and the 14 comprehensive planning goals.

#### ***Issues and Opportunities Vision for 2030***

*In 2030, the Town of Aurora is a vibrant rural community and the quality of life has never been greater. A countywide agricultural marketing effort has ensured that agriculture continues to play a strong role in the area's economy. Dairy farms, equestrian facilities, as well as larger family owned operations and other agricultural based amenities continue to exist in harmony with the residential segment of the town. While growth has occurred, the town has been successful in protecting the integrity of the area's highly valued environmental features.*

*Auroraville is thriving with a blend of residential development, open space and commercial establishments. Through a cooperative effort with the WDNR and the dedicated work of local service organizations and residents the Aurora Millpond has become a scenic focal point within the small community. Situated next to the millpond, the Otto Brey County Park is an enjoyable spot for local families to picnic.*

*A heightened sense of community has been achieved in the Town through an annual community "pride" day and potluck. The Town, along with Waushara County, has been successful in working with the City of Berlin, the Berlin Area School District and Green Lake County on a number of projects that have enhanced the lives of the residents of the town. These efforts have given residents an opportunity to meet and connect with neighbors and other members of the community; and ensured, through community involvement and partnership with others, that the needs of the elderly, disabled and youth of the town are being met.*

### INVENTORY AND ANALYSIS

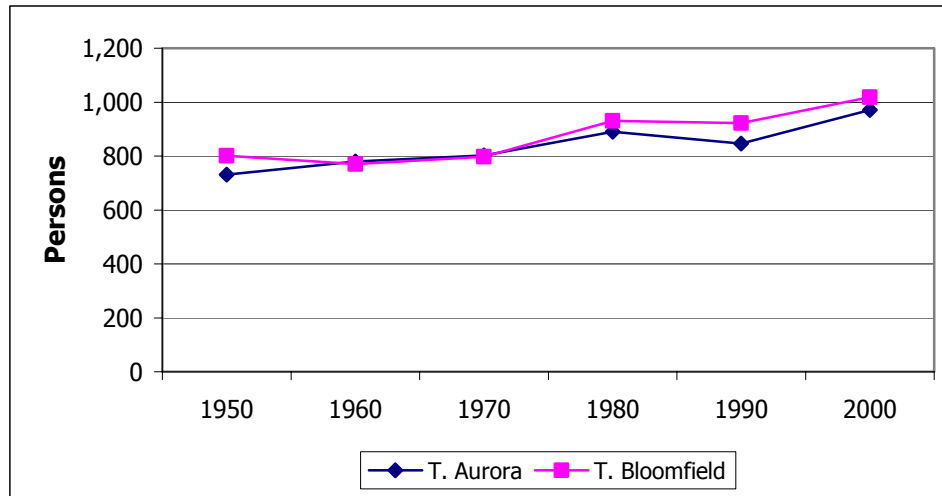
This section of the chapter provides a brief summary of historic population growth, followed by more detailed information regarding current population and household characteristics of the region. Population and socioeconomic trends are identified and potential future growth and development patterns are discussed. Characteristics examined include age, race, ethnicity, educational attainment, income and household types. Current and potential population and socioeconomic issues are noted. Their potential impacts and policy implications will be discussed in the remaining comprehensive plan element chapters. The remainder of this chapter will briefly describe the policy context, discuss the need for intergovernmental cooperation, assess current and future trends and identify issues that need to be addressed.

## Demographic Trends

### *Historic Population<sup>1</sup>*

Over the past fifty years, the population of the towns of Aurora and Bloomfield has remained fairly stable. Their population increased in some decades and decreased in others. However, overall, both towns experienced an increase in residents between 1950 and 2000. The Town of Aurora experienced the largest increase, 240 residents, while the Town of Bloomfield gained a smaller number of residents, 217 (Appendix B, Table B-1).

**Figure 2-1. Historic Population Change**



Source: U.S. Census: 1950, 1960, 1970, 1980, 1990, 2000; WI DOA 2001-2005.

Between 1950 and 2000, population growth in the towns of Aurora and Bloomfield lagged behind Waushara County, the East Central Region, and Wisconsin. The Town of Aurora's population increased by 32.8 percent during this time period, while Bloomfield's population increased by 27.1 percent. Population increases at the county, region and state level exceeded 55 percent, with Waushara County experiencing the largest increase, 65.7 percent. 2005 population estimates from the Wisconsin DOA indicate that recent growth trends are more in line with regional and state growth patterns. Since 2000, Aurora and Bloomfield's population has increased by 8.9 percent and 2.5 percent respectively, compared to 8.0 percent at the county level, 4.8 percent at the regional level and 4.0 percent at the state level.

### ***Components of Population Change***

The two components of population change are natural increase and net migration. Natural increase is calculated by subtracting deaths from births during a specific time period. Net migration is, in theory, the number of people leaving an area (out-migrants) subtracted from the number of people coming into an area (in-migrants). However, since no convenient way of determining the movement of people on a regular basis exists, net migration must be estimated. Net migration can be estimated based on survey data, information from census questions, IRS data or calculated by subtracting natural increase from total population change. Net migration estimates may vary depending on which methodology is used. Data from the

<sup>1</sup> U.S. Census: 1950, 1960, 1970, 1980, 1990, 2000; WI DOA 2001-2005.

University of Wisconsin-Extension Applied Population Laboratory (APL) and the Wisconsin DOA, for example, show similar trends, but their net migration estimates vary.

An examination of the data provided by the University of Wisconsin-Extension APL and the Wisconsin DOA indicate that since 1950, migration has played a greater role in population change in Waushara County than natural increase. With the exception of the 1950s, Waushara County has experienced a positive net migration rate (Tables 2-1 and 2-2). Furthermore, the rate of net migration in Waushara County has exceeded the overall Wisconsin net migration rates each decade since 1980, which indicates that Waushara County is attracting residents from other parts of Wisconsin.

**Table 2-1. Net Migration Estimates, 1950 to 1990**

	Waushara County		Wisconsin	
	Net Migration	Total Change	Net Migration	Total Change
1950 to 1960	-8.62%	-3.04%	-1.44%	15.06%
1960 to 1970	6.37%	9.62%	0.16%	11.79%
1970 to 1980	17.66%	25.22%	0.23%	6.51%
1980 to 1990	7.27%	4.64%	2.68%	3.96%

*Source: UWEX Applied Population Laboratory, "Net Migration by Age for Wisconsin Counties, 1950-1990".*

The role of migration in the county's population growth became more important in the 1990s and early 2000s, when the rate of natural increase fell below zero. Since natural increase rates were negative, the entire increase in population in Waushara County since 1990 can be attributed to in-migration (Table 2-2).

**Table 2-2. Components of Population Change, Waushara County**

	Numeric Change			Percent Change		
	Natural Increase	Net Migration	Total Change	Natural Increase	Net Migration	Total Change
1970-1980	215	3,516	3,731	1.46%	23.76%	25.22%
1980-1990	448	411	859	2.42%	2.22%	4.64%
1990-2000	-23	3,792	3,769	-0.12%	19.56%	19.44%
2000-2005 est.	-131	1,983	1,852	-0.57%	8.60%	8.03%

*Source: Population Trends in Wisconsin: 1970-2000, WI DOA, 2001; WI DOA, 2005.*

Waushara County migration patterns also varied by age<sup>2</sup> (Appendix B, Table B-2). Between 1990 and 2000, young families (age 30 to 44 yrs) and baby boomers (age 45 to 64) moved to Waushara County. During this time period, Waushara County lost population in two other age groups, as many individuals ages 20 to 29 and individuals age 75 and older migrated out of the county. The net loss of young adults is likely attributable to two factors. First, many students leave the county to attend college. Others may have relocated in search of affordable housing

<sup>2</sup> WI DOA, 2005.

and better employment opportunities. The out-migration of elderly individuals likely resulted from a need or desire for additional services. As people age, many eventually need or desire a wider variety of housing, healthcare, support services and transportation options than are available in rural communities.

### ***Population Density***<sup>3</sup>

Population density reflects the degree of urbanization and impacts the demand and cost effectiveness of urban service provision. Over time, urban growth and suburbanization within Waushara County has expanded, and settlement patterns have increased in density. In 2000, population densities for Waushara County towns ranged from 12 to 62 persons per square mile. Population densities in the towns of Aurora and Bloomfield were less than the county average. The Town of Aurora averaged 28 persons per square mile, while the Town of Bloomfield averaged 29 persons per square mile (Appendix B, Table B-3). The average population density for Waushara County was 37 persons per square mile, which was considerably less than the state average of 82 persons per square mile.

### ***Age Distribution***

The age structure of a population impacts the service, housing and transportation needs of a community. Communities with growing school age populations may need to expand school facilities. Communities with growing elderly populations may need to expand healthcare, housing options and transportation services. Currently, the largest age cohort within the region and the state is the “baby-boom” generation, which includes those individuals born between 1945 and 1965. These individuals have had, and will continue to have, a significant impact on service and infrastructure needs within both towns.

The change in population by age cohort between 1990 and 2000 indicates that the area’s population is aging<sup>4</sup> (Appendix B, Tables B-4 and B-5). Both towns experienced an increase in persons in the 30 to 64 age cohorts and a decline in the 20 to 29 year age cohort. The Town of Bloomfield lost population in the preschool (age 0 to 5 yrs.) and school age cohorts (age 5 to 19 yrs.) and gained population in the elderly (age 65 and older) age cohort. The Town of Aurora experienced a slight increase in the school age and preschool age populations and lost population in the elderly age cohort during this time period. The largest increase by far for both towns occurred in the 45 to 64 year old age cohort. Between 1990 and 2000, the number of individuals age 45 to 64 increased by 45.5 percent in the Town of Aurora and 36.1 percent in the Town of Bloomfield.

The relative decline in population under age 5 can be attributed to the out migration of individuals age 20 to 29 and the high proportion of residents age 45 to 64, as most individuals age 45 and older have moved beyond child bearing. The increase in the number of working age individuals can be attributed to in-migration of individuals age 30 and older and the aging of the baby-boomers. The Town of Bloomfield experienced an increase in the number of individuals age 65 and older, which indicates that some Bloomfield residents are choosing to age in place. The Town of Aurora experienced a slight decrease in residents age 65 and older. As individuals age, they may need or desire more accessible housing and additional services such as transportation and healthcare. As a result, it is likely that the smaller gain in the elderly

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<sup>3</sup> U.S. Census, 2000.

<sup>4</sup> U.S. Census; 1990, 2000.



population in the Town of Bloomfield and the decrease in the number of elderly residents in the Town of Aurora is due in part to some individuals migrating out of the area in search of additional services and/or more age appropriate housing.

Median age divides the age distribution of the population in half. One half of the population is younger than the median age, while the other half of the population is older than the median age. As a result, the median age of the population provides some insight to the overall population structure within a community. Median age can and does vary over space and time. Changes in population compositions resulted in most Waushara County communities experiencing an increase in median age between 1990 and 2000<sup>5</sup> (Appendix B, Tables B-4 and B-5).

In 1990, the Town of Bloomfield had the fourth lowest median age in Waushara County, 33.6 years. Between 1990 and 2000, the median age increased by 2.3 years in the Town of Aurora and by 6.5 years in the Town of Bloomfield. By 2000, the Town of Aurora had the fifth lowest median age in Waushara County, 37.6 years. The median age for the Town of Bloomfield was 40.1 years (Appendix B, Tables B-4 and B-5). Both towns had a lower median age than Waushara County and a higher median age than the state in 1990 and 2000. In Waushara County the median age rose from 38.6 years in 1990 to 42.1 years in 2000. In Wisconsin, the median age increased from 32.9 years in 1990 to 36.0 years in 2000.

## **Household Structure**

### ***Household Size***

Household size and changes in household structure help define the demand for different types and sizes of housing units. The composition of a household coupled with the level of education, training, and age also impact the income potential for that household. It also helps define the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accompanying infrastructure, even if no increase in population occurs.

Household size for both towns, Waushara County and the state has been decreasing since 1970<sup>6</sup> (Appendix B, Table B-23). Historically, the county has retained the lowest average household size. The Town of Bloomfield had the largest average household size in 1970, 1980 and 1990. Changes in household composition resulted in the Town of Aurora having the largest average household size in 2000.

Between 1990 and 2000, the largest decline in average household size occurred in the Town of Bloomfield, which experienced an increase in the number and share of one and two person households and a decrease in the number and share of five or more person households<sup>7</sup>. Waushara County experienced the smallest decline in average household size. It was also the only jurisdiction of the four to experience an increase in the number of households in each household size category (Appendix B, Tables B-6 and B-7).

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<sup>5</sup> U.S. Census; 1990, 2000.

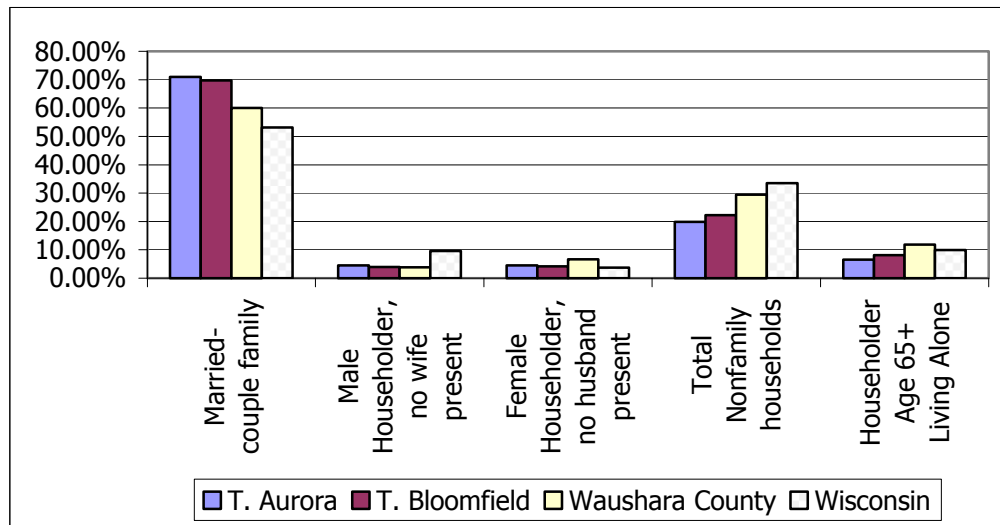
<sup>6</sup> U.S. Census; 1970, 1980, 1990, 2000.

<sup>7</sup> U.S. Census; 1990, 2000.

**Household Composition<sup>8</sup>**

In 1990 and 2000, the majority of households for all four jurisdictions were family households, and the majority of family households were married couple families (Appendix B, Tables B-8 and B-9). Between 1990 and 2000, all four jurisdictions experienced a decrease in the share of family households and married couple families and an increase in the share of nonfamily households. The share of single parent family households increased in all jurisdictions, but still remained a relatively small share of total family households. In 1990, the share of family households ranged from 70.0 percent of all households in Wisconsin to 81.8 percent of all households in the Town of Aurora. By 2000, the share of family households ranged from 66.5 percent of all households in Wisconsin to 80.1 percent of all households in the Town of Aurora. The state had the largest share of single parent family households and nonfamily households in both years. The Town of Bloomfield had the smallest share of single parent family households for both years, while the Town of Aurora had the smallest share of nonfamily households for both years (Figure 2.2).

**Figure 2-2. Percent of Households by Type, 2000**



Source: U.S. Census; 1990, 2000, STF 1A.

In 1990, householders age 65 or older and living alone ranged from 13.8 percent in Waushara County to 6.1 percent in the Town of Aurora. Between 1990 and 2000, the share of elderly householders living alone decreased in the Town of Bloomfield, Waushara County and the state, and rose slightly in the Town of Aurora. By 2000, elderly householders living alone ranged from 11.9 percent of all households in Waushara County to 6.5 percent in the Town of Aurora.

While householders age 65 or older and living alone comprise a very small share of the total households, their numbers are increasing in both towns and Waushara County. Between 1990 and 2000, the combined number of householders age 65 or older and living alone in the towns of Aurora and Bloomfield rose from 47 to 54. While this may be a satisfactory living situation for some, for others it may be a challenge. As costs rise and health declines, elderly singles may have difficulty maintaining their housing unit, especially if they own a larger home. Homes may need special modifications or additional equipment if the elderly or disabled are to live independently. Assistance may also be needed with housekeeping, transportation or meal

<sup>8</sup> U.S. Census; 1990, 2000.

preparation, etc. Social isolation may also become an issue if these individuals have limited mobility options. The towns of Aurora, Bloomfield and Waushara County may want to consider what options and services will help meet the needs of these individuals.

### **Race and Ethnic Origin**

Population by race and ethnic origin provides information regarding the social and cultural characteristics of an area. It also provides information regarding population dynamics. Access to education and economic opportunities differ by race and ethnic origin. Differences also exist in age structure, language barriers and risks for various diseases and health conditions. Some ethnic groups are also more mobile than others.

Since new immigrants are more likely to settle in areas with existing populations from their countries of origin, race and ethnicity, existing populations may also influence migration patterns. National population trends indicate that persons of color (includes African Americans, Native Americans, Alaskan Natives, Pacific Islanders, Asians and persons declaring two or more races) and persons of Hispanic Origin are growing faster than non-Hispanic whites<sup>9</sup>. As the population of the cluster, Waushara County, and Wisconsin continue to grow, it is likely that the minority proportion of the population (persons of color and whites of Hispanic Origin) will also continue to grow. If this occurs, communities may need to compensate for the changing demographic composition. It is important that these individuals participate in the planning process so that these individuals not only understand local cultural norms, but also have a positive stake in local communities. Communities may also find it beneficial to promote opportunities for positive interaction between cultures. An increase in understanding of differences and similarities in expectations and cultural values may help reduce friction between groups.

### ***Racial Distribution***<sup>10</sup>

Both towns experienced an increase in persons of color between 1990 and 2000 (Appendix B, Tables B-10 and B-11). However, the number of persons of color remained small. Only 23 individuals in the Town of Aurora and 9 in the Town of Bloomfield identified themselves as non-White. Whites continued to comprise an overwhelming majority of the population. Asian or Pacific Islanders comprised the largest nonwhite group in Aurora, while persons of two or more races was the largest nonwhite group in Bloomfield. The 2000 Census was the first Census which allowed persons of mixed race to identify themselves as belonging to two or more races. Less than two percent of state residents and less than one percent of Town of Aurora, Town of Bloomfield, and Waushara County residents declared they were of two or more races.

The population in both towns is less diverse than that of the county and state. In 2000, whites comprised 97.6 percent of the Town of Aurora's population and 99.1 percent of the Town of Bloomfield's population, compared to 88.9 percent of the state's population and 96.8 percent of Waushara County's population.

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<sup>9</sup> U.S. Census.

<sup>10</sup> U.S. Census; 1990, 2000, STF IA.

### ***Ethnic Origin***<sup>11</sup>

In 2000, the most common ancestry identified by town and county residents was German (Appendix B, Table B-12 and B-13). Forty-nine percent (49.2%) of Town of Aurora and 51.8 percent of Town of Bloomfield residents claimed German ancestry, compared to 38.0 percent of Waushara County residents. Several residents (16.7% of Aurora and 18.7% of Bloomfield residents) could not identify or chose not to report their ancestry. The second most common ancestry identified by Town of Aurora and Waushara County residents was Polish. Approximately ten percent (10.2%) of residents in the Town of Aurora and 7.3 percent of Waushara County residents claimed Polish ancestry. In the Town of Bloomfield, Norwegian was the second most common ancestry identified. These individuals comprised just under five percent (4.7%) of Bloomfield's population (Appendix B, Table B-13).

Although Hispanics are the fastest growing ethnic group in the United States, they currently comprise less than four percent of the county's and state's population (Appendix B, Table B-14). However, like the nation, this segment of the population is one of the fastest growing in the area. Between 1990 and 2000, the Hispanic population within Waushara County and Wisconsin more than doubled. At the county level, the Hispanic population increased from 2.0 percent of the county's population to 3.7 percent. At the state level, the Hispanic population increased from 1.9 percent of the state's population in 1990 to 3.6 percent of the state's population in 2000.

Although the number and share of Hispanics increased in the towns of Aurora and Bloomfield between 1990 and 2000, they remain a very small part of the population. In 2000, Hispanics comprised 0.1 percent of the Town of Bloomfield's population and 2.0 percent of the Town of Aurora's population (These figures do not include the UMOs shelter, as it is not open on April 1<sup>st</sup>). If these towns are going to continue to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase as Hispanics are becoming a larger share of the national, state and county population.

### **Income Levels**

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, social security, retirement income, disability income and welfare payments<sup>12</sup>. Traditionally, earned income is geographically dependent, as the quality of local jobs determines the earning potential and quality of life for local residents dependent on earned income. Unearned income is not geographically dependent. Retirement pensions, for example, may come from a company which is located several states away. As a result, a retiree's quality of life is not as dependent on the health of the local economy and quality of jobs in the area as someone who derives the majority of their income from earnings. As telecommuting increases and becomes more mainstream, earned income may become more geographically independent. However, at this point in time, little telecommuting occurs in Waushara County.

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<sup>11</sup> U.S. Census, 2000 STF 3A. U.S. Census, 1990, 2000 STF 1A.

<sup>12</sup> U.S. Census Bureau.

### ***Impact of Earnings on Household Income***<sup>13</sup>

An examination of 1999 income data indicates that the majority of household income within the towns of Aurora and Bloomfield, Waushara County and the state is derived from earnings. As a result, access to earning opportunities is a strong determinant in meeting the income needs of residents in all four jurisdictions (Appendix B, Table 15). This is especially true for the Town of Bloomfield, which had the highest percentage of income derived from earnings and the second highest percentage of households with earnings in Waushara County. Eighty-three percent (83.2%) of income in Bloomfield was derived from earnings, compared to 80.6 percent of income in Wisconsin and 80.1 percent of income in the Town of Aurora. At the county level, only 71.4 percent of income was derived from earnings, which indicates that the county as a whole is less dependent on employment and job creation than the towns of Aurora and Bloomfield.

In all four jurisdictions, the average income per household was higher than the average earnings per household, which indicates that all four jurisdictions also benefit from unearned income (Appendix B, Table 15). In the four jurisdictions, the percent of households with earnings ranged from 83.8 percent in the Town of Bloomfield to 75.7 percent in Waushara County.

### ***Income Comparisons***<sup>14</sup>

Three commonly used income measures are median household income, median family income and per capita income. Median income is derived by examining the entire income distribution and calculating the point where one-half of incomes fall below that point, the median, and one-half above that point. Per capita income measures income per person, and is calculated by dividing the total income of a particular group by the total population of that particular group, including all men, women and children, regardless of age and earning potential.

A comparison of median family, median household and per capita income values between 1989 and 1999 indicate that both towns, Waushara County, and Wisconsin experienced an increase in all income measures during this time period (Appendix B, Table 16). The Town of Aurora experienced the largest increase of all four jurisdictions in all three income measures, while the state experienced the smallest increase.

These variations in income growth between 1989 and 1999 resulted in an increased disparity between the Town of Aurora and the Town of Bloomfield. However, since both towns experienced higher growth rates in these income measures than Wisconsin, the income gap between the state and these two communities appears to be narrowing. Waushara County also experienced a higher rate of growth in all three income measures than the state.

In spite of these gains, the State of Wisconsin maintained higher median family and per capita incomes than Waushara County and both towns for both years. With the exception of the Town of Aurora in 1999, the state also maintained a higher median household income (Appendix B, Table 16).

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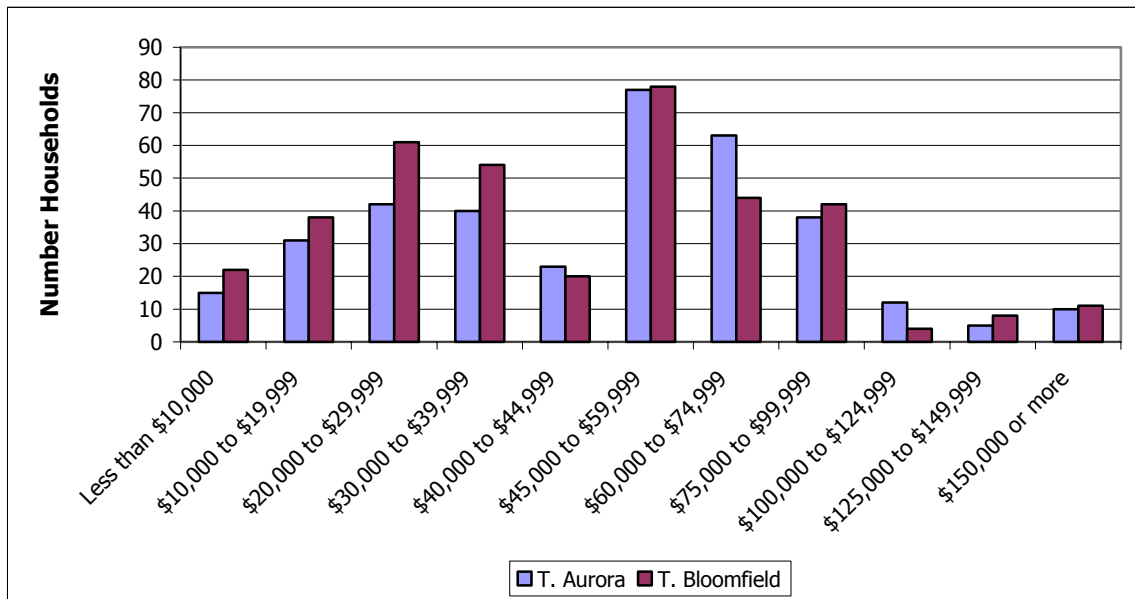
<sup>13</sup> U.S. Census, 2000, STF 3A.

<sup>14</sup> U.S. Census, 2000

**Household Income By Range<sup>15</sup>**

Median and per capita income figures are often used to compare incomes across communities. Household income by range, however, provides a clearer picture of the distribution of income within a community. This allows communities to target policies, programs, housing and economic development opportunities to better meet the needs of their residents. Table B-17 in Appendix B identifies the number of households in income categories ranging from those with incomes of less than \$10,000 through those with incomes of \$150,000 or more. Figure 2.3 shows the distribution of those households. 2000 Census information indicates that in 1999 the Town of Bloomfield had a larger number of households with incomes below \$10,000 (22), than the Town of Aurora (15). The Town of Bloomfield also had a larger number of households with incomes of \$150,000 or more (11), than the Town of Aurora (10). In both towns, the income range with the largest number of households was the \$45,000 to \$59,999 range. Income categories with the smallest number of households include those with incomes of \$100,000 or more.

**Figure 2-3. Distribution of Households by Income Range, 1999**



Source: U.S. Census, 2000

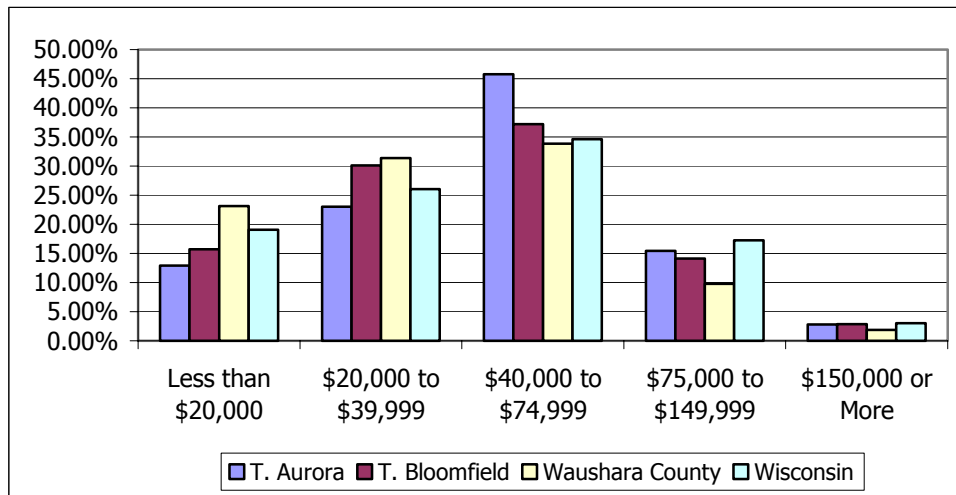
For additional comparison and analysis, the eleven income categories in Appendix B, Table B-17 have been consolidated into five broader income categories and presented in Figure 2.4 as a share of total households with income. As indicated in Figure 2.3 and 2.4, both towns had a slightly different distribution of households by income range in 1999. However, over eighty percent of households in both towns reported incomes below \$75,000. The Town of Aurora had a greater share of households with income between \$40,000 and \$74,999, while the Town of Bloomfield had a greater share of households with income below \$40,000. Approximately 36.0 percent of Town of Aurora and 45.8 percent of Town of Bloomfield households reported income at or below the county median income (\$37,000), which means that many households in the area are likely eligible for programs such as housing rehabilitation grants and loans, guaranteed loans for first time home buyers and job training programs designed to help

<sup>15</sup> U.S. Census, 2000

increase skills which should result in increased earnings potential. Some families may also be eligible for school lunch programs.

The percentage of households with incomes below \$20,000 ranged from 12.9 percent of all households in the Town of Aurora to 15.7 percent of all households in the Town of Bloomfield. In comparison, 23.1 percent of county households and 19.1 percent of Wisconsin households had incomes less than \$20,000. At the other end of the spectrum, 11.7 percent of county households and 20.3 percent of Wisconsin households had incomes of \$75,000 or more, while the percentage of households with incomes of \$75,000 or more ranged from 17.0 percent in the Town of Bloomfield to 18.3 percent in the Town of Aurora.

**Figure 2-4. Household Income by Range, 1999**



Source: U.S. Census, 2000, STF 3A

**Poverty Status<sup>16</sup>**

The poverty level is determined by the U.S. Census Bureau and based on current cost of living estimates, as adjusted for household size. In 1990, the poverty threshold for a family of four with two children was a household income of \$12,674. By 2000, the poverty threshold for a family of four with two children had risen to \$17,463.

Between 1989 and 1999, both the number and percentage of persons living below the poverty threshold declined in all four jurisdictions (Appendix B, Tables B-18 and B-20). In spite of the decline in poverty, 4.4 percent of Town of Aurora and 8.1 percent of Town of Bloomfield residents still lived below the poverty line in 1999. Nine percent (9.0%) of Waushara County residents and 8.4 percent of Wisconsin residents continued to live in poverty as well (Appendix B, Table B-20), which indicates that poverty is less common in both towns than at the county or state level.

Poverty by age trends varied. Children were more likely to live below poverty than elderly residents during both time periods in the Town of Bloomfield, Waushara County and Wisconsin. Not only were children more likely to live below poverty, they comprised a greater number and share of total persons in poverty than elderly residents. For example, at the county level, 584

<sup>16</sup> U.S. Census, 1990; U.S. Census, 2000, STF 3A

children lived in poverty in 1999 compared to 462 persons 65 and older. The ratio of children to elderly below poverty was even greater at the state level, where 150,166 children lived below poverty compared to 49,245 persons age 65 and older (Appendix B, Table B-21).

In the Town of Aurora, children were more likely to live below poverty in 1989, while elderly were more likely to live below poverty in 1999. In the Town of Aurora, the total number of children increased between 1989 and 1999 while the number of children below poverty declined from 30 in 1989 to 8 in 1999. During this same time period, the total number of elderly decreased in the Town of Aurora while the number of elderly residents in poverty increased from 4 in 1989 to 8 in 1999 (Appendix B, Tables B-19 and B-21).

In 1989, 16.0 percent of children in the Town of Aurora lived in poverty, compared to 3.3 percent of the elderly. By 1999, the share of children living in poverty in the Town of Aurora had decreased to 3.2 percent, while the share of elderly living in poverty had increased to 6.8 percent. During this time period in the Town of Bloomfield, the share of children living in poverty declined from 16.4 percent to 9.9 percent, while the share of elderly residents living in poverty declined from 21.2 percent to 10.7 percent (Appendix B, Table B-19 and B-21).

Of the four jurisdictions, Waushara County had the highest share of children in poverty in 1989, 20.1 percent, while Wisconsin had the lowest, 14.9 percent. Between 1989 and 1999, Waushara County experienced a sharper decline in the share of children in poverty than Wisconsin as a whole. As a result, in 1999 the state had the largest share of children in poverty of all four jurisdictions, 11.2 percent. In Waushara County, 10.9 percent of children still lived in poverty in 1999.

In 1989, the Town of Bloomfield had the largest share of elderly residents living in poverty for all four jurisdictions, 21.2 percent, while the Town of Aurora had the smallest share, 3.3 percent. Nine percent (9.1%) of state residents and 13.9 percent of Waushara County residents lived in poverty in 1989. By 1999, the share of elderly residents living in poverty had decreased to 7.4 percent in the state, 10.8 percent in Waushara County and 10.7 percent in the Town of Bloomfield. In the Town of Aurora, the share of elderly residents living in poverty had increased to 6.8 percent (Appendix B, Table B-19 and B-21).

Between 1989 and 1999, the number of families in poverty declined in all four jurisdictions. Since the total number of families also increased during this same time period, the share of families living in poverty declined. In 1989, the share of families living in poverty ranged from 10.1 percent in Waushara County to 5.8 percent in the Town of Aurora. In 1999, the share of families living in poverty ranged from 5.7 percent in the Town of Bloomfield to 3.9 percent in the Town of Aurora (Appendix B, Table B-18 and Table B-20). In all four jurisdictions, the share of families living below poverty was less than the share of total persons living below poverty for both years.

Most discussions regarding poverty tend to focus on children and elderly, as they are considered dependent populations which have little to no ability to change their circumstances. As a result, they are the populations most in need of assistance. However, as the U.S. economy moves from a manufacturing based economy to a service based economy, many individuals find themselves falling into a category called the working poor. These are individuals who are working, but their wages are too low to move them out of poverty. Economic development policies which encourage skill development, training and living wage



jobs could help Town of Aurora and Town of Bloomfield communities continue to reduce the number of persons living in poverty. The living wage is defined as the hourly wage which will cover the cost of a two bedroom apartment and other basic expenses in a community within a 40 hour work week.

### **Population Forecasts<sup>17</sup>**

Population projections can provide extremely valuable information for community planning; but by nature, projections have limitations which must be recognized. First, population projections are not predictions. Population projections are typically based on historical growth patterns and the composition of the current population base. Their reliability depends to a large extent on the continuation of those past growth trends. Second, population projections for small communities are especially difficult and subject to more error, as even minor changes in birth, death or migration rates can significantly impact community growth rates. Third, population growth is also difficult to predict in areas which are heavily dependent on migration, as migration rates may vary considerably based on various “push” and “pull” factors both within and outside of the area.

Since migration has played such an important role in Waushara County population growth, migration rates are expected to significantly impact future population growth. An examination of past growth trends in the towns of Aurora and Bloomfield indicate that decades of growth occurred during periods of high net in-migration and periods of population decline occurred during periods of low net in-migration. These historic population fluctuations are carried forward in the population forecasts for both towns.

Population growth in both communities will result in an increase in demand for services and land consumption. The density of settlement, coupled with the amount and location of land consumed for housing, commercial and industrial uses will impact service costs. Additional development will decrease the amount of open space. Development choices will also impact the economic vitality of the agricultural and forestry sectors.

Table B-22, Appendix B presents population estimates for Waushara County through 2030. These population projections are based on a combination of average growth trends over the last four decades, anticipated growth patterns developed by DOA, and anticipated impacts from the new Redgranite Correctional Facility. It is assumed that the largest population gains will occur during the first decade and will taper off during the second decade. However, as noted earlier, growth rates can shift quickly in smaller communities and migration can vary substantially based on factors within and outside of communities. As a result, it is recommended that the towns of Aurora and Bloomfield review their population growth every five years to determine if their population change is following anticipated trends or if growth trends are shifting.

Both towns are expected to grow through 2010. After 2010, current forecasts indicate that the Town of Aurora is expected to continue growing, while the Town of Bloomfield’s population is expected to decline between 2010 and 2030. The Town of Aurora is expected to grow faster than Waushara County between 2000 and 2030, while the Town of Bloomfield is expected to grow at a much slower rate. Factors which may contribute to slower growth in the Town of

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<sup>17</sup> Source: U.S. Census, 1970, 1980, 1990, 2000; WI DOA, 2004; ECWRPC

Bloomfield include a higher median age, a larger share of one person households age 65+ and a population base that is becoming a smaller share of the county's population.

### ***Population Projections by Age Cohort***

Reliable age cohort projections at the community level are not available for the towns of Aurora and Bloomfield. Past trends and anticipated national, state and county trends indicate that population growth has not occurred uniformly in all age groups due to fluctuations in fertility rates and differences in migration patterns by age. These variations in growth rates, coupled with the aging of the baby boom population, will impact the population and age distribution within the Towns of Aurora and Bloomfield.

Wisconsin migration patterns by age indicate that as individuals approach retirement age, many relocate to rural communities. As elderly persons in rural areas age and their health begins to deteriorate, many relocate to urban communities for access to better services and healthcare. However, increases in technology and healthcare have contributed to longer life spans and allowed the elderly to remain more independent. It is unclear at this point how these changes will impact future migration patterns by age. Waushara County population projections by age cohort<sup>18</sup> indicate that the number of county residents age 65 and older may almost double between 2000 and 2030, while the number of children may decline by 21 percent. In the future, the Towns of Aurora and Bloomfield may find themselves balancing the needs of school age children with the needs of their elderly residents.

### **Household Forecasts**

In previous household forecasts, East Central relied on county and minor civil division (MCD) persons per household (pphh) projections from DOA to adjust future household growth to reflect modifications to population forecasts. During this update, MCD level pphh information was not formally released. As a result, staff found it necessary to develop an alternative methodology for forecasting households at the MCD level. After reviewing a number of potential methodologies, staff selected the two methodologies which provide the best fit for the largest number of communities within the region.

While both household forecasts are available for communities and counties to use for planning purposes, ECWRPC uses the methodology which generates the largest number of projected year round households for sewer service area and long range transportation/land use planning purposes. In instances where neither methodology consistently generates the highest number of households for communities within those sewer service and long range transportation plan study areas, a combination of both methodologies is used. This allows communities to develop the infrastructure to handle the largest anticipated amount of growth. Communities which experience seasonal fluctuations in populations will need to make adjustments to these numbers in the appropriate sections of this planning document.

The actual growth rate and amount of future growth communities experience will be determined by local policies which can affect the rate of growth within the context of county, state and national population growth trends. Since migration plays such a large role in Waushara County growth patterns, growth rates and trends outside of the county will influence the pool of potential residents the county can attract. If communities prefer a slower growth

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<sup>18</sup> WI DOA, 2004

option which puts less pressure on their natural resources and lessens the impact on their community character, communities are welcome to use the lower estimates. Regardless of whether communities prefer a no growth, low growth or high growth option, it is recommended they adequately prepare for future growth/changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of public infrastructure and services by encouraging denser, efficient growth patterns which maximize the use of land resources while minimizing the impact on the natural resource base.

Based on projected growth patterns and smallest average household size assumptions, the number of households in Waushara County is expected to increase by 28.9 percent between 2000 and 2030<sup>19</sup>. Households in the Town of Aurora may increase by 42.1 percent, while households in the Town of Bloomfield may increase by 18.5 percent during this time period (Appendix B, Table B-24).

The increase in the number of households is expected to result from in-migration of new households and a continued decrease in household size. Since new households are formed within an existing population when households split into two or more households, the number of households can increase even if the population does not. One major factor contributing to an increase in households nationwide will be the aging of the echo-boom generation. As these children of the baby-boomers move out of their parent's home and form their own household, the increase in the number of new households is expected to be large compared to actual population growth.

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Economic Development**

An aging population creates opportunities and challenges. If current migration trends hold true, the towns of Aurora and Bloomfield will likely continue to attract baby-boomers. Many of these individuals may have personal wealth and/or good retirement incomes. At the same time, both towns have and will likely continue to have persons age 65 and older living in poverty.

A larger population will likely drive the need for additional goods and services. Local companies and communities may need to find creative ways to attract younger working individuals (25 to 45 years old) to live and work in the planning area to meet workforce needs. At the same time, recruiters should allow elderly who seek employment to continue to remain in the work force.

As people are living longer, many are choosing to work into their traditional retirement years. These individuals often desire more flexibility or part-time employment. Other older individuals may need to earn extra income to afford the basic necessities and/or cover healthcare costs. Some retirees may not be interested in continuing in the workforce, but have the skills, knowledge and desire to serve as mentors and teachers. These individuals may, upon request, desire to volunteer to help communities address housing, literacy, financial education or other local needs. Some may wish to provide expertise to emerging businesses through a SCORE chapter. Since growing local businesses can be as important as attracting outside firms to locate in the area, new entrepreneurs should be encouraged to develop new industries so that job opportunities are available to all residents. Data indicates that earnings are an important

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<sup>19</sup> U.S. Census, 2000; ECWRPC

component of household income in both towns. As a result, communities in the area should work together to build and attract living wage employment opportunities.

## **Housing**

Additional housing will be needed to meet the anticipated increase in the number of households, the needs of seasonal residents and changing demographic trends within communities. The type, tenure and quantity of housing needed will vary based on the age structure, physical needs, income levels and preferred housing choices of the overall population. In all likelihood, communities will need a mixture of housing types, styles and price ranges. If current income structures remain in place, quality housing for low income workers and elderly will be important. New single family as well as multi-family homes will be needed. Some conversion of seasonal to year round residences is anticipated. Existing homes may need to be remodeled or rehabilitated to meet changing needs. Communities will likely need housing for singles, young families and their workforce. A variety of housing will be needed for the elderly and disabled as well. Remodeling or rehabilitation may help elderly or disabled individuals who wish to stay in their existing home to remain in their homes for a longer period. Other individuals may desire other alternatives or need assisted living or skilled nursing facilities. Condominiums, efficiency apartments or community based residential facilities may be best suited for this segment of the population. Both towns need to determine if they wish to provide these alternatives or if these individuals should be served elsewhere. Furthermore, housing costs appear to be rising faster than incomes in the Town of Bloomfield. As a result, more attention must be paid to meeting affordable housing needs. Housing can be made more affordable by increasing incomes, subsidizing the cost of existing housing or building housing which is more in line with local incomes.

## **Transportation**

As communities grow, roads and other infrastructure may be needed to access additional housing, commercial, public and industrial buildings that may be constructed to accommodate the increasing population base. Transportation systems should be monitored for adequacy in meeting increased demands for local and through traffic. Potential changes could include additional lanes or other upgrades to existing roads. Local governments should also consider alternative transportation needs and desires. Increased access to bicycle and pedestrian facilities could provide viable, cost-effective transportation options for residents and increase recreational opportunities. As the elderly population's ability to drive decreases, the need for specialized transportation will increase. If these individuals are to remain in the area, increased access to affordable bus, shared ride taxi service or other transportation alternatives will be necessary to ensure that the elderly can visit healthcare professionals, shop for groceries, and meet other basic needs.

## **Utilities and Community Facilities**

As population demographics change, the overall needs of the community also change. A growing elderly population, for example, may increase the need for additional healthcare or adult daycare facilities. School facilities may need to be upgraded or modified to meet changing educational expectations or to help increase the earnings potential of local residents. An increase in residences may increase the need for police or fire protection. In the future, both towns will likely need to increase the number and availability of services targeted towards the

elderly while maintaining a balance with services for working age persons and school age children. Communities will also need to balance the demands and needs of year-round and seasonal populations with the costs of those facilities and services. Ideally, improvements and expansions of utilities and community facilities and services should be coordinated with fluctuations in population. While some national recommendations are provided to help communities determine appropriate levels of service for fire, libraries, schools, open space, recreation and other public services, local governments should tailor services to local conditions to ensure that the basic needs of their citizens are met.

### **Agricultural Resources**

Traditionally many of the farms in the planning area are small family owned operations. Throughout Wisconsin the numbers of agricultural operations, especially dairy farms, are declining significantly as existing farmers reach retirement age. Currently, few younger individuals are entering the farming profession due to increased operational costs and more stringent regulations. As the population in Waushara County increases, more pressure will be placed on landowners to convert land from farmland to residential, commercial and industrial development, which will further exacerbate these trends. Since agriculture is important to the economy of the towns of Aurora and Bloomfield, they should consider ways to reverse the decline in agriculture. Increased reliance on locally produced agricultural products would support the local agriculture and food products sectors and help ensure their continued operation, affordability and access. Alternative farming methods, programs and land use regulations could help meet anticipated increase in food demands.

### **Natural Resources**

The critical question with respect to natural resources is how will an expanding population base affect the protection and preservation of natural resources. The increased demand for housing, commercial and industrial development will consume additional land throughout Waushara County. The abundance of natural resources, including wetlands, lakes, streams and forests sustains a portion of local economy. As development occurs, issues regarding open and natural space preservation/enhancement, water quality protection, wildlife habitat management, floodplain management and others will need to be addressed. Increased road construction will also require gravel, sand, and other non-metallic minerals. Deposits throughout the planning area will need to be identified so that transportation and construction costs can be minimized.

### **Cultural Resources**

Waushara County is rich in historical, archeological, and cultural sites. These sites provide information about early Native Americans, European settlement and the development of the area. Many buildings and areas have significant religious or cultural meaning. While some Town of Aurora and Bloomfield sites are listed on the historical register, others are not. Efforts should be made to inventory and map historical, archeological, and cultural sites so that their significance is not destroyed or altered. These sites provide a link with the county's cultural and ethnic heritage. Preserving them would help document the changing demographics and socio-economic characteristics of the area. Historical sites, heritage corridors and museums may also provide economic development opportunities. Moreover, a concerted effort should be made to incorporate historical architectural styles into modern construction to enhance local cultural features and preserve community character.

The latest Census data indicates that the population of Waushara County and Wisconsin is becoming more diverse. As the area's population changes, language barriers and a lack of awareness and understanding between races, cultures, classes and generations can lead to conflict. Positive opportunities for cross-cultural, cross-class and multi-generational interaction can help resolve any issues that may arise as the area's population changes.

### **Land Use**

Additional land will be converted to residential, commercial/industrial and public/institutional uses to accommodate anticipated population and household changes. These changes could alter the pattern of existing development and community character and place additional pressure on natural, cultural and agricultural resources. By recognizing the relationship between the density of settlement and amount and location of land consumed, local governments could minimize conflicts and protect natural and agricultural resources, amenities and community character. Two basic options for locating new development are within areas of existing infrastructure and development or converting farm, forest or open space lands to other uses. Either option will impact local communities. The towns of Aurora and Bloomfield will need to make choices that help achieve the envisioned future.

### **Intergovernmental Cooperation**

Although larger populations will result in an increased tax base, the offsetting costs for infrastructure, maintenance and services will require local governments and organizations to identify ways to provide cost-effective services to their residents. Where feasible, local governments must cooperate not only to provide adequate infrastructure to meet increased demands, but also to encourage economic development and employ sufficient staff to handle the anticipated service usage increases. Furthermore, a well-informed staff is necessary for local governments to meet the growing needs of the general public. Through effective communication, training and education, local governments will avoid unnecessary duplication of services and provide more streamlined access to information and services.

## **POLICIES AND PROGRAMS**

Growth and development patterns do not occur in a vacuum. Over time, federal, state and local policies have directed the amount and location of development. Federal immigration policies determine the flow of immigrants into the United States, both in terms of numbers and countries of origin. Concepts such as Manifest Destiny combined with expansive federal housing, land and transportation legislation, policies and subsidies such as the Homestead and Railroad Acts, the interstate highway system and IRS codes, etc. have heavily influenced settlement patterns. Additional federal legislation such as the Civil Rights Act, Americans with Disabilities Act (ADA) and Affirmative Action legislation have increased access and opportunities for persons of color and persons with disabilities. Wisconsin has broadened federal Civil Rights and Affirmative Action laws to include additional protected classes. State transportation policies and state land use legislation such as NR121, farmland preservation, natural resource protection and real estate tax codes have influenced growth and settlement. Local attitudes towards growth and accompanying zoning legislation, transportation and utility investments and

tax and land subsidies also influence the type and amount of growth and development which occurs in each community.

Policies which impact growth and development have been developed over time by different agencies and different levels of government with varying missions and objectives. The resulting policies and programs are sometimes complementary and sometimes contradictory. It is the interaction of these various policies and market influences that determine actual growth patterns. Although many current federal and state policies and subsidies still encourage expansion, other policies such as the 14 land use goals recently developed by the state also encourage communities to accommodate growth in perhaps a more efficient manner than they have in the past. The recently adopted comprehensive plan legislation encourages communities to develop comprehensive plans, but provides communities with the opportunity to determine their own growth patterns. As a result, the type of development which will occur in the future is still open to debate.

### **Regional, County and Local Policies**

**East Central Wisconsin Regional Planning Commission.** East Central Wisconsin Regional Planning Commission is currently developing a regional smart growth plan. As part of this planning process, East Central has identified several key issues:

- How do we plan for continued population growth, which will result in an increase in demand for services and land consumption in the region?
- How do we promote the recognition of the relationship between the density of settlement and amount and location of land consumed for housing, commercial, and industrial uses and the costs of services?
- How do we ensure the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space?
- How do we address the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region's more productive farmland is located? More specifically, how will we address the impact on the farm economy?
- How do we ensure that an increase in urbanization has a positive impact on rural communities?
- Urban counties in the region currently have greater social and economic capital, more government support due to a larger tax base, and greater access to nonprofit services than rural counties. Current trends show the educational and income gap between urban counties and rural counties widening. How do we plan to decrease this gap and promote a healthy, vibrant economy and quality of life for all residents throughout the region?

The core goal for the Issues and Opportunities Section is:

- To promote communities that are better places in which to live. That is, communities that are economically prosperous, have homes at an affordable price, respect the countryside, enjoy well designed and accessible living and working environments, and maintain a distinct sense of place and community.

The intent of this goal is to minimize the negative effects of sprawl development and provide a cost-effective variety of services and infrastructure that will meet the changing demographics of the overall population.

### **Federal, State and Regional Programs**

This section includes information on federal, state and regional programs which were used to develop this chapter. Other programs which influence growth and may impact future socio-economic conditions will be described in pertinent chapters within this plan.

#### **Federal Agencies**

##### ***United States Department of Commerce***

**Economics and Statistics Administration (ESA).** The Economics and Statistics Administration collects, disseminates and analyzes broad and targeted socio-economic data. It also develops domestic and international economic policy. One of the primary bureaus within the ESA is the U.S. Census Bureau. The majority of information analyzed in this chapter was collected and disseminated by the Census Bureau, which is the foremost data source for economic statistics and demographic information on the population of the United States. The Census Bureau conducts periodic surveys and Decennial Censuses that are used by federal, state, and local officials and by private stakeholders to make important policy decisions. The Bureau produces a variety of publications and special reports regarding the current and changing socio-economic conditions within the United States. It develops national, state and county level projections and also provides official measures of electronic commerce (e-commerce) and evaluates how this technology will affect future economic activity.

#### **State Agencies**

##### ***Wisconsin Department of Administration (DOA)***

**Demographic Services Center.** The Wisconsin Department of Administration (DOA) Demographic Services Center is responsible for developing annual population estimates for all counties and all minor civil divisions (MCD) in the state. They develop annual estimates of the voting age population by MCD and population estimates by zip code. The Demographic Services Center also produces annual county level housing unit and household estimates. The Demographic Services Center also develops population projections by age and sex for all Wisconsin counties, and produces population projections of total population for all municipalities.



**Wisconsin State Data Center (WSDC).** The Wisconsin State Data Center is a cooperative venture between the U.S. Bureau of the Census, DOA, the Applied Population Laboratory at the University of Wisconsin-Madison and 39 data center affiliates throughout the state. The U.S. Bureau of the Census provides Census publications, tapes, maps and other materials to the WSDC. In exchange, organizations within WSDC function as information and training resources. DOA is the lead data center and the Applied Population Laboratory functions as the coordinating agency throughout the state. Local data center affiliates, such as East Central, work more closely with communities and individuals within their region.

### **University of Wisconsin-Madison**

**Applied Population Laboratory (APL).** The Applied Population Laboratory is located with the Department of Rural Sociology at the University of Wisconsin-Madison. They conduct socio-economic research, give presentations and publish reports and chartbooks. They will contract to do specific studies or school district projections. APL also functions as the coordinating agency for the WSDC and the lead agency for the Wisconsin Business/Industry Data Center (BIDC).

### ***Regional Programs***

**East Central Wisconsin Regional Planning Agency.** As the state data center affiliate for the region, East Central receives Census materials and Demographic Service Center publications from DOA, plus additional information and reports from other state agencies. This information is maintained within its library, used for planning purposes and published within East Central reports. Information and technical assistance regarding this data is also provided to local governments, agencies, businesses and the public upon request.

While DOA provides base level population projections for the state, local conditions, such as zoning regulations, land-locked communities, and local decisions regarding land use development can influence the accuracy of these base line projections. As a result, East Central has the authority to produce official population projections for the region. East Central also estimates future household growth.

## CHAPTER 3: ECONOMIC DEVELOPMENT

### TABLE OF CONTENTS

Introduction .....	3-1
Vision Statement .....	3-1
Inventory and Analysis .....	3-1
Educational Attainment.....	3-1
Labor Force.....	3-2
Economic Base Information.....	3-2
Travel Time to Work .....	3-4
Location of Workplace .....	3-5
Employment Forecast .....	3-7
Industrial Park Information .....	3-7
Business Retention and Attraction .....	3-7
Economic Development Opportunities.....	3-10
Commercial and Industrial Design .....	3-10
Infill and Brownfield Development.....	3-10
Interrelationships with other Plan Elements .....	3-11
Housing .....	3-11
Transportation.....	3-11
Utilities and Community Facilities.....	3-11
Agriculture Resources .....	3-12
Natural Resources .....	3-12
Cultural Resources.....	3-12
Land Use .....	3-13
Intergovernmental Cooperation.....	3-13
Policies and Programs.....	3-13
Regional, County and Local Policies .....	3-13
Regional.....	3-13
Federal, State and Regional Programs .....	3-16
Federal Agencies.....	3-16
State of Wisconsin .....	3-17
Regional.....	3-22
Private .....	3-22
Goals, Objectives and Strategies .....	3-23

#### TABLES

Table 3-1	Annual Average Unemployment Rates .....	3-2
Table 3-2	Employment by Occupation and Industry.....	3-3
Table 3-3	Top 20 Public and Private Employers in Waushara County .....	3-4
Table 3-4	Mean Travel Time to Work, 1990 and 2000 .....	3-4
Table 3-4	Top Five Workplace Destinations, 2000 .....	3-6
Table 3-6	Industrial Parks Group F.....	3-9

## ECONOMIC DEVELOPMENT

### INTRODUCTION

Planning for economic development is an on-going process in which a community organizes for the creation and maintenance of an environment that will foster both the retention and expansion of existing businesses and the attraction of new businesses and ventures. It is important to place an emphasis on existing resources which serve as assets for economic development efforts.

#### ***Economic Development Vision for 2030***

*The scenic beauty of the Aurora Millpond and Willow Creek provides a focal point for town residents and visitors alike. It is through careful maintenance and commitment by WDNR and town residents that the millpond and creek remain an important recreational resource for both small boat owners and fishermen. Situated near the Aurora Millpond, the unincorporated community of Auroraville is thriving with a blend of residential development, open space and commercial establishments.*

*The formation of a sanitary district adjacent to the City of Berlin has created opportunities for new manufacturing and other commercial development. At the intersection of STH 21/49, successful businesses supply needed services to area residents and the traveling public. Agriculture plays a strong role in the economy of the town as people from the Fox Cities and Oshkosh rely on a ready supply of fresh produce and other farm products. Dairy farms, equestrian facilities, as well as larger family owned operations and other agricultural based amenities continue to exist in harmony with the residential segment of the town. The employment opportunities in the town and nearby communities, along with competitive wages, have helped retain younger members of the work force and are serving to keep more dollars in the local area's economy.*

### INVENTORY AND ANALYSIS

Some components of the area's economy are presented in this chapter to better understand the state of the economy in the towns of Aurora and Bloomfield. Characteristics reviewed in this element include educational attainment, employment and unemployment levels, location of workplace, travel times, and a look at the area's economic base.

#### **Educational Attainment**

Table C-1 (Appendix C) presents educational achievement information from the 2000 Census for residents 25 years of age or older. A higher percentage of residents in the both the towns of Aurora (41.5%) and Bloomfield (49.5%) have received high school diplomas than the State of Wisconsin (34.6%). It is in the area of post-high school achievement where the state generally has a higher level of educational attainment. For example, 70 residents (10.6%) from Aurora and 52 residents (7.5%) from Bloomfield completed four years of college or more. Comparatively, at the state level, 22.4 percent of residents have achieved this goal.

The U.S. Census Bureau reports that a person with a bachelor degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate.<sup>1</sup> The results of this study demonstrate there is a definite link between earning potential and education. Greater educational attainment is a goal that all of Wisconsin should be striving toward. Since the data suggests that many of the county's best educated residents are retirees, it points to the apparent lack of job opportunities in the area to retain or attract better educated members of the workforce.

## Labor Force

Labor force is an indicator of economic performance. It shows how quickly the labor force is growing and the extent to which people are able to find jobs. The labor force is defined as individuals currently with a job, the employed; and those without a job and actively looking for one, the unemployed.

Census information indicates that labor force growth rates for Waushara County (29.4%) and the Town of Aurora (34.5%) exceeded the state's 14 percent growth rate between 1990 and 2000 (Table C-2, Appendix C). The Town of Bloomfield, on the other hand, experienced a slower growth rate (9.2%) than Wisconsin. Even though the labor market experienced overall growth in Waushara County, the unemployment rates in the county were higher than the state in both 1990 and 2000 (Table C-3 and Table C-4, Appendix C). According to census data, in 2000, Waushara County and Wisconsin had unemployment rates of 6.6% and 4.7%, respectively. The towns of Aurora (5.1%) and Bloomfield (5.7%) were also high relative to the state, but had lower unemployment rates than Waushara County. Table 3-1 includes more recent information and shows that the consequences of the recession were present at the county and state level between 2001 and 2004.<sup>2</sup>

**Table 3-1. Annual Average Unemployment Rates**

	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Waushara County	5.8%	6.6%	6.7%	5.7%
Wisconsin	4.5%	5.5%	5.6%	4.9%

*Source: Wisconsin Department of Workforce Development, 2001 to 2004*

## Economic Base Information

The composition and types of employment in the county and the towns provides a snapshot description of the economic base in the area. Table 3-2 illustrates employment information by occupation and by industry.<sup>3</sup> The manufacturing and education, health, and social services sectors employ a large share of workers in both Aurora and Bloomfield. This is also true for the county and the state. Retail trade is also prominent in the Town of Aurora. Other important sectors in the Town of Bloomfield include construction and agriculture, forestry, fishing and hunting, and mining. The information sector, which is composed of publishing,

<sup>1</sup> U.S. Census Bureau. 2002. *The Big Payoff: Educational Attainment and Synthetic Estimates of Work-Life Earnings*.

<sup>2</sup> Wisconsin Department of Workforce Development, 2001 through 2004. *Local Area Unemployment Statistics Estimates Report*.

<sup>3</sup> U.S. Census Bureau, 2000. *Community Profiles*. <http://www.doa.state.wi.us/dir/wisconsin/index.html>.

telecommunications, data processing, and other like industrial groups, and public administration sector employ the fewest workers in both towns.

The positive aspect of this distribution is that the manufacturing sector, in general, pays higher wages than most service industries. The negative aspect, however, is that the manufacturing sector tends to be severely impacted by recessions, which is particularly painful for most Wisconsin communities.

**Table 3-2. Employment by Occupation and Industry**

	<b>T. Aurora</b>	<b>T. Bloomfield</b>	<b>Waushara County</b>	<b>Wisconsin</b>
<b>OCCUPATION</b>				
Management, professional, and related occupations	26.7%	27.5%	23.5%	31.3%
Service occupations	10.8%	16.6%	16.1%	14.0%
Sales and office occupations	16.6%	17.6%	21.4%	25.2%
Farming, fishing, and forestry occupations	2.2%	1.7%	2.9%	0.9%
Construction, extraction, and maintenance occupations	13.2%	17.2%	11.1%	8.7%
Production, transportation and material moving occupations	30.4%	19.5%	25.0%	19.8%
<b>INDUSTRY</b>				
Agriculture, forestry, fishing and hunting, and mining	6.3%	11.4%	7.1%	2.8%
Construction	9.3%	15.7%	8.1%	5.9%
Manufacturing	30.6%	25.9%	22.1%	22.2%
Wholesale trade	3.7%	1.7%	3.1%	3.2%
Retail trade	11.6%	8.3%	10.4%	11.6%
Transportation, warehousing and utilities	3.5%	2.1%	5.9%	4.5%
Information	0.7%	0.6%	1.3%	2.2%
Finance, insurance, real estate, rental and leasing	1.7%	3.1%	3.8%	6.1%
Professional, scientific, management, administrative, and waste management services	3.7%	4.8%	3.7%	6.6%
Educational, health and social services	13.8%	11.8%	17.9%	20.0%
Arts, entertainment, recreation, accommodation and food services	4.7%	8.7%	7.5%	7.3%
Other services (except public administration)	7.1%	3.7%	4.4%	4.1%
Public administration	3.2%	2.3%	4.6%	3.5%

*Source; U.S. Census, 2000.*

Table 3-3 lists the largest employers in Waushara County.<sup>4</sup> Two of the top nine employers are manufacturing facilities. This list also indicates that Waushara County, the Department of Corrections and three school districts provide a large share of public sector employment. Care for the elderly is provided by three of the top 20 employers.

<sup>4</sup> Wisconsin Department of Workforce Development, 2005. *OEA – Top 100 Employers.*  
[http://dwd.wisconsin.gov/oea/xls/top\\_100\\_all.xls](http://dwd.wisconsin.gov/oea/xls/top_100_all.xls).

## Travel Time to Work

Travel time to work provides information about the time residents spend commuting to work. On an average, residents from the towns of Aurora and Bloomfield, Waushara County and the state spent less than 30 minutes traveling to and from work in 1990 (Table 3-4). In 1990, average commute times for town residents ranged from 19.3 minutes in the Town of Aurora to 25.6 minutes for the Town of Bloomfield residents. County residents traveled an average of 21.8 minutes to work, while state residents traveled an average of 18.3 minutes to work.

**Table 3-3. Top 20 Public and Private Employers in Waushara County**

Employers	Industry/Product/Service	Employees
Waushara County	Executive, Legislative offices Combined	250-499
Department of Corrections	Correctional Institutions	250-499
Jason Inc.	Motor vehicle seating, interior trim manufacturing	100-249
Fleet Guard, Inc.	All other general purpose machinery manufacturing	100-249
Wild Rose Public School	Elementary and public schools	100-249
Wautoma Public School	Elementary and public schools	100-249
Tri-County Area School	Elementary and public schools	100-249
Plainfield Trucking, Inc.	General freight trucking, local	100-249
The Copps Corporation	Supermarkets and other grocery stores, except convenience stores	100-249
Wild Rose Community Memorial	General medical and surgical hospitals	50-99
Wisconsin Illinois	Senior Nursing care facilities	50-99
G R Kirk Co.	Nursery and tree production	50-99
Phoenix Coaters LLC	Metal coating/engraving	50-99
Silvercryst Inc.	Full service restaurant	50-99
Paramount Farms	Potato Farming	50-99
Cooperative Care	Services for the elderly and disabled	50-99
Yellow Thunder Corp.	Other building material dealers	50-99
Especially For You, LTD	All other misc. wood product mfg.	50-99
RMeal LLC	Full service restaurant	50-99
Heartland Preston Inc.	Homes for the elderly	50-99

Source: Wisconsin Department of Workforce Development, 2004.

**Table 3-4. Mean Travel Time to Work, 1990 and 2000**

Jurisdiction	1990	2000
T. Aurora	19.3	26.3
T. Bloomfield	25.6	32.4
Waushara County	21.8	27.1
Wisconsin	18.3	20.8

Source: U.S. Census Bureau, 1990 and 2000.

Between 1990 and 2000, average commute times rose for all jurisdictions, with the towns experiencing the largest increase in average commute times (Tables C-5 and C-6, Appendix C). On an average, commute time for towns of Aurora (7 minutes, 36.3%) and Bloomfield (6.8 minutes, 26.6%) residents increased by about 7 minutes. Waushara County (5.3 minutes,

24.3%) and the state (2.5 minutes, 13.7%) experienced the smallest increase in commute times. In 2000, average commute times for town residents ranged from 26.3 minutes for Aurora to 32.4 minutes for Bloomfield. County residents traveled an average of 27.1 minutes, while state residents traveled an average of 20.8 minutes to work.

Commuting times increased for several reasons. There was a decrease in the share of residents working at home or traveling shorter distances to work. In addition, there was an increase in the share of commuter trips lasting 30 minutes or longer. For example, the share of town residents working at home for the Town of Bloomfield fell from 23 percent to 12 percent. This indicates that the residents had to travel further away from home to obtain adequate employment and/or wages.

### **Location of Workplace<sup>5</sup>**

Location of workplace data provides information on the direction and distance residents have to travel to find employment. Table C-7 (Appendix C) includes the Top 20 workplace destinations for Waushara County and the towns of Aurora and Bloomfield residents. According to the U.S. Bureau of Census, the over fifty percent (58.7%) of county residents worked in Waushara County in 1990. Unlike the county, residents from the towns of Aurora and Bloomfield were less concentrated in their choice of workplace. In 1990, over a third (38.2%) of the residents from the Town of Aurora worked in Green Lake County, more specifically the City of Berlin (35.1%). The top destinations for residents from the Town of Bloomfield were Waupaca County (36.6%) and Waushara County (38.9%).

Waushara County (26.9%) and the Appleton-Oshkosh MSA (23.1%) were the second and third most popular workplace destinations for the Town of Aurora. The Appleton-Oshkosh MSA (19.9%) was the third most popular destination for Town of Bloomfield residents and the second most popular destination for county residents.

In 2000, the location of workplace somewhat mirrored the information from 1990 but showed an increasing dependence on employment locations outside Waushara County. While the largest share of residents from the county continued to work in Waushara County, this was not the case for either the towns of Aurora or Bloomfield. In 2000, even though over half (52.5%) of county workers continued to work in the county, only a quarter (28.1%) of the workers from the Town of Bloomfield and 16.3 percent of the workers from the Town of Aurora did the same.

The number one workplace location for Town of Aurora residents was split between the Appleton-Oshkosh MSA (33.5%) and Green Lake County (33.1%). Although Green Lake County continued to be the top workplace location for town residents, the percentage of residents who worked in the City of Berlin fell from 35 percent in 1990 to 25 percent in 2000. In the Town of Bloomfield the top workplace locations were the Appleton-Oshkosh MSA (34.5%) followed by Waupaca County (32.0%). For Waushara County as a whole, 23.5% of all residents traveled to either the Appleton-Oshkosh MSA or Green Lake County for employment in 2000 compared to 19.8% in 1990. Generally, municipalities nearest the east county line or the City of Berlin have the highest levels of non-county work destinations.

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<sup>5</sup> U.S. Census, 1990 and 2000.

A recent special tabulation by the U.S. Census Bureau provides journey to work data to the Minor Civil Division (MCD) level for all workplace destinations.<sup>6</sup> That information indicates that in 2000, the top workplace destination for residents from the towns of Aurora and Bloomfield did not mirror county data (Table 3-5). While the towns of Aurora and Bloomfield were within the top five destinations within their respective towns, the remaining top destinations were not in the county. This indicates that workers in both towns do not depend on the county for employment. About half (49.0%) of the residents in the Town of Aurora travel to the City of Berlin (25.1%) or the City of Oshkosh (23.9%) for employment and about two-thirds of the residents work within the top 5 destinations. The place of work for Town of Bloomfield workers was more diverse. The top employment destination for workers in the Town of Bloomfield was the town (20.0%). Other destinations in the top five included the cities of Weyauwega (11.1%), Waupaca (6.0%) and Appleton (4.9%) and the Town of Menasha (4.9%).

**Table 3-5. Top Five Destination Workplaces, 2000**

Place of Residence	Place of Work	Number of Employees	Percent of Workers in Sample
T. Aurora	C. Berlin, Green Lake Co.	131	25.1%
	C. Oshkosh, Winnebago Co.	125	23.9%
	T. Aurora	51	9.8%
	C. Ripon, Fond du Lac Co.	31	5.9%
	C. Green Lake, Green Lake Co.	17	3.3%
	Top 5 Totals	355	68.0%
T. Bloomfield	T. Bloomfield	94	20.0%
	C. Weyauwega, Waupaca Co.	52	11.1%
	C. Waupaca, Waupaca Co.	28	6.0%
	C. Appleton, Outagamie Co.	23	4.9%
	T. Menasha, Winnebago Co.	23	4.9%
	Top 5 Totals	220	46.9%
Waushara Co.	C. Wautoma	1,661	16.3%
	C Berlin, Green Lake Co.	696	6.8%
	C. Oshkosh, Winnebago Co.	686	6.7%
	V. Wild Rose	612	6.0%
	T. Wautoma	525	5.2%
	Top 5 Totals	4,604	41.0%

Source: U.S. Census, 2000

<sup>6</sup> U.S. Census Bureau, Population Division. 2004. *Journey-To-Work and Migration Statistics Branch Special Tabulation: Worker Flow Files.*



## Employment Forecast

The Wisconsin Department of Workforce Development calculates employment projections for the various industries and occupations for the State of Wisconsin.<sup>7</sup> These projections are completed on a statewide basis and growth is expected in all industries. It is anticipated that the largest increases will be seen in the education and health services supersector. Educational services, which makes up part of this supersector includes all public and private elementary, secondary and post-secondary schools. This supersector also includes ambulatory health care. The ambulatory health care industry is made up of offices of physicians, dentists, and other health practitioners as well as home health care. While the state is expected to see the highest increases in this area, employment opportunities in Waushara County may differ. According to the various school districts serving the county, enrollment is declining. These declines in enrollment may be the result of limited work opportunities for county residents, an aging population, and the subsequent loss of residents with children in the school district. Education sector employment is unlikely to increase if enrollments continue to drop. It should be noted that it is difficult to forecast employment for small communities, since the addition or loss of one industry or employer greatly impacts the community's economic base.

## Industrial Park Information

There are no industrial parks in either Aurora or Bloomfield. Most industrial uses within both towns are smaller in nature. Within the Town of Aurora, commercial and light industrial uses are clustered near the intersection of STH's 21 and 49, in Auroraville and near the City of Berlin. In the Town of Bloomfield, industrial uses are scattered throughout the town. There are several vacant buildings within the unincorporated village of Auroraville which could be renovated and utilized for new light industrial facilities; a few vacant industrial sites are scattered throughout the Town of Bloomfield.

Several industrial parks are located in close proximity to Aurora and Bloomfield.<sup>8</sup> Two industrial parks are located within the City of Berlin and an additional park is located in the Village of Redgranite. Acreage is available in all three parks for business development. Table 3-6 contains more information about these industrial parks. When these parks become full, it is important that community leaders plan for the expansion of existing parks and for the development of land for future industrial and business sites. An area where infrastructure is already in place is the most cost efficient choice for the community.

## Business Retention and Attraction

Waushara County in partnership with Marquette and Green Lake Counties recently formed the Tri-County Regional Development Corporation (TCREDC). The TCREDC has a 6-member volunteer board of directors, and a fulltime director. The mission of the TCREDC is to work in cooperation with public and private entities; to promote the region and businesses in order to attract, stimulate and revitalize commerce, industry and manufacturing that results in the retention and creation of viable living wage jobs. Within the county, the Waushara County

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<sup>7</sup> Wisconsin Department of Workforce Development, 2002. *Wisconsin Detailed Industry Employment Projections, 2002 – 2012*.

<sup>8</sup> Forward Wisconsin, 2005. *Wisconsin Building and Sites Database*. <http://www.forwardwisconsin.com/map.php>.

Economic Development Corporation, run by a board of volunteers, is working to foster new business development, and support and sustain existing businesses throughout the county.

Several nearby communities also actively promote business retention and attraction.<sup>9</sup> The Berlin Community Development Corporation facilitates community growth by aiding in the expansion and retention of business in the City of Berlin and surrounding areas; the organization operates eight TIF districts throughout the City. The Redgranite Economic Development Committee manages the two TIF districts within the village and works to retain existing businesses and recruit new businesses to the community. The Redgranite Economic Development Committee is volunteer based. Table C-8, appendix C contains a listing of economic development organizations and groups present in the county.

The towns of Aurora and Bloomfield have little or no staff to engage in the activities listed below. However, the Tri-County regional Development Corporation and the Waushara County Economic Development Corporation will be able in certain instances to offer assistance in some of these areas.

Business attraction involves the promotion of community assets. For example, some of the activities that are involved in a business attraction program include:

- Providing information about available commercial/industrial sites
- Identifying labor and community characteristics
- Marketing sites to businesses that would be complementary to existing businesses or would provide diversity to the local economy
- Offering low cost land, state or federal grants or other incentives to encourage businesses to locate in the community

Business retention is very important in that it is a relationship building effort between the community and already present local businesses. Activities associated with business retention programs include:

- Helping businesses learn about potential sites for expansion, offering low cost loans and identifying state and federal grants to finance business expansions
- Providing business areas with reliable, efficient public services such as snow removal, road repair, sewer/water utilities, and technology infrastructure
- Providing a contact person to answer business questions and to serve as a resource for business leaders regarding future business development
- Partnering with organizations to support the development of a qualified, educated and trained workforce

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<sup>9</sup> UW – Extension Waushara County, 2005. *Economic Development Organizations*.  
<http://www.uwex.edu/ces/cty/waushara/cnred/ed/organizations.html>.

**Table 3-6. Industrial Parks Group F**

<b>Community Name</b>	C. Berlin	C. Berlin	V.Redgranite
Name of Business/Industrial Park	North Business Park	South East Industrial Park	Redgranite Industrial Park
Location of Park	Knopf Park	Industrial Park Road	CTH EE
Contact Person	Mary Lou Neubauer	Mary Lou Neubauer	Madonna Berube
Phone Number	(920) 361-5402	(920) 361-5402	(920) 566-2381
Type of Park	Industrial	Industrial	Industrial
Total Acreage	Unknown	55	22
Acreage Available	Unknown	2.6	22
<b>Parcel Size Available</b>			
Minimum Acreage	None	None	Unknown
Maximum Acreage	None	None	Unknown
Purchase Cost (per acre)	\$5,000/negotiable	\$5,000/negotiable	Negotiable
Ownership	Municipal	Municipal	Municipal
Zoning	Medium Industrial	Medium Industrial	Industrial
<b>Adjacent Land Uses</b>			
North	Agricultural	Industrial	Residential
South	Conservancy	Agricultural	Treatment Plant
East	Agricultural	Industrial	Agriculture
West	Agricultural	Agricultural	Mixed Uses
<b>Park Features</b>			
Acres Available for Expansion	None	None	Unknown
Fire Insurance Classification	4	4	Unknown
Protective Covenants	Yes	Yes	No
Soil Borings	Yes	Yes	No
Floodplain	No	No	No
Topography	Fill/Grade	Level	Unknown
Foreign Trade Zone	No	No	No
Development Zone	No	No	No
Paved Street to Park	Yes	Yes	Yes
Curb/Gutter to Park	No	No	No
<b>Utilities</b>			
Electricity	Alliant Energy	Alliant Energy	Alliant Energy
Water	Municipal	Municipal	Avail/Not Installed
Gas	Alliant Utilities	Alliant Utilities	Avail/Not Installed
Sanitary Sewer	On-site	Yes	Adjacent
Storm Sewer	No	No	Not Available
Fiber Optics Service	Yes	Yes	Unknown
Digital Switching	Yes	Yes	Unknown
<b>Transportation</b>			
Nearest Commercial Airport	Oshkosh (Wittman Field)	Oshkosh (Wittman Field)	Oshkosh (Wittman Field)
Distance to Airport (miles)	20	20s	30
Nearest Local Airport	Berlin	Berlin	Wautoma Municipal Field
Distance to Airport (miles)	3	3	14
Longest Local Runway (feet)	1,500	1,500	3,600
Nearest Major Highway	STH 49	STH 49	I-39, STH 21
Distance to Highway (miles)	0	0.5	30, 1
Number of Lanes of Highway	2	2	4, 2
Rail Service	Not Available	Not Available	Not Available
Rail Spur	No	No	No
Port Service	Not Available	Not Available	Not Available
Location of Port Service	Not Available	Not Available	Not Available

Source: ECWRPC and Forward Wisconsin, 2003. Mary Lou Neubauer, City of Berlin, Feb. 2007.

## **Economic Development Opportunities**

Future economic development in the Town of Aurora will most likely occur in proximity to the City of Berlin or near the intersection of STH 21 and STH 49. Existing infrastructure in areas adjacent to the City of Berlin North Business Park should be adequate to accommodate future development without the need to construct additional facilities. The STH 21/49 intersection currently has several industrial and commercial businesses. Due to its location, this area would make an ideal place for additional businesses. Within the unincorporated village of Auroraville, existing building vacancies and the close proximity to the STH 21 corridor makes this area ideal for building renovations for new enterprises. However, any new development should strive to preserve the historic significance and character of the community. Finally, industrial development should continue to be directed towards one of the existing industrial parks.

Future economic development in the Town of Bloomfield will most likely occur in one of four locations: along STH 49; along CTH HH west of CTH I; and in the unincorporated villages of Tustin and Bloomfield. The unincorporated village of West Bloomfield currently has several commercial and light industrial enterprises. The volumes of traffic encountered along STH 49 make this location ideal for additional development. Similarly, CTH HH has significant volumes of local traffic. The proximity of West Bloomfield and Metz will allow for future ventures in this area. Tustin is currently a tourist area. Several restaurants serve both local residents and visitors. Since the sanitary district provides readily accessible services, other related ventures could be accommodated without constructing additional facilities.

Although new development is highly encouraged, it must exist in harmony with the local environment. It should not compromise the natural resources or the historical and cultural components of the area. New development should blend into and complement existing development.

## **Commercial and Industrial Design**

Site review procedures and design standards can be used to improve the quality of design and to promote the individual identity for a community. Specific standards regarding commercial building design, lot layout, building materials, parking, landscaping, and preservation of sensitive natural resources where necessary can be created so that developers have a clear understanding of the requirements they need to meet in order for their project to receive approval. Communities should consider applying site plan review to all commercial and industrial buildings. This ensures that downtown areas and other planned development are designed in a manner consistent with the vision of the local community comprehensive plans.

In addition to design standards, restrictive covenants are another tool business and industrial parks can use. The use of restrictive covenants enables communities to develop business parks with quality buildings and businesses. Covenants also serve to protect the investments of businesses that choose to locate in these parks.

## **Infill and Brownfield Redevelopment**

For commercial and industrial uses, Waushara County should complete and maintain an inventory of existing vacant buildings and land identified as potentially contaminated

(Brownfield) with industrial or petroleum-based pollutants. This information can be used to encourage infill development and redevelopment opportunities. It could also be used to take advantage of existing infrastructure and services and to prevent blight created by vacant and dilapidated buildings and parcels. Once identified, Brownfields should be cleaned up through the use of state and federal Brownfield funding and promoted for redevelopment. A listing of Brownfield and contaminated sites is available from the Wisconsin Department of Natural Resources (WDNR) Bureau for Remediation and Redevelopment. A tracking feature is available at their website.<sup>10</sup>

The WDNR website lists one active entry for the Town of Aurora involving an agricultural chemical spill; no active sites are listed for the Town of Bloomfield. Other historic entries include spills/and or leaking underground storage tanks located in both towns.

Funding resources are listed at the end of the chapter for remediation of contaminated sites. To prevent future environmental damage, the town should encourage environmentally friendly businesses that are properly permitted and regulated to protect the soil and groundwater. This is particularly critical in areas that depend on private wells for drinking water.

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Housing**

Economic growth will generate more jobs and, consequently, a need for greater housing availability and choices. These choices should reflect the needs of an area. For example if economic growth results in lower wage service sector jobs (retail, leisure, hospitality, and food services) and pay remains at the minimum wage level, housing affordability may become a concern. Therefore it is essential that a balanced mix of well designed housing types of various sizes and prices be available for all income levels. Affordable housing is also an important component of an economic development strategy, as it helps ensure an adequate labor force supply.

### **Transportation**

Facilitating commerce in the area and state is the function of the transportation system. Adequate access to the transportation system is essential to the economic success of the area. Businesses must have the ability to ship and receive goods quickly and economically. Access to and visibility of the business facility may be crucial for both customers and employees. Businesses in different locations may need different transportation accommodations. For example businesses in the downtown area of Tustin may value on-street parking and pedestrian accommodations more than businesses along either STH 21 or 49.

### **Utilities and Community Facilities**

A vital, safe, clean and healthy environment is an economic draw for new industry and residents. It aids in the retention of existing residents and businesses. Parks and green space

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<sup>10</sup> Wisconsin Department of Natural Resources. 2005. Remediation and Redevelopment Tracking System. <http://botw.dnr.state.wi.us/botw/Welcome.do>

add to the local economy by maintaining or increasing property values; providing a place where local citizens can socialize, play sports or relax; and promoting healthy active lifestyles that encourage physical activity. In addition, local parks and recreational facilities draw visitors to an area. These visitors spend money at local restaurants, motels and businesses.

A good educational system has the ability to respond to the ever changing job market, to educate or retrain the residents of an area and to form partnerships between business and schools.

Citizens, businesses and industries need accessible, reliable, and affordable gas and electric services. To enable economic growth and open up new markets and opportunities for diverse and innovative services, access to fast, reliable, cost effective, and cutting edge telecommunications must be available.

### **Agriculture Resources**

Agriculture and agricultural related industries have been and are still important to the economy of Waushara County. One of the many challenges facing Waushara County and the state is the preservation of prime agricultural soils and the farming industry as more farms are converted out of farming and into other uses. Additionally, the future of family farms is a concern as fewer children are choosing to take over farming operations. Reasons given for this include time commitments, cost of entry and the inability to make a living solely from farming. To remain competitive, farmers working with others in the county may want to explore opportunities for industry cluster development. A cluster, which is a geographical group of interconnected companies or associations in a particular field, can include product producers, service providers, suppliers, educational institutions and trade associations. As part of this effort, specialty and organic crops and livestock, along with support industries could be expanded in the area. Communities could also explore programs that match outgoing farmers with individuals who want to farm.

### **Natural Resources**

Although economic benefits can accrue from both consumptive and non-consumptive uses of natural resources, balancing the demands of economic development with the preservation of natural resources is a challenge. Conserving these resources is necessary to maintain and in some cases improve the quality of life for residents while providing an attraction tool for new businesses and workers. Given the importance of tourism in the county, protection of the area's natural resources is essential. However, communities should be aware of the economic trade-offs between sectors. These trade-offs include long term intrinsic values versus current economic gain; high wages versus low wages; informed decisions versus short term economic gains; and actual protection and preservation versus aesthetics.

### **Cultural Resources**

Buildings dating back to the early 1900's can be found throughout the towns of Aurora and Bloomfield. These buildings along with artifacts tell the story of the area. This rich history includes the early Native American habitation, the quarrying of red granite, and the development of the communities that make up the county. While the promotion of economic

development is important, special care must be taken to preserve not only the character but the historical and cultural elements that remain today. Positive economic benefits can be realized by preserving these elements to provide a charming setting for businesses and communities that evokes a feeling in people's minds of a time or era when things were simpler, peaceful and more welcoming. It may also draw people to an area to explore their culture and/or identity.

## **Land Use**

The development of land can impact the value of land as well as the quality of life within the community. Ideally, the siting of commercial and industrial land uses should have minimal environmental impacts and be located near the necessary infrastructure. Restoring and supporting the downtown areas of the unincorporated villages of Auroraville and Tustin is important to the communities and the area. Redevelopment of abandoned buildings and areas contribute to the economic vitality of the area.

## **Intergovernmental Cooperation**

Economic development goes beyond municipal and county borders. Commercial and industrial development as well as sporting, tourism and other activities in one community will impact others. A business in the City of Berlin may employ workers from the towns of Aurora and Bloomfield, who may stop in Poy Sippi to purchase gas. This business may also generate a support industry elsewhere in the county. Working in partnership, communities and the county can promote the amenities of the area that contribute to a high quality of life; work to form industrial clusters that involve producers, service providers, suppliers and education; and promote other things that are important to the economic development of the area such as agriculture, organic and specialty crop production, biomass, and forest products.

## **POLICIES AND PROGRAMS**

### **Regional, County and Local Policies**

#### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central is currently working on a regional comprehensive plan. As part of this planning effort, East Central has proposed five draft core economic development goals:

- Promote the expansion and stabilization of the current economic base and employment opportunities, while working to promote a positive, growth oriented, entrepreneurially supportive image to attract new business and create additional employment.
- Increase the awareness of on-going collaborative economic activities in the area to ensure maximum benefit to the regional economy.
- Create better relationships between political representatives and the business and educational sectors to effectively link and apply research, development, and technology to production processes, as well as to ensure an appropriately trained workforce.

- Encourage planning to guide community development to maximize the use of existing infrastructure, facilitate the provision of shared resources, minimize costs and environmental impacts, and promote a sense of place and healthy communities.
- Promote the economic benefits of natural resources, parks and recreation.
- Assess options to increase the viability of family farms.

These goals are consistent with the towns' vision for the future to expand and stabilize the current economic base, increase the awareness of collaborative economic activities, create better relationships between business and the educational sector, encourage planning to guide economic development, promote the economic benefits of our natural resources and amenities, and collaboratively work to increase the viability of farming in the county.

**NorthEast Wisconsin (NEW) Economic Opportunity Study.** Waushara County participated in the NEW Economic Opportunity Study.<sup>11</sup> The NEW Study is a multi-jurisdictional partnership intending to further connect workforce development issues with economic development goals. Even before the economic downturn, the northeast region of Wisconsin experienced declines in its strong manufacturing sector employment levels and these negative changes in many cases have continued. The Fox Valley Workforce Development Board initiated a study to address these negative trends and to present recommendations to change the direction of the northeast Wisconsin economy. In addition to Waushara County, the study area is composed of the following 16 counties: Brown, Calumet, Door, Fond du Lac, Green Lake, Kewaunee, Manitowoc, Marinette, Marquette, Menominee, Oconto, Outagamie, Shawano, Sheboygan, Waupaca, and Winnebago Counties.

The five strategies developed for the NEW Economic Opportunities project are:

- *Strategy I – Move to a New Economy Construct*  
The New Economy building blocks are brain power, risk capital, technological innovation, and entrepreneurship. These New Economy building blocks must be incorporated within the mindset of abundance theory. Business, labor, government, education, and the communities across NEW must all work actively together under a common vision to harness the resources available within the region (and some outside the region) to drive future economic growth.
- *Strategy II – Move to a Collaborative Economic Development Construct*  
NEW must abandon the economic strategy of a cost race to the bottom and embrace the concept of abundance theory – that by collaborating, the pie will increase with everyone getting a larger piece. This is best and most efficiently accomplished through proactive collaboration across all sectors in the region – business, labor, government, education, and the general populace.
- *Strategy III – Change Social and Cultural Mindset to Risk and Collaboration*  
Proactive collaboration will require an opening up of the region's mindset both socially and culturally. Cultural diversity is a key to the melding of fresh ideas, best practices,

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<sup>11</sup> NorthStar Economic, Inc. 2004. *Northeast Wisconsin Economic Opportunity Study*.  
<http://www.neweconomyproject.org/Pages/NEWEconStudy.htm>.



and collaboration. It is what has worked in the country and the region in the past and it will be what works in the future.

- *Strategy IV – Change Regional Image*  
NEW and much of the greater Midwest has an image of being a wholesome but dull place. It is perpetuated by the national press and exists in the mindsets of Hollywood and Wall Street. That image is somewhat internalized, but also generally accepted by businesses and worker talent outside the region, making it difficult to retain and attract talent to the region. NEW must also develop both an internal and external image that promotes the resource and lifestyle benefits in the region. Inventorying and promoting the richness of the region’s assets will help to retain and attract businesses and workers to NEW.
- *Strategy V – Promote Industry Cluster Development*  
This strategy addresses clusters, or a concentration of industries, that have potential for the area based on current industries and their expansion. Waushara County is a part of the Fox Valley Rural Sub-Region and for this sub-region the study recommended the possibility of building a biomass refinery that would use wood and other agricultural products to supply power to local foundries and other users be considered. The study suggests collaboration on food production and processing, safety, and packaging cluster. Specialty and organic crops and livestock should be expanded for farmers in this area.

**Lake Winnebago Anglers’ Survey.** Researchers from UW-Extension, UW-Green Bay, UW-Madison, and the Wisconsin Department of Natural Resources (WDNR) recently completed the Lake Winnebago Anglers’ Survey.<sup>12</sup> This study examined the economic impact of the Lake Winnebago Pool Lakes fisheries. The study area was defined as the entire pool lake system within the five county region surrounding the Winnebago system (Calumet, Fond du Lac, Outagamie, Waushara, and Winnebago counties). Only fishing trips from the mouth of the Wolf River on Lake Poygan southward to the mouth of the Upper Fox River were considered in this study. An extensive 12-page survey was mailed to a stratified sample of tournament anglers, anglers within the five-county region, anglers statewide, and out-of-state anglers randomly selected from the WDNR ALIS license database. The survey asked specific questions on anglers’ fishing habits and preferences, fishing equipment replacement costs, fishing excursions on the Winnebago system, expenditures on these excursions, and attitudes towards current fisheries management practices.

Researchers concluded that:

- Over 1.1 million fishing trips were made on the Lake Winnebago system in 2005.
- 41% of these trips were made by local anglers within the five county region.
- The typical angler from out of the region spent \$273 per day, while out-of-state and tournament anglers spent \$755 and \$469, respectively.
- Conservative estimates indicate that anglers from outside of the five county region contributed \$147.5 million in direct spending in the region.
- Researchers found that spending generated from fishing created an additional \$73.9 million dollars in indirect and induced spending.

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<sup>12</sup> UW – Extension and UW – Green Bay. 2005. Lake Winnebago Angler Survey.  
<http://www.uwex.edu/ces/cty/winnebago/cnred/documents/finalinitialdatapressrelease063006.doc>.

Indirect spending is defined as increased sales among businesses in different sectors. For example, increased sales at a local bait and tackle shop may lead to an expansion of the store size; the bait shop will use the increased revenue to buy building materials from a hardware store. Induced effects result from increased buying power of local employees from the pay raises received.

This study emphasized the true importance of the Lake Winnebago system and the economic implications that a quality natural resource base can have on local communities. The direct revenues generated by fishing were greater than several major events or tourist attractions in the area including the annual EAA Fly-in (\$80 million), Country USA (\$23 million), or the Green Bay Packer Lambeau Field Atrium Complex (\$144 million). Unlike week-long festivals, fishing generates revenues for local businesses throughout the year.

Furthermore, this study will have important ramifications on local land use policies throughout the region. Due to the economic importance of the Winnebago fisheries, local policy makers should continue to address land use issues which have the potential to adversely affect water quality and aquatic wildlife habitat within shoreland areas. Development practices that increase shoreland protection and promote erosion control should be implemented. Since only 10 percent of the population lives on the lakeshores, public access will continue to be a major issue. Providing adequate boat ramps, parking areas, shoreline fishing piers, and handicapped accessible facilities will ensure more people have access to this unique fishery. Since these issues must be addressed within the context of current budgetary constraints, it may be necessary to address how user fees can better contribute to the management of the fishery as well as improving public infrastructure. Creative solutions will be needed to incorporate natural resource policies that enhance the Winnebago system fisheries and complement local economic development and revitalization projects.

## **Federal, State and Regional Programs**

### ***Federal Agencies***

Some communities in Waushara County meet the requirements of the US Department of Agriculture-Rural Development and may be eligible for Rural Development Economic Assistance Programs. However, there are typically strict income limits associated with some of the programs so the Wisconsin Division of USDA-Rural Development should be contacted regarding eligibility for certain programs. A complete listing of USDA-Rural Development Programs can be found at <http://www.rurdev.usda.gov/wi/programs/index.htm>. Grants are also available through the US Department of Labor and can be found at <http://www.doleta.gov/sqa>. A partial list is given below.

**Rural Business Opportunity Grants.** The Rural Business Opportunity grant program promotes sustainable economic development in rural communities with exceptional need. Grants typically fund projects that will become sustainable over the long term without continued need for external support. These projects should have the ability to serve as a local catalyst to improve the quantity and quality of economic development within a rural region. Grant funds can be used for technical assistance to complete business feasibility studies, conducting training for rural managers and entrepreneurs, establishing business support centers, conducting

economic development planning, and providing leadership training. Information regarding the Rural Business Opportunity Grant Program can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/opportun.htm>.

### **Rural Economic Development Loans and Grants**

Rural Economic Development Loans and Grants help develop projects that will result in a sustainable increase in economic productivity, job creation, and incomes in rural areas. Projects may include business start-ups and expansion, community development, incubator projects, medical and training projects, and feasibility studies. Information regarding Rural Economic Development Loans and Grants can be found at <http://www.rurdev.usda.gov/wi/programs/rbs/economic.htm>.

**Susan Harwood Training Grants Program.** These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <http://www.osha.gov/dcsp/ote/sharwood.html>.

**Community-Based Job Training Grants.** Community-Based Job Training grants (CBJTG) seek to strengthen the role of community colleges in promoting the US workforce potential. The grants are employer-focused and build on the President's High Growth Job Training Initiative. The primary purpose of the CBJTG grants is to build the capacity of community colleges to train workers to develop the skills required to succeed in high growth/high demand industries. Information regarding the Community Based Job Training Grants can be found at <http://www.doleta.gov/business/Community-BasedJobTrainingGrants.cfm>.

**H-1B Technical Skills Training Grant Program.** The H-1B Technical Skills Training Grant program provides funds to train current H-1B visa applicants for high skill or specialty occupations. Eligible grant applicants include local Private Industry Councils and Workforce Investment Boards that were established under the Workforce Investment Act. Eighty percent of the grants must be awarded to projects that train workers in high technology, information technology, and biotechnology skills. Specialty occupations usually require a bachelor's degree, and an attainment of this degree is strongly encouraged. The program is designed to assist both employed and unemployed American workers acquire the needed technical skills for high skill occupations that have shortages. Information regarding the H-1B Technical Skills Training Grant program can be found at <http://www.doleta.gov/h-1b/html/overv1.htm>.

### ***State of Wisconsin***

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all inclusive list, there are several programs that communities should strongly consider and are addressed below. Wisconsin Department of

Commerce area development managers assist business expansions, promote business retention, and help local development organizations in their respective territories. Area development managers (ADM) use their knowledge of federal, state, and regional resources to provide a variety of information to expanding or relocating firms. They also mobilize resources to help struggling businesses. Local economic development practitioners can turn to area development managers for assistance with long-term marketing and planning strategies. Waushara County is in Region 3. The ADM is Deb Clements and she can be reached at 715/344-1381 or via email at [dclements@commerce.state.wi.us](mailto:dclements@commerce.state.wi.us).

**Wisconsin Main Street Program.** The Main Street Program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin and is administered by the Wisconsin Department of Commerce – Bureau of Downtown Development. Communities are selected to participate on an annual basis and are judged on a submitted application. These communities receive technical support and training needed to restore their Main Streets to centers of community activity and commerce. Details regarding the Wisconsin Main Street Program can be found at <http://commerce.state.wi.us/CD/CD-bdd-overview.html>.

**Community Based Economic Development (CBED) Program.** The Community-Based Economic Development (CBED) Program provides financing assistance to local governments and community-based organizations that undertake planning or development projects, or that provide technical assistance services that are in support of business (including technology-based businesses) and community development. The program provides grants for planning, development, and assistance projects; Business Incubator/Technology-Based Incubator; a Venture Capital Fair; and Regional Economic Development Grants. Additional information regarding the CBED program can be found at <http://www.commerce.state.wi.us/CD/CD-bcf-cbed.html>.

**Community Development Block Grant for Economic Development (CDBG-ED).** The CDBG-ED program is designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce would award the funds to the community, which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. Communities may also utilize the existing Waushara County Economic Revolving Loan Fund to provide loans to community businesses. Additional information regarding the CDBG-ED program can be found at the following website: <http://www.commerce.state.wi.us/MT/Mt-FAX-0806.html>.

**Early Planning Grant Program (EPG).** This EPG program is designed to encourage and stimulate the start-up, modernization, and expansion of small businesses. Grants may be used only to cover the costs of having an independent third party provide professional services. These services include the preparation of a comprehensive business plan that is necessary to secure initial business financing. Businesses with fewer than 50 employees are eligible for funding. Specific grants can be obtained for businesses specializing in automation, agricultural/food products, biotechnology, manufacturing, medical devices, paper/forest products, printing, tourism, and child care. Grants provide a 75% match of up to \$3,000.

Additional information regarding the EPG program can be found at the following website: <http://www.commerce.wi.gov/BD/Mt-FAX-0809.html>.

**Milk Volume Production (MVP) Program.** The Milk Volume Production (MVP) program is designed to assist dairy producers that are undertaking capital improvement projects that will result in a significant increase in Wisconsin's milk production. This program was created to aggressively support Wisconsin's \$20 billion dairy industry. The goal of the MVP program is to provide qualifying dairy producers with the type of financing necessary to fill the "equity gap" and to partner with local communities to increase dairy production in Wisconsin. It is important to note that the MVP application process is competitive, and not all applications will be funded. Only those projects that have a comprehensive business plan and can demonstrate that they will have a long-term sustainable impact upon Wisconsin's milk production will be successful. Information regarding the Milk Volume Production (MVP) Program can be found at <http://www.commerce.wi.gov/MT/Mt-FAX-0810.html>.

**Dairy 2020 Early Planning Grant Program.** The Dairy 2020 Early Planning Grant Program is specifically designed for small Wisconsin dairy farms. Professional assistance can help keep smaller operations profitable and competitive in the agricultural industry. Information regarding the Dairy 2020 Early Planning Grant Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0820.html>.

**Customized Labor Training Program (CLT).** The CLT program provides a matching grant to assist companies which are utilizing new technologies or manufacturing processes to train employees on new technologies. Grant recipients must either expand an existing or build a new facility within the state. The grants help Wisconsin's manufacturers remain on the cutting edge of technological innovation. Eligible expenditures must focus on the continuing technological education of employees. Grants can cover employee wages, training materials, and trainer costs. Grants provide up to \$2,500 per trainee. Information regarding the CLT Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0802.html>.

**Entrepreneurial Training Grant Program (ETG).** The ETG program provides potential new small business owners with partial tuition for attending the Small Business Center's (SBDC) Entrepreneurial Training Course. This course helps entrepreneurs prepare a comprehensive business plan that evaluates the feasibility of the proposed start up or expansion; identifies possible financing sources; and provides other information in regard to initial business start-up costs. Grants provide up to 75% of total tuition costs. Information regarding the ETG Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0808.html>.

**Business Employees' Skills Training Program (BEST).** The BEST program helps small businesses in industries that are facing severe labor shortages upgrade the skills of their workforce. This program provides applicants with a tuition re-imbusement grant to cover training costs. To be eligible, businesses must have 25 or fewer employees and sales of less than \$2.5 million. In addition, businesses must specialize in automation, agricultural/food products, biotechnology, manufacturing, medical devices, paper/forest products, printing, tourism, or child care. All training must be provided by an independent third party. Information regarding the BEST Program can be found at <http://www.commerce.wi.gov/BD/Mt-FAX-0819.html>.

**Industrial Revenue Bond.** The Industrial Revenue Bond program allows all Wisconsin municipalities to support industrial development through the sale of tax-exempt bonds. The proceeds from the bond sale are loaned to businesses to finance capital investment projects. Even though the bonds are issued by the municipality, the interest and principal are paid by the company. Information regarding the Industrial Revenue Program can be found at <http://www.commerce.wi.gov/CD/CD-BED-irb.html>.

**Transportation Economic Assistance (TEA) Program.** The state-funded Transportation Economic Assistance (TEA) program provides fast tract financing to construct rail spurs and port improvements for new or expanding industries. The program is available through the Wisconsin Department of Transportation. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>

### **Wisconsin Department of Commerce**

Listed below are additional Wisconsin Department of Commerce commerce programs. This quick reference guide identified these programs and selected programs from other agencies. COMMERCE maintains a network of Area Development Managers to offer customized services to each region of Wisconsin.

**Brownfields Initiative.** The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for Brownfield sites where the owner is unknown, cannot be located or cannot meet the cleanup costs. Contact Jason Scott, 608/261-7714.

**CDBG-Blight Elimination and Brownfield Redevelopment Program.** This program can help small communities obtain money for environmental assessments and remediate Brownfields. Contact Joe Leo, 608/267-0751.

**CDBG-Emergency Grant Program.** This program can help small communities repair or replace infrastructure that has suffered damages as a result of catastrophic events. Call 608/266-8934.

**Community Development Zone Program.** This program is a tax-benefit initiative designed to encourage private investment and job creation in economically-distressed areas. The program offers tax credits for creating new, full-time jobs, hiring disadvantaged workers and undertaking environmental remediation. Tax credits can be taken only on income generated by business activity in the zone. Call 608/267-3895.

**Freight Railroad Preservation Program.** The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Contact Ron Adams, Department of Transportation, 608/267-9284.

**Health Care Provider Loan Assistance Program.** This program provides repayment of educational loans up to \$25,000 over a five-year period to physician assistants, nurse practitioner, and nurse midwives who agree to practice in medical-shortage areas in Wisconsin.

The program is designed to help communities that have shortages of primary care providers and have difficulty recruiting providers to their area. Contact M. Jane Thomas, 608/267-3837.

**Minority Business Development Fund – Revolving Loan Fund (RLF) Program.** This program is designed to help capitalize RLFs administered by American Indian tribal governing bodies or local development corporations that target their loans to minority-owned businesses. The corporation must be at least 51-percent controlled and actively managed by minority-group members, and demonstrate the expertise and commitment to promote minority business development in a specific geographic area. Contact Mary Perich, 414/220-5367 or Bureau of Minority Business Development, 608/267-9550.

**Physician Loan Assistance Program.** This program provides repayment of medical school loans up to \$50,000 over a five-year period to physicians who are willing to practice in medical-shortage areas in Wisconsin. The program is designed to help communities that have shortages of primary care physicians, and have had difficulty recruiting these physicians to their area. Contact M. Jane Thomas, 608/267-3837.

**State Infrastructure Bank Program.** This program is a revolving loan program that helps communities provide transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Contact Dennis Leong, Department of Transportation, 608/266-9910.

**Tax Incremental Financing (TIF).** Tax Incremental Financing (TIF) can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works.

**Wisconsin Transportation Facilities Economic Assistance and Development Program.** This program funds transportation facilities improvements (road, rail, harbor, airport) that are part of an economic development project. Contact Dennis W. Leong, Department of Transportation, 608/266-9910.

**Freight Railroad Infrastructure Improvement Program.** This program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Contact Ron Adams, Department of Transportation, 608/267-9284.

**Recycling Demonstration Grant Program.** This program helps businesses and local governing units fund waste reduction, reuse, and recycling pilot projects. Contact JoAnn Farnsworth, 608/267-7154, DNR.

**Wisconsin Fund.** The Wisconsin Fund provides grants to help small commercial businesses rehabilitate or replace their privately-owned sewage systems. Contact Jean Joyce, 608/267-7113.

## ***Regional***

**East Central Wisconsin Regional Planning Commission.** The East Central Wisconsin Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities, which are served by the Commission, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

**Northeast Wisconsin Regional Economic Partnership.** The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were recently named as a Technology Zone by the Wisconsin Department of Commerce. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone provides \$5 million in tax credits to businesses certified by commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information can be found at <http://www.eastcentralrpc.org/planning/economic.htm>.

**CAP Services, Inc.** CAP Services Inc. (CAP) is a private non-profit corporation offering programs in Waushara, Marquette, Outagamie, Portage, Waupaca and parts of Marathon and Wood counties. The primary mission of CAP is to help low-income households attain economic and emotional self-sufficiency. Programs include Skills Training to help low-income individuals acquire skills to compete for higher paying jobs by assisting them with tuition, books, transportation and child care costs related to training; Business Development to provide entrepreneurs with the technical assistance, coaching advice and loan packaging they need to successfully start and grow their businesses; and Home Buyers Assistance to provide matching dollars to eligible low-and moderate-income, first-time homebuyers for down payment and closing costs. Funds are also available for repair and rehabilitation on newly purchased units; Weatherization measures including caulking, insulation, window repair and other conservation measures; Special Needs Housing; Asset Development to provide financial wellness training and incentives to low-income households; Preschool Services including head start for ages 3-5 and their families; and Crisis Intervention. Additional information can be found at [www.capserv.org](http://www.capserv.org).

## ***Private***

The Wisconsin Public Service Corporation (WPS) also contributes a number of economic development services that communities should be aware of for their businesses. WPS maintains an online database of available industrial buildings with information provided by the communities. The WPS economic development page can be a useful resource for communities, and can be accessed at <http://www.wisconsinpublicservice.com/business/bcd.asp>.



## ECONOMIC DEVELOPMENT – Town of Aurora

**Goal ED 1. Partner with area economic development organizations.** The Town of Aurora's economy is dependent on the economy of the other municipalities in the area. Businesses may employ residents who live in another community; purchase gas and groceries in another and purchase products from a support industry in still another community.

### **Objectives:**

- **ED 1.1. Promote available commercial and industrial sites.**

#### **Strategies:**

- **Inventory all vacant and underutilized structures zoned for industrial and commercial activities.** The town should develop an inventory of all vacant and underutilized structures so that these lots can be marketed on regional sites. This inventory should be updated periodically.
- **Post available lots on Waushara County Economic Development Corporation, Tri-County Regional Economic Development Corporation websites and *Forward Wisconsin's Locational One Information Systems Database (LOIS)*.** Forward Wisconsin, the Wisconsin Department of Commerce and the state's electric utilities have joined together to develop and implement a state-wide system that will make available comprehensive building, site, and community information. It is an internet based marketing tool. Any community in Wisconsin can use it as a single point of data entry. There is no charge to use LOIS or to integrate it into an existing website. Examples of local organizations that have integrated LOIS into their Web site can be found on Forward Wisconsin's website at [www.forwardwi.com](http://www.forwardwi.com). Click on "Resources for Economic Developers" and then on LOIS: A User's Guide. Additional information about LOIS and help to get started is also available by contacting East Central Wisconsin Regional Planning at [staff@eastcentralrpc.org](mailto:staff@eastcentralrpc.org) or at (920) 751-4770.
- **ED 1.2. Maintain a critical mass of farmers needed to sustain the agribusiness community and other support businesses.** The decline in the number of farms has hurt many support businesses, some of which no longer exist in the area. As a result, farmers often have to travel greater distances for equipment, supplies, and other services. To sustain the agribusiness community, enough farmers need to remain in farming to make it cost effective for support businesses to remain or relocate to the area.

#### **Strategies:**

- **Encourage farmers in the town and county to explore opportunities for alternate specialty agricultural products, methods and services.** Traditional farming operations are being replaced by other rural based businesses in the town. The town supports an agricultural economic base and encourages farmers in both the town and the county to explore opportunities for alternative products and services.
- **Promote and encourage the expansion of farm markets.** A farm market would provide an outlet for area farmers and craftspersons to market their goods. The town should work with area economic development corporations to

incorporate a local farmers market into a countywide agricultural marketing effort. This countywide effort could include a promotion of farmers markets, agricultural and local products and inclusion on a farm fresh atlas. The summer farmers market could be expanded into a year-round activity that could include an educational component along with an outlet to market local baked goods, crafts and meats.

- **ED 1.3. Solicit the expansion and/or creation of new complementary industrial and commercial agribusinesses and support local farm product processing and marketing initiatives.**

**Strategies:**

- **Participate in a countywide effort to organize, promote and market agriculture as a tourist attraction.** A wealth of potential opportunities exists to draw tourists to the town and county. Residents and tourists strive for a simpler life and appreciate the benefits of buying fresh food and other products that are grown locally. An agricultural marketing effort could include a bed and breakfast that incorporates "life on the farm"; expansion of "Breakfast on the Farm" including weekend long community activities and the marketing of farm or homemade products; a restaurant that promotes farm or Amish cooking; a country store; a store that sells locally made wood products; a pumpkin patch; wagon rides; apple orchard; lease a tree or hive for a year; life on the farm 100 years ago; food cooperatives, etc.
  - **Promote the expansion of commercial agribusinesses within the county.**
  - **Work with the county to promote local businesses and products.**
- **ED 1.4. Promote the amenities of the area.** Quality of life plays a key role in attracting business and an educated workforce. Educational availability and quality, natural resources and recreational opportunities, service provisions are just a few things that are used to evaluate quality of life.

**Strategy:**

- **Identify and evaluate the most important factors which may contribute to the high quality of life in the area.**
- **ED 1.5. Encourage the Waushara County EDC Revolving Loan Fund administrators to develop criteria consistent with the comprehensive plan recommendations.**

**Strategy:**

- **Encourage the plan administrators to support the local planning process by referring to completed local comprehensive plans when evaluating loan applications.**

**Goal ED 2. Promote economic development that protects the natural resources and rural character of the town and creates additional local employment opportunities.**

**Objectives:**

- **ED 2.1. Protect the economic viability of existing farm operations and the "right to farm".**

**Strategies:**

- **Identify all farms and/or properties based on objective criteria.**
  - **Invite farmers to an annual town board meeting to keep communications open and share ideas.**
  - **Require that all subdivisions that are developed adjacent to active farm properties contain a statement regarding the "Right to Farm".**
  - **Develop an informational fact sheet that acknowledges that farming operations may exhibit noise, odor, dust and hours of operation that may begin before dawn and extend well past dusk.**
- **ED 2.2. Encourage compatible commercial and light industrial uses that will meet the needs of the town and area residents.**

**Strategies:**

- **Direct new commercial development to the intersection of STH 21/49.** The town should identify areas on the future land use map for new commercial and light industrial development. These areas should be near existing commercial and light industrial land uses.
- **Establish requirements for future commercial and light development proposals.** The town's plan commission would serve as a design review board to support the implementation of these requirements. Below is a list of suggested criteria that each developer and/or property owner should submit on a site plan.
  - Lot dimensions.
  - Location and dimensions of all buildings and freestanding signs on the lot, as well as the distances all buildings and freestanding signs are set back from property lines, streets or street right-of-ways.
  - Principal side(s) building elevations for new buildings or exterior remodeling of existing buildings, showing building heights and proposed wall sign or window sign area.
  - Vehicle accommodation areas (parking, loading and circulation), designated surface material, dimensions and layout of proposed parking spaces, aisles and driveways.
  - Proposed plantings or construction of screen devices. Plan should indicate common or scientific names.
- **Adopt design standards for commercial development.** Below is a list of suggested guidelines that the town could consider.
  - **Landscaping Requirements:**  
In front of the primary building, landscaping (grass, shrubs, trees, or other suitable materials) should be provided which blends in with the existing adjacent land uses. All plant materials shall be maintained in a living and

growing condition so as to present a healthy, neat and orderly appearance. The area shall be kept free of refuse and debris. All parking areas should be constructed and maintained to control dust. Examples include concrete, asphalt, and/or limestone materials.

- **Architectural Control:**  
Complete architectural design must be given to all facades of all buildings with all side and rear elevations being given architectural treatment compatible with the front elevation for the building. Any portions of the building facing a road or residentially zoned area shall be finished in an attractive manner in keeping with the accepted standards used for the type of building. All buildings shall be masonry or brick construction, stone, wood frame, enameled steel or equivalent.

Any outdoor trash storage areas shall be maintained within the rear and side yard required setbacks. The area shall be screened from view from the road and adjoining properties with a solid fencing to provide a suitable vision screen. The minimum height of the fence shall be six (6) feet.

- **ED 2.3. Support the establishment of small businesses or “home-based” businesses that provide economic opportunities for local residents.**

**Strategy:**

- **Assess current zoning requirements to promote small and home-based businesses which complement the community.**
- **ED 2.4. Provide adequate technological infrastructure to accommodate the needs of businesses and residents.**

**Strategies:**

- **Evaluate and identify new and existing technologies including dial-up and high speed internet services that can be utilized by successful businesses in the area.**
- **Evaluate the overall adequacy and reliability of the technologies and service providers that local businesses rely on for technological needs. Parameters to be evaluated include, uplink times, download times, reception quality, and frequency of service interruptions.**
- **Keep informed of new technologies which will improve the communications and overall efficiency of local enterprises such as high speed definition digital television and others.**

**Goal ED 3. Partner, when possible, with educational institutions to promote life long learning for the area’s youth and adults.** Overall, the support for education and job skills training is essential for increasing earning potential for all Wisconsin residents. Partnerships among learning institutions are forming in response to the economic changes Wisconsin is experiencing. One such group includes Wisconsin technical colleges, the University System and private colleges. They are working together as a group called North East Wisconsin Educational Resource Alliance (NEW ERA). One of the goals of this partnership is to enhance and expand

learning opportunities in Wisconsin to offer necessary training/learning to Wisconsin's current and future workers.

**Objectives:**

- **ED 3.1. Support entrepreneurial programs to facilitate local business start-ups.**

**Strategies:**

- **Support CAP Services in Wautoma, an available resource to entrepreneurs.** CAP Services is a resource available to entrepreneurs for business plan development, information on financing and other tools that are necessary for starting a business.
- **Support the Junior Achievement (JA) Program in the Berlin School District.** JA is a worldwide program whose purpose is to educate students in kindergarten through 12<sup>th</sup> grade about business, including entrepreneurship, ethics, career development, financial literacy and economics.
- **Encourage individuals to seek support from other sources as needed.** Additional support for business plan development, financing information, and other assistance can be found at the following places:
  - Build Your Business: 1-800-435-7287
  - Small Business Development Centers (SBDC): 1-800-940-SBDC or [www.wisconsinsbdc.org](http://www.wisconsinsbdc.org)
  - Virtual Business Incubator: [www.virtualincubate.com](http://www.virtualincubate.com)
  - Impact Seven: (608) 251-8450 [www.impactseven.org](http://www.impactseven.org)
  - Moraine Park Technical College: [www.morainepark.edu](http://www.morainepark.edu)
  - East Central Wisconsin Regional Planning Commission: (920) 751-4770 [staff@eastcentral.org](mailto:staff@eastcentral.org)
- **ED 3.2. Encourage youth and adults in the area to utilize Moraine Park and Fox Valley technical colleges' satellite programming.**

**Strategies:**

- **Encourage the local high school and guidance counselors to continue to promote technical programs/job skill training through Moraine Park and Fox Valley technical colleges and the local high school.**
- **Encourage the Berlin Area High School to continue to work with CESA, CAP Services and the business community on the youth apprenticeship program or other similar programs to provide students with valuable skills.**

## CHAPTER 4: HOUSING

### TABLE OF CONTENTS

Introduction.....	4-1
Vision Statement .....	4-1
Inventory and Analysis .....	4-1
Age of Occupied Dwelling Units .....	4-2
Change in Structural Type .....	4-3
Occupancy Status .....	4-4
Tenure .....	4-4
Vacancy Status .....	4-5
Owner-Occupied Housing .....	4-6
Rental Housing .....	4-6
Seasonal Units .....	4-7
Other Vacant .....	4-7
Owner-Occupied Housing Stock Value .....	4-8
Median Housing Value Trends: A Broad Historical Perspective .....	4-8
Current Median Housing Value Trends .....	4-8
Current Values by Price Range .....	4-8
Housing Costs.....	4-9
Owner-Occupied Housing .....	4-10
Renter-Occupied Housing .....	4-11
Housing Conditions .....	4-12
Subsidized and Special Needs Housing .....	4-12
Housing Needs Analysis.....	4-14
Housing Affordability .....	4-14
Housing Available for Rent or Sale .....	4-14
Age of Occupied Dwelling Units and Owner-Occupied Housing Values .....	4-15
Overcrowding .....	4-15
Plumbing .....	4-15
Community Input Regarding Housing Needs .....	4-15
Group F Questionnaire Results .....	4-15
Continuum of Care Needs Assessment .....	4-18
Interrelationships with Other Plan Elements .....	4-19
Economic Development .....	4-19
Transportation .....	4-19
Utilities and Community Facilities .....	4-20
Agricultural Resources .....	4-20
Natural Resources .....	4-21
Cultural Resources .....	4-21
Land Use .....	4-21
Intergovernmental Planning .....	4-22
Policies and Programs .....	4-22
Regional, County and Local Policies .....	4-22
Federal, State and Regional Programs .....	4-23
Federal Agencies .....	4-24
National Organizations .....	4-26
State Agencies .....	4-26
Regional Programs .....	4-28
Goals, Objectives and Strategies .....	4-29

## TABLES

Table 4-1	Occupied and Seasonal Units as a Share of Total Housing Units, 1990 and 2000 .....	4-5
Table 4-2	Tenure as a Percent of Occupied Units, 1990 and 2000 .....	4-5
Table 4-3	Federally Assisted Rental Units, 2005 .....	4-13
Table 4-4	Assisted Living Options, 2005 .....	4-13
Table 4-5	Overall Area Questionnaire Results, Existing Residential Development .....	4-16

## FIGURES

Figure 4-1	Occupied Dwelling Units by Year Built, 1990 .....	4-2
Figure 4-2	Occupied Dwelling Units by Year Built, 2000 .....	4-2
Figure 4-3	Housing Values by Range, 2000 .....	4-9
Figure 4-4	Change in Median Housing Values Compared to Change in Median Household Income .....	4-11
Figure 4-5	Percent of Households for which Housing is Not Affordable, 1999 .....	4-12

## HOUSING

### INTRODUCTION

A number of factors influence how well the housing stock meets the needs of the community. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements, such as roadways, school transportation and the provision of public utilities.

The quality and affordability of housing influences the economic health and well-being of the community. Well designed, decent, safe and affordable housing creates a sense of connection and ownership between residents and their neighborhood and community. Residents with decent, safe affordable housing have more resources available for food, clothing, transportation, health care, savings for college or retirement, and other expenses. They also have the resources necessary to maintain their housing, which contributes to the quality of the community's housing stock and appearance of the community.

#### ***Housing Vision for 2030***

*The town accommodates a variety of housing choices. Home ownership continues to be the preferred housing option but the need for affordable rental housing is also being adequately addressed through new duplexes and conversions of existing housing stock. The town values its elderly population and has been successful in encouraging housing options that allow its residents to remain in the community.*

*Most new rural residences have been designed to blend in with natural features and existing agricultural activities in ways that minimize land use conflicts and preserve rural character. In recent years scattered single lot rural development has shifted toward clustered development and conservation subdivisions that focus on amenities such as common open space, walking trails and other amenities. To further preserve the farm economy and natural resources, the town has effectively directed new housing to the unincorporated village of Auroraville and designated areas adjacent to the City of Berlin. With assistance from a group of dedicated residents with an interest in historic preservation, many of the older historically significant homes in the town have been successfully renovated.*

### INVENTORY AND ANALYSIS<sup>1</sup>

This section of the chapter provides a broad brush of housing characteristics for the towns of Aurora and Bloomfield, plus identifies why a particular housing variable may be important. Characteristics which are unique to a particular community are noted, as are characteristics that can help identify strengths or opportunities for improvement. Tables are provided in Appendix D for those who may be interested in more detail.

<sup>1</sup> U.S. Census, 1990 and 2000, unless otherwise noted.

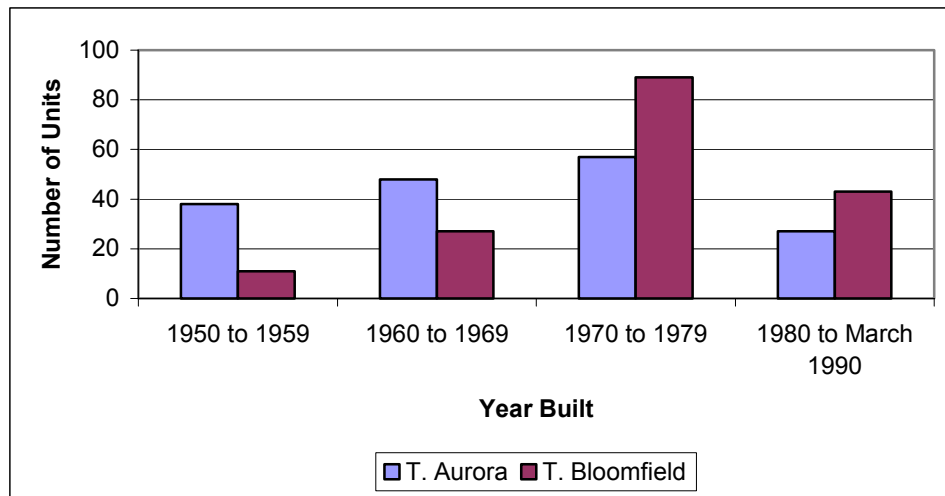


### Age of Occupied Dwelling Units

The age of occupied dwelling units reflect the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation rates, migration trends and natural disaster impacts. The age of units by itself is not an indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time.

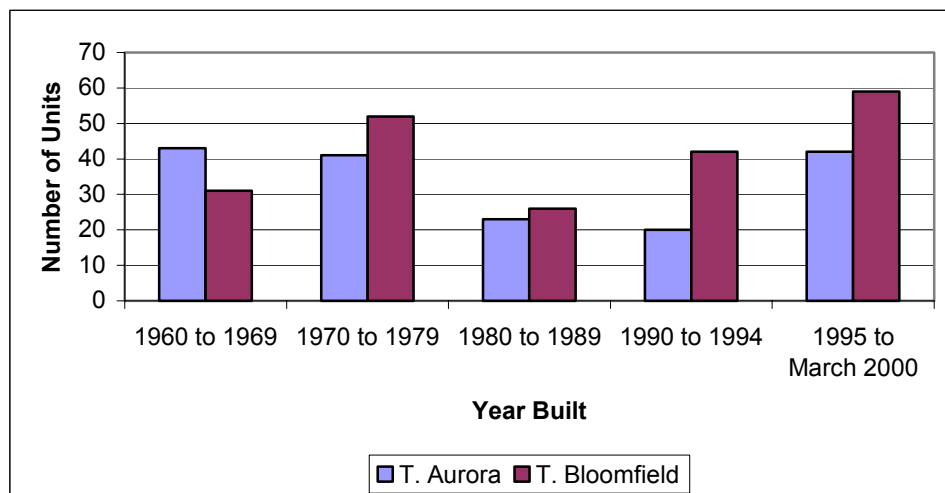
Census information regarding the age of owner-occupied units indicates that both towns were well established by 1960 (Appendix D, Tables D-1 and D-2). The number of owner-occupied units rose each decade from 1950 through the 1970's, and then fell sharply in the 1980's; this is particularly true in the Town of Bloomfield (Figure 4.1). The number of owner-occupied units began rising again in the 1990's, particularly in the latter half of that decade (Figure 4.2).

**Figure 4.1. Occupied Dwelling Units by Year Built, 1990**



Source: U.S. Census, 1990.

**Figure 4.2. Occupied Dwelling Units by Year Built, 2000**



Source: U.S. Census, 2000.

A comparison between the 1990 and 2000 Census data shows a discrepancy in the number of owner-occupied units built in the 1970's. The 1990 Census information indicates that 57 owner-occupied units were built in the Town of Aurora in the 1970's, while the 2000 Census only lists 41, a decrease of 16 units. In Bloomfield, the number of owner-occupied units built in the 1970's was listed as 89 in the 1990 Census and 52 in the 2000 Census, a decline of 37 units.

According to Town of Aurora committee members, the variation in the data between 1990 and 2000 likely reflects the closure of a migrant camp. In Bloomfield, many farms were consolidated. As farms were consolidated, the new owner often removed the extra farmhouse. A portion of the variation in Bloomfield may also be attributed to a change in tenure or status. As retirees move into the area and seasonal residences were converted to owner-occupied residences, it is likely that the composition of owner-occupied units changed between 1990 and 2000.

In 2000, the Town of Aurora's housing stock was slightly older than the Town of Bloomfield's. Both towns had a higher percentage of owner-occupied units built prior to 1960 than the county or the state, which indicates that the demand for new housing stock has been less in Aurora and Bloomfield than at the county and state level. Almost fifty-three percent (52.5%) of Aurora's housing stock was built prior to 1960, compared to 44.7% of Bloomfield's. At the state and county level, 38.7% of Waushara County's housing stock and 44.0% of Wisconsin's housing stock was built prior to 1960.

Between 1990 and 2000, both towns experienced a higher level of growth in owner-occupied units than was indicated in previous Census periods based on the age of structure information provided in the 1990 and 2000 Censuses. The Town of Bloomfield gained 101 new occupied units between 1990 and 2000, while the Town of Aurora gained 62 during this time period. A portion of the growth in the Town of Bloomfield was facilitated by the introduction of sewer in Tustin, which encouraged the updating of older homes and the construction of new units.

### **Change in Structural Type**

Structural type is one indication of the degree of choice in the housing market. Housing choice by structural type includes the ability to choose to live in a single family home, duplex, multi-unit building or mobile home. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services. Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity.

A single person, for example, will have different housing needs than a couple with children. Housing needs also change as we age, lifestyles change, or in the event that one or more members of the household become disabled. Providing a range of housing choices which meets individual household needs and preferences is one way of encouraging individuals to stay in the community and to draw others to locate there.

As with most rural communities, the dominant housing type in the towns of Aurora and Bloomfield is single family housing. In 1990, single family housing comprised 87.0% of the Town of Aurora's housing stock and 85.9% of the Town of Bloomfield's housing stock. Less than four percent of the towns' housing stock was comprised of duplex and multi-family units.

At 49 units, the Town of Bloomfield contained the largest number and share of mobile home, trailer & other units (11.9%). The Town of Aurora had the smallest number (32) and share of mobile home, trailer & other units (9.4%) (Appendix D, Table D-3).

During the 1990s, conversions, deletions and additions to communities' housing stock resulted in a slightly different composition of housing in 2000. Housing choice by structural type decreased in both towns. By 2000, the share of single family units had increased to 89.7% in the Town of Aurora and 91.0% in the Town of Bloomfield, while the number and share of mobile home units decreased in both communities. During this same time period, the number and share of duplex and multi-family units decreased in the Town of Aurora, but increased slightly in the Town of Bloomfield (Appendix D, Tables D-3 and D-4).

Although the number and share of mobile home, trailer and other units dropped, this category remained the second largest category by structural type for both towns. In 2000, mobile home, trailer and other units comprised 8.0% of the Town of Aurora's housing stock and 6.2% of the Town of Bloomfield's housing stock.

At the state and county level, the number and share of single family homes and larger multi-family buildings (those with 5+ units per building) increased, while the number and share of two to four unit buildings and mobile home, trailer and other units decreased. In 2000, single family homes comprised 82.6% of Waushara County's housing stock and 69.3% of the state's housing stock. Mobile home, trailer and other units comprised the second largest housing category for Waushara County, 13.0%. Multi-family units comprised less than five percent (4.4%) of the County's housing stock. At the state level, the second largest housing category was multi-family housing, which comprised 26.2% of Wisconsin's housing stock. Mobile home, trailer and other units comprised 4.5% of the State's housing stock.

### **Occupancy Status**

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units. Vacant units include those which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

For a healthy housing market, communities should have a vacancy rate of 1.5 percent for owner-occupied units and 5 percent for year round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base.

### ***Tenure***

Occupancy rates vary by community and over time. Total occupancy rates increased for Waushara County, the state and both towns between 1990 and 2000. In both time periods, jurisdictions with the lowest occupancy rates had the highest percentage of seasonal units (Table 4-1). All four jurisdictions experienced a decrease in the number and share of seasonal units between 1990 and 2000 and an increase in the number and share of occupied units and total units. The combination indicates that additional year round units were built and seasonal units were likely converted to year round residences (Appendix D, Tables D-5 and D-6).

Occupancy rates indicate that Waushara County has a higher percentage of seasonal units than the state as a whole. Both jurisdictions experienced an increase in total occupancy rates and a decrease in the number of seasonal units between 1990 and 2000. Waushara County experienced the largest change.

**Table 4.1. Occupied and Seasonal Units as a Share of Total Housing Units, 1990 and 2000**

Jurisdiction	Total Occupied		Seasonal	
	1990	2000	1990	2000
Town of Aurora	87.3%	91.7%	8.0%	5.5%
Town of Bloomfield	75.7%	84.4%	20.2%	11.7%
Waushara County	62.2%	68.3%	31.7%	27.0%
Wisconsin	88.6%	89.8%	7.3%	6.1%

*Source: U.S. Census, 1990 and 2000.*

The majority of occupied units within both towns are owner-occupied. Aurora and Bloomfield also have higher owner-occupancy rates than Waushara County and the state (Table 4-2). Between 1990 and 2000, the share of owner-occupied units increased in all four jurisdictions. By 2000, the share of occupied units that were owner-occupied ranged from 90.3% in the Town of Aurora to 68.4% in Wisconsin.

**Table 4.2. Tenure as a Percent of Occupied Units, 1990 and 2000**

Jurisdiction	Owner Occupied		Renter Occupied	
	1990	2000	1990	2000
Town of Aurora	84.1%	90.3%	15.9%	9.7%
Town of Bloomfield	83.5%	89.3%	16.5%	10.7%
Waushara County	80.3%	83.5%	19.7%	16.5%
Wisconsin	66.7%	68.4%	33.3%	31.6%

*Source: U.S. Census, 1990 and 2000.*

## Vacancy Status

Vacant housing units are units that are livable, but not currently occupied. The vacancy status of units available for purchase or rent is considered to be a strong indicator of housing availability. Generally, when vacancy rates are below 1.5 percent for owner-occupied units and 5 percent for renter-occupied units, housing is considered to be in short supply and additional units are needed. If vacancy rates are at or above standard, the community may have an adequate number of units for rent or for sale. However, additional information, such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers or renters. A higher vacancy rate may be appropriate, particularly for smaller communities, if the additional units provide needed choices within the housing market. If the existing vacancy rate is too high for existing market conditions, then property values may stagnate or decline.

### ***Owner-Occupied Housing***

Homeowner vacancy rates indicate that the Town of Bloomfield and Waushara County had an adequate share of owner-occupied units for sale in 1990, while the Town of Aurora and Wisconsin had tight housing markets. Between 1990 and 2000, homeowner vacancy rates fell in both towns and Waushara County, but remained stable at the state level (Appendix D, Tables D-7 and D-8). Countywide, the homeowner vacancy rate was 1.9 percent in 2000, which indicates that the county had an adequate number of homes on the market to meet demand. The homeowner vacancy rate for Wisconsin remained stable at 1.2 percent, which was just below the standard for both years. In 2000, both towns had homeowner vacancy rates below one percent, which indicates a shortage of homes for sale.

The drop in the vacancy rates is related to the increase in the number of owner-occupied units within both towns. Since the vacancy rate is a measure of the number of units for sale compared to the number of owner-occupied units, the number of units for sale is expected to rise as the total number of owner-occupied units rise in order to accommodate the growth in households. However, this did not occur in either town in the 1990's.

According to the Census, the Town of Aurora had three houses for sale in 1990 and 2000, while the Town of Bloomfield had four houses for sale in 1990 and three for sale in 2000. In order to meet the accepted vacancy rate standard of 1.5 percent, both communities should have had at least five units for sale in 2000. The small number of units coupled with the low vacancy rate meant that both towns likely had an inadequate number of homes on the market to provide choice for prospective homebuyers.

### ***Rental Housing***

In 1990, rental vacancy rates for the towns of Aurora (12.8%) and Bloomfield (7.7%) were above the vacancy standard of 5.0 percent, which would seem to indicate that both communities had more than an adequate supply of housing units for rent (Appendix D, Tables D-7 and D-8). However, the actual number of rental units was very small. In comparison, the rental vacancy rates for Wisconsin and Waushara County were 4.7% and 8.5%, respectively.

Between 1990 and 2000, the number of rentals and the rental vacancy rates decreased in both towns and at the county level. In 2000, rental vacancy rates indicate that the rental market had tightened, but the state, county and Town of Aurora had vacancy rates above 5.0 percent. The Town of Bloomfield's vacancy rate of 4.9%, however, was just below the standard. Waushara County had the highest rental vacancy rate (6.8%) of all four jurisdictions. The rental vacancy rate for the Town of Aurora was 5.9% and the state's rental vacancy rate was 5.6%.

As with the number of homes for sale, the number of housing units for rent in both towns was also small. In 1990, the Town of Aurora had six housing units for rent and the Town of Bloomfield had four. In 2000, the number of housing units for rent decreased to two units in each town. The decline in the number of units for rent and the number of renter-occupied units is another indicator that housing choice is declining in Aurora and Bloomfield. The decline in rental units likely gives a false impression regarding the adequacy of the number of units for rent. With only two units to choose from, the likelihood that a rental unit will meet the needs of prospective renters is very small.

### ***Seasonal Units***

Seasonal units are units intended for use only in certain seasons or for weekend or other occasional use throughout the year. They include properties held for summer or winter sports or recreation such as summer cottages or hunting cabins. They also include time-share units and may include housing for loggers.

Between 1990 and 2000, the number of seasonal units declined in all four jurisdictions. The share of vacant units identified as seasonal showed mixed results. The share of vacant units identified as seasonal decreased in the Town of Bloomfield and Wisconsin, but increased in the Town of Aurora and Waushara County (Appendix D, Tables D-7 and D-8). Between 1990 and 2000, the share of vacant units identified as seasonal declined from 83.2% in the Town of Bloomfield to 74.7%, as many of these units were converted to owner-occupied units. At the state level, the share of vacant units declined from 64.5% of all vacant units to 60.9%. The share of vacant units identified as seasonal increased in the Town of Aurora from 62.8% in 1990 to 65.6% in 2000 and increased in Waushara County from 83.9% to 85.3% during the same time period.

### ***Other Vacant***

Other vacant units include: migrant housing; units rented or sold, but not yet occupied; and units held for occupancy by a caretaker or janitor and units held for personal reasons of the owner, but not classified as seasonal. At the state and county level, units held for occupancy by a caretaker or janitor and units held for personal reasons of the owner, but not classified as seasonal comprised the largest segment of the other vacant unit category. At the town level migrant housing does exist within the Town of Aurora. However, no vacant migrant housing was listed in either Census for the town of Aurora or Bloomfield. The other vacant units listed were a mix of units rented or sold, but not yet occupied and units held for occupancy by a caretaker or janitor and units held for personal reason of the owner.

According to the Census, other vacant units comprised 16.3% of all vacant units for the Town of Aurora and 8.9% of vacant units for the Town of Bloomfield in 1990 (Appendix D, Tables D-7 and D-8). Between 1990 and 2000, the share of other vacant units rose in both towns. By 2000, other vacant units comprised 18.8% of all vacant units in Aurora and 18.3% of vacant units in Bloomfield.

The actual number of other vacant units reported in the Census ranged from seven in Aurora to nine in Bloomfield in 1990. Between 1990 and 2000, the number of other vacant units decreased in Aurora to six and increased in Bloomfield to thirteen. The increase in other vacant units in Bloomfield was equally split between units rented or sold, but not yet occupied and units held for occupancy by a caretaker or janitor and units held for personal reason of the owner.

In addition to the information provided to the Census Bureau, United Migrant Opportunity Services (UMOS) operates 32 units of seasonal housing in the Town of Aurora. This facility, the Aurora Emergency Shelter, is open from May through October to provide housing for temporary farm workers in the area. Since this facility is closed during the month of April, it does not appear in the U.S. Census. However, it provides much needed housing for the workers needed to support the seasonal labor demands of the area.

## **Owner-Occupied Housing Stock Value**

Owner-occupied housing stock values can provide information about trends in property values, housing demand and choice within the housing market. Housing stock values can also help provide prospective new businesses with information regarding how accessible housing will be for their employees.

### ***Median Housing Value Trends: A Broad Historical Perspective***

State and county level information indicate that owner-occupied housing values have risen substantially since 1970. The largest growth in median housing values occurred in the 1970's. Between 1970 and 1980, median housing prices more than doubled in response to inflationary pressures during the late 1970's and increased demand as baby-boomers entered the housing market. Housing prices continued to rise during the 1980's, but at a much slower rate. Housing prices again increased substantially in the 1990's. Lower interest rates and competitive loan products allowed home buyers the opportunity to purchase a higher value home, and the market responded by increasing the average home size for new construction<sup>2</sup>. The number of expected amenities in a home also increased. Communities contributed to the rise in housing prices by increasing minimum lot sizes and minimum square footage. Children of baby-boomers began entering the housing market during this decade, which put additional pressure on the housing market. The increased demand for starter homes and lack of supply drove the value of existing starter homes up substantially. By 2000, the median housing value for Waushara County had risen from \$10,600 in 1970 to \$85,100; and the median housing value for Wisconsin had risen from \$17,300 to \$112,200.

### ***Current Median Housing Value Trends***

Between 1990 and 2000, both towns experienced substantial increases in median housing values, with the Town of Bloomfield experiencing the largest increase. Median housing values increased by 71.7% in the Town of Aurora, compared to an increase of 117.3% in the Town of Bloomfield. By 2000, median housing values ranged from \$94,800 in the Town of Aurora to \$100,600 in the Town of Bloomfield (Appendix D, Table D-9).

### ***Current Values by Price Range***

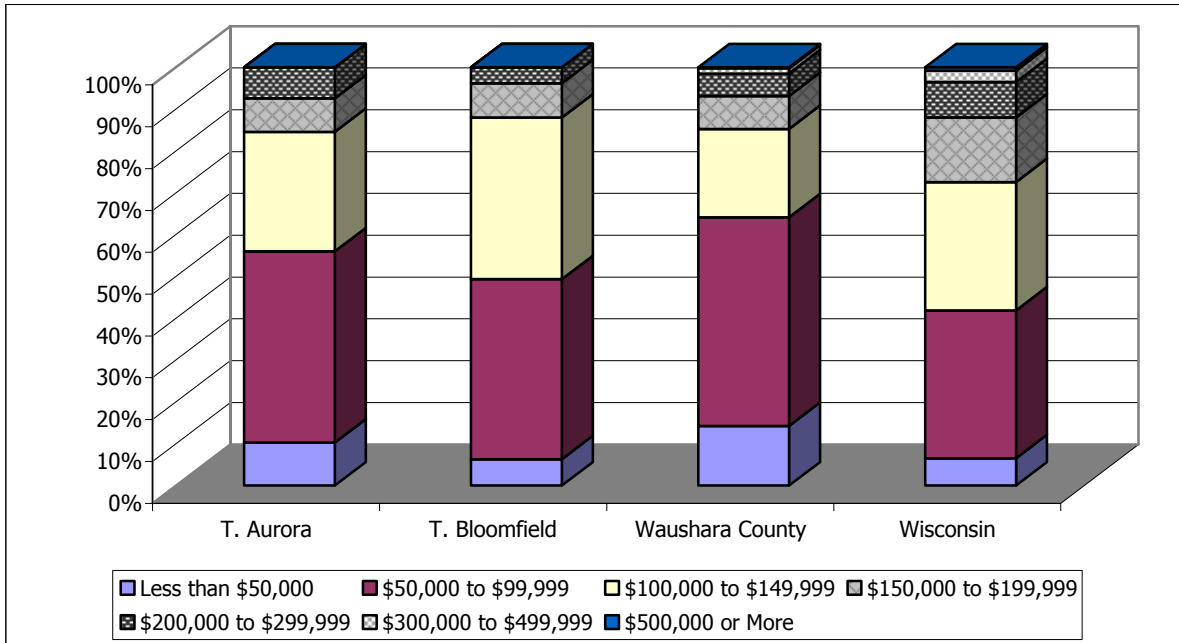
Over 84% of the owner-occupied housing stock in the towns of Aurora and Bloomfield and Waushara County was valued at less than \$150,000 in 2000. The largest share of owner-occupied units by price range fell within the \$50,000 to \$99,999 range (Appendix D, Table D-9). Forty-six percent of Town of Aurora's owner-occupied housing stock was valued at \$50,000 to \$99,999 compared to 43% of the Town of Bloomfield's. Fifty percent of the county's housing stock and 35% of the state's owner-occupied housing stock was also valued at \$50,000 to \$99,999. Waushara County had the largest share of housing units valued at less than \$50,000, while the Town of Bloomfield had the least (Figure 4-3). According to the 2000 Census, neither town had owner-occupied housing valued over \$300,000. In Waushara County and Wisconsin, 1.5 percent and 3.5 percent of the owner-occupied housing units were valued over \$300,000,

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<sup>2</sup> In 1970, the average size of a new single family home in the U.S. was 1,500 sq. ft. By 2000, the average size of a new single family home in the U.S. was 2,266 sq.ft.

respectively. While both towns had slightly different compositions by price range, both towns have about the same level of choice in owner-occupied housing opportunities by price range.

**Figure 4.3. Housing Values by Range, 2000**



Source: U.S. Census, 2000.

### Housing Costs

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payments for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25 to 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one or more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

Access to affordable housing is not only a quality of life consideration, it is also an integral part of a comprehensive economic development strategy. Communities need affordable housing for workers in order to retain existing companies and attract new companies to the area. Households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food, and



clothing. This in turn not only has a negative impact on the overall economy, it may also heighten resistance to property tax increases, which is a major source of revenue for many Wisconsin communities.

For persons on the bottom end of the economic ladder, affordable housing is particularly important. A recent study by the Hudson Institute and the Wisconsin Housing Partnership<sup>3</sup> found that the most important factor for individuals to successfully move from welfare to work was their ability to find decent, stable affordable housing.

A review of housing stock values for the towns of Aurora and Bloomfield indicated that housing values were on average lower than the state average. However, many of those units were not affordable for town residents. This was especially true in the Town of Bloomfield.

### ***Owner-Occupied Housing***

In 1989, 15.1 percent of homeowners in the state and 17.7 percent of homeowners in Waushara County were paying a disproportionate amount of their income for housing (Appendix D, Table D-10). Residents in the towns of Aurora and Bloomfield had a slightly harder time finding affordable housing. In 1989, 17.8 percent of Aurora residents and 18.5 percent of Bloomfield residents were spending more than 30% of their income on housing.

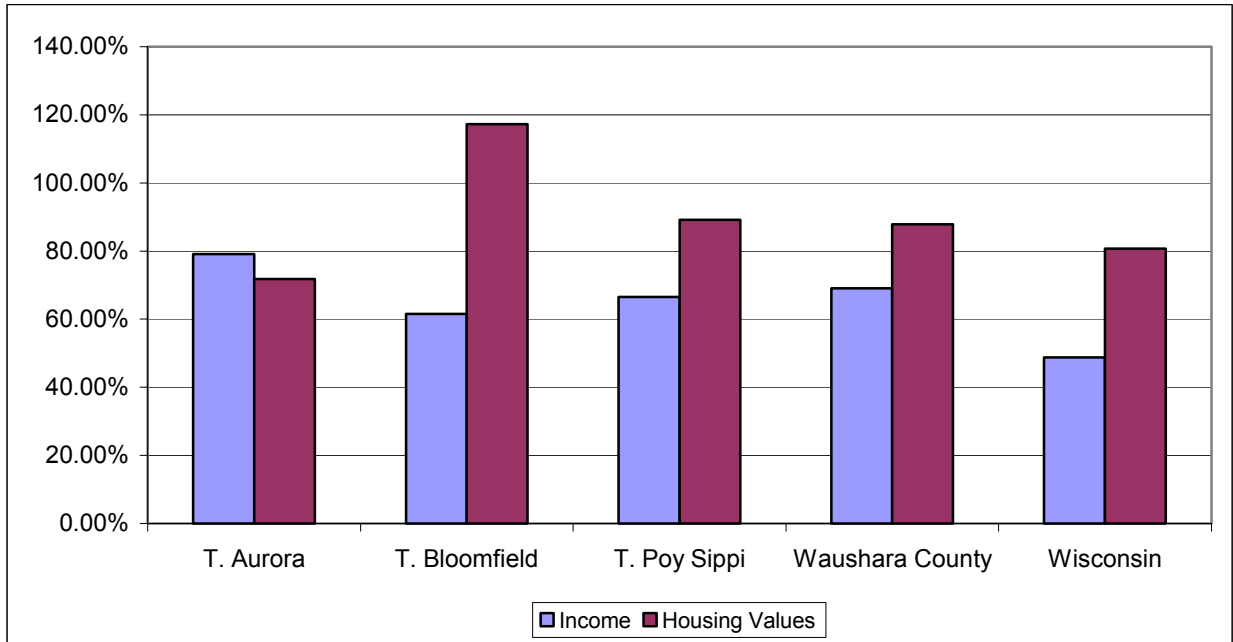
Between 1989 and 1999, housing affordability became a larger issue for homeowners in the state, Waushara County and the Town of Bloomfield. The percentage of homeowners paying a disproportionate share of their income for housing in Bloomfield rose to 26 percent. Almost twenty percent (19.7%) of County residents were paying a disproportionate share of their income for housing in 1999, compared to 17.8 percent of state residents. The change in housing affordability likely resulted from housing prices and values rising faster than incomes. The Town of Aurora was the only jurisdiction during this time period where the median household income rose faster than the median price of housing (Figure 4-4.). It was also the only jurisdiction to see a decline in the number and share of homeowners paying a disproportionate share of their income for housing. In 1999, only 10.3 percent of homeowners in Aurora reported paying a disproportionate amount of their income for housing.

If household income in the Town of Aurora continues to rise faster than housing values, housing affordability issues could be eliminated in the town in the future, thereby increasing the quality of life for all town residents. The Town of Bloomfield suffered the largest disparity in income growth compared to housing value growth during the 1990s. The number of households paying a disproportionate share of their income for housing also doubled. As a result, action should be taken in the Town of Bloomfield to address this issue. Otherwise, the town's housing stock could fall into disrepair. People may not have the necessary resources to meet other needs; and some people could lose their housing. The town will also have greater difficulty raising revenues to meet necessary expenditures. Potential actions could include financial education and budgeting assistance, strategies to increase income opportunities, housing subsidies, aid in refinancing to make housing more affordable, reverse mortgages for elderly homeowners, construction of housing which is more in line with residents' income or any other action that will increase housing affordability for residents.

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<sup>3</sup> Rebecca J. Swartz, Brian Miller with Joanna Balsamo-Lilien, Hilary Murrish, 2001. *Making Housing Work for Working Families: Building Bridges between the Labor Market and the Housing Market.*

**Figure 4.4. Change in Median Housing Values Compared to Change in Median Household Income**



Source: U.S. Census, 1990 and 2000.

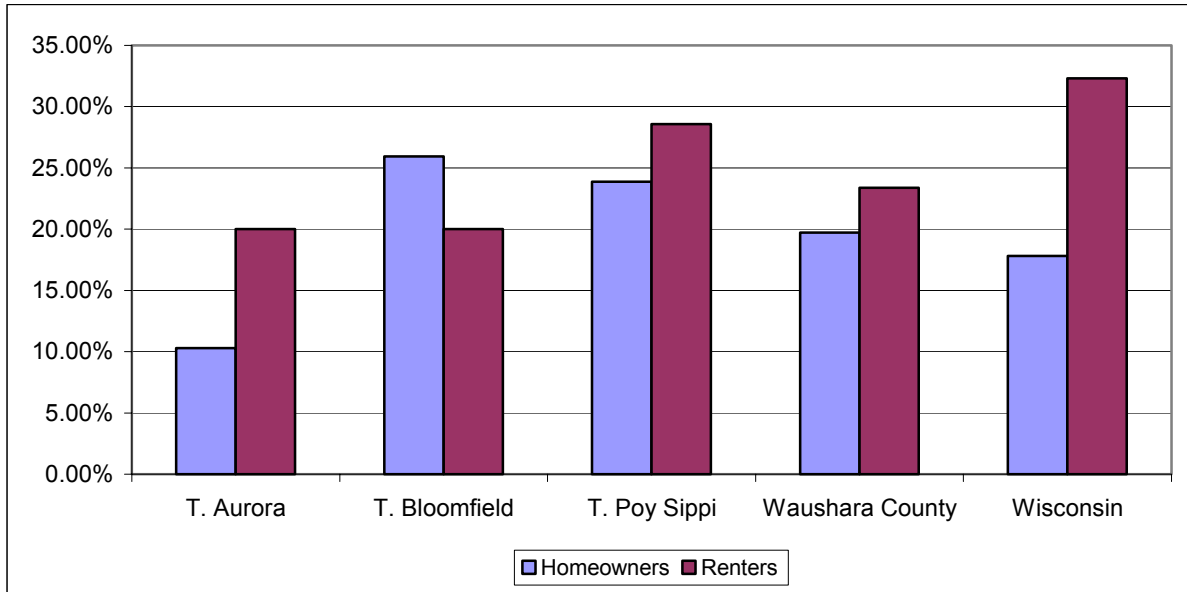
### ***Renter-Occupied Housing***

Census data indicates that renters had far greater difficulty finding affordable housing than homeowners. In 1989, 36.0% of renters in the state and 34.6% of renters in the county paid a disproportionate share of their income for housing, compared to 15.1% and 17.7% of homeowners, respectively. The share of renters paying a disproportionate amount of their income for housing ranged from 25.0% in the Town of Aurora to 27.3% in the Town of Bloomfield.

Between 1989 and 1999, the number and share of households paying a disproportionate share of their income for rental housing decreased in all four jurisdictions. This decrease was accompanied by a decrease in the total number of renters, which indicates that renters may have relocated in search of more affordable housing.

By 1999, the share of renters paying more than 30% of their income for housing had decreased to 20.0% in both towns (Figure 4-5). Thirty-two percent (32.3%) of state residents were paying more than 30% of their income for rental housing, compared to 23.4% of Waushara County residents, which indicates that rent was more affordable for the renters who remained in Aurora and Bloomfield than for renters at the state and county levels.

**Figure 4.5. Percent of Households for which Housing is Not Affordable, 1999**



Source: U.S. Census, 2000.

**Housing Conditions**

Two Census variables often used for determining housing conditions include units which lack complete plumbing facilities and overcrowded units. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. If any of these three facilities is missing, the housing unit is classified as lacking complete plumbing facilities. The Census defines overcrowding as more than one person per room in a dwelling unit.

In the Towns of Aurora and Bloomfield, occupied units without complete plumbing facilities are rare. Only five occupied units were listed as being without complete plumbing facilities in 2000. Those units were located in the Town of Bloomfield. Less than two percent of dwelling units within these towns are overcrowded (Appendix D, Table D-11). The Town of Bloomfield had the greatest percentage of overcrowded units (1.3%), while the Town of Aurora had the smallest (1.1%). The actual number of overcrowded units listed was four in Aurora and five in Bloomfield.

**Subsidized and Special Needs Housing**

Subsidized and special needs housing should be available for individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills, need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. Two such examples would be when a child cares for an elderly parent in their own home or when a parent cares for a disabled child in their own home. In most instances, however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

Table 4.3 shows the location of federally assisted rental units by type for Green Lake, Waupaca and Waushara Counties. The closest access to subsidized housing for qualifying elderly, families and persons with disabilities for Town of Aurora residents is within the City of Berlin or Town of Poy Sippi. Town of Bloomfield residents also have close access to the facility in the Town of Poy Sippi. Otherwise the closest subsidized housing for Town of Bloomfield residents is within the Village of Weyauwega in Waupaca County.

**Table 4.3. Federally Assisted Rental Units, 2005**

County	Jurisdiction	Elderly Units	Family Units	Other Units	Total Units
Green Lake	C. Berlin	75	59	11	145
	C. Markesan	24	8	0	32
	C. Princeton	50	0	0	50
Waupaca	C. Clintonville	0	78	16	94
	C. Manawa	32	18	2	52
	C. Marion	20	0	0	20
	C. New London	60	65	1	126
	C. Waupaca	70	59	1	130
	V. Iola	0	16	0	16
	V. Weyauwega	24	0	0	24
Waushara	C. Wautoma	32	14	2	48
	V. Coloma	0	12	0	12
	V. Redgranite	21	0	3	24
	V. Wild Rose	16	0	0	16
	T. Poy Sippi	0	20	0	20

Source: WHEDA website, 2005.

**Table 4.4. Assisted Living Options, 2005**

County	Jurisdiction	Adult Family Home Capacity	Community Based Res. Care Facility Capacity	Residential Care Apartment Units	Total Units
Green Lake	C. Berlin	4	30	26	60
	C. Green Lake	0	14	26	40
	C. Markesan	0	15	24	39
	C. Princeton	0	15	0	15
Waupaca	C. Clintonville	4	0	65	69
	C. Manawa	4	0	0	4
	C. New London	16	38	23	77
	C. Waupaca	16	26	71	113
	C. Weyauwega	8	16	0	24
	V. Iola	4	0	0	4
Waushara	C. Wautoma	11	70	53	134
	V. Coloma	0	16	0	16
	V. Redgranite	0	20	40	60
	V. Wild Rose	0	8	0	8

Source: WI Department of Health and Family Services Assisted Living Directories, website, 2005.

Assisted living options in the area are listed in Table 4.4. All elderly housing options listed for the area are located in nearby incorporated communities. No units or facilities were listed within the Towns of Aurora and Bloomfield. This likely reflects the fact that funding agencies are more likely to provide resources and developers are more likely to build these facilities in areas with easy access to health care, transportation, other services and grocery stores. Since many residents in these facilities may have mobility limitations, they may also prefer to be located in an area with easy access to goods and services.

### **Housing Needs Analysis**

As part of the regional planning process, ECWRPC developed a matrix of housing conditions to measure housing stress within the region. This matrix uses a combination of ten Census variables to measure five housing characteristics: housing affordability, housing availability, the prevailing age of units compared to housing values, overcrowding and presence of plumbing facilities. A compilation of these variables show that both towns have a moderate amount of housing stress (Appendix D, Tables D-12 and D-13), which indicates that both towns have issues that should be addressed. However, these issues affect no more than a quarter of the population of each community.

Based on inventory analysis, the two largest housing issues facing the towns of Aurora and Bloomfield are access to owner-occupied housing and housing affordability. Of the two identified issues, housing affordability is the most important, as it affects existing town residents. Access to owner-occupied housing is a growth issue. If town residents are comfortable with the current rate of growth and the low supply of homes for sale is not impacting housing affordability, then the low homeowner vacancy rates may actually fit within the overall vision for each community and therefore does not need to be addressed.

#### ***Housing Affordability***

Housing affordability is currently an issue in both towns. Renters, in particular, have a difficult time finding units which are affordable. However, proportionally both towns have far more homeowners than renters, so a larger number of homeowners are struggling with housing affordability issues. This is particularly true for the Town of Bloomfield, where the number of homeowners experiencing housing affordability issues doubled in the 1990's. The major factor contributing to housing affordability issues in Bloomfield appears to be that housing values are rising faster than household incomes. The need for affordable housing can be addressed by building units which are affordable for residents, subsidizing the housing costs for existing units, and/or increasing incomes to make the existing housing more affordable.

#### ***Housing Available for Rent or Sale***

The towns of Aurora and Bloomfield have an adequate share of units for rent. However, given the small number of units available, communities may wish to evaluate the market demand to see if the units for rent provide an adequate choice for those seeking to rent. Homeowner vacancy rates indicate that both towns have a very tight owner-occupied housing market. Not only are homeowner vacancy rates low, the number of units for sale in each town are also small, which may discourage households from moving into the towns of Aurora and Bloomfield.

### ***Age of Occupied Dwelling Units and Owner-Occupied Housing Values***

This variable compares the percentage of housing stock that was over 40 years of age to the percentage of housing stock that is valued at less than \$50,000. Less than eleven percent of the housing stock in Aurora and Bloomfield is valued at less than \$50,000. So while over 40% of the housing stock is over 40 years old, it is likely that most of these units are well maintained.

### ***Overcrowding***

In 2000, overcrowding affected very few households in the towns of Aurora and Bloomfield. However, overcrowding could increase if households choose to double up or move to smaller units in an effort to lower their housing costs.

### ***Plumbing***

Ninety-nine percent of occupied units had complete plumbing facilities, so incomplete plumbing facilities is a factor for a very small percentage of households.

### **Community Input Regarding Housing Needs**

Statistical information can only capture a portion of the information necessary to determine housing needs and a community's ability to meet those needs. Market demand and supply characteristics (capacity), socio-economic changes (fluidity) and personal desires and biases (individual choice/NIMBYism<sup>4</sup>) also influence housing needs. For example, housing affordability has been identified as the largest housing need for Group F communities. The need may exist because households are unable to find housing within their price range; they desire more housing than they can afford; zoning and subdivision regulations restrict the development of low to moderate income housing; other government regulations increase the cost of housing; developers prefer to build upper end housing; public opposition has resisted the development of more affordable housing; or housing costs have risen faster than incomes. Possible factors which may have contributed to housing costs rising faster than incomes may include a lack of opportunity for better paying jobs, lack of education and skill to obtain better paying jobs, or income reduction through job loss or wage stagnation.

Two information gathering activities provided additional insight into housing conditions in the towns of Aurora, Bloomfield and Waushara County. An area wide questionnaire was conducted in 2005 as part of the planning process and a county-wide needs assessment was completed as part of the 2005 Continuum of Care grant application process.

### ***Group F (Town of Aurora and Town of Bloomfield) Questionnaire Results***

Town residents were asked to rate the type and amount of existing residential development in their community<sup>5</sup>. For each type of housing, residents were asked if the amount present in

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<sup>4</sup> NIMBY: Not In My Back Yard

<sup>5</sup> A summary of the questionnaire results are located in Appendix A. A copy of the questionnaire can be reviewed at the Berlin, Fremont, Poy Sippi and Redgranite Public Libraries or obtained from the ECWRPC office (920) 751-4770.

their community was too much, about right or too low. Table 4.5 represents the opinion of the respondents.

Based on these results, additional assisted living or elderly housing was the highest identified need. Forty-four percent of the respondents noted that the area does not have enough assisted living or elderly housing choices. Support for additional assisted living was much stronger in the Town of Bloomfield than in the Town of Aurora. Almost 54% of Bloomfield respondents (53.8%) stated that the area did not have enough assisted living/elderly housing compared to only 37.2% of Aurora respondents.

Prior to building new housing, communities should check with nearby facilities, service providers and residents to determine if the identified need results from a lack of capacity, lack of affordability, location preferences or a facility/need mismatch. If the response reflects residents’ desire to remain in the community, other options could be explored. While the distance to goods and services and lack of infrastructure such as public water and sewer eliminates some options, a variety of elderly housing options are possible. Two such options could include changing zoning laws to allow accessory or “granny” units or remodeling existing homes. Homes could be remodeled to allow seniors to remain in their home longer, to include independent living quarters for live-in caretakers or to accommodate elderly family members while providing privacy for all family members. Other perhaps less familiar options could include universal design homes, adult homes, coop housing, co-housing or other planned elder housing.

**Table 4-5. Overall Area Questionnaire Results, Existing Residential Development**

Housing Type	Too Much	About Right	Not Enough	Total Respondents
Single Family	6.7%	86.0%	7.2%	100.0%
Low to Moderate Inc.	15.7%	68.6%	15.7%	100.0%
Duplexes	21.0%	69.8%	9.3%	100.0%
Multi-unit Apartments	26.0%	59.3%	14.6%	100.0%
Condominiums	26.8%	63.4%	9.8%	100.0%
Assisted Living	3.5%	52.0%	44.4%	100.0%
Mobile Home Parks	33.5%	62.4%	4.1%	100.0%
High Income Development	28.9%	56.9%	14.2%	100.0%

Source: ECWPRC, 2005.

After assisted living or elderly housing, identified housing needs drop considerably. Low to moderate income housing was ranked second in terms of identified need. Almost sixteen percent (15.7%) of respondents stated that the area did not have enough low to moderate income housing. It should be noted, however, that the same percentage of residents stated that the area had too much low to moderate income development. Town of Aurora residents were more likely to say the area had too much low to moderate income housing than Town of Bloomfield residents. The difference may very well reflect the fact that housing affordability is a bigger problem for Bloomfield residents than Aurora residents. Communities may need to conduct additional education or informational sessions in order to effectively address housing affordability issues. Communities need to understand and alleviate residents’ concerns.

Residents may need additional information or education regarding what 'affordable housing' is and what it means to the community. Opposition to affordable housing may stem from misconceptions, opposition to certain styles of housing, existing problems within the community or economic base concerns.

Almost fifteen percent (14.6%) of respondents desired more multi-unit apartments. However, far more respondents (26.0%) noted that the area had too many multi-unit apartments than those who noted that the area did not have enough. As a result, communities may need to carefully consider the amount, impact and potential location of such development. Potential impacts could include changes in community character and the need to add a cluster system for water and on-site wastewater treatment or a need to expand or install a public sanitary sewer system.

Fourteen percent (14.2%) of respondents identified a need for additional high end housing in the area. Twice that many respondents (28.9%) stated that the area already had too much high end housing. Town of Aurora residents (33.9%) were less likely to accept additional high end housing than Town of Bloomfield residents (26.3%).

Approximately ten percent of respondents identified a need for additional duplexes and condominiums. However, 21.0% of respondents felt that the area had too many duplexes and 26.8% of respondents stated that the area had too many condominiums. Residents in the Town of Bloomfield were more amenable to accepting additional duplexes than Town of Aurora residents. Town of Aurora residents were more amenable to accepting condominiums than Town of Bloomfield residents.

Eighty-six percent of respondents stated that the area had about the right amount of single family homes. Just over seven percent (7.2%) of respondents identified a need for additional single family housing and 6.7% noted that the area had too much single family housing, which means the remainder of residents were just about evenly split in their desire for more single family residences.

Mobile home parks received the lowest rating for existing and future development. Only 4% of respondents to this question stated that the number of mobile home parks was too low. Approximately thirty-three percent (33.5%) stated that the area had too much mobile home park development. Given the strength of opposition to additional mobile home parks, communities will need to do additional education if they wish to facilitate the development of additional parks. Visual aids, tours to well designed parks or design standards could help reduce opposition to such developments.

If one excludes the expressed desire for assisted/elderly housing, in all other cases the percentage of respondents noting that the area does not have enough housing is considerably lower than the percentage of respondents that either noted the area has too much housing or just the right amount of housing. These results indicate that while respondents may not be completely satisfied with housing choices that exist within the area, they are comfortable with the rate of growth the area is experiencing. As both communities plan for future growth and development, housing choice should be an important consideration. Appropriate options for elderly residents should be seriously considered.



Housing does not exist in a vacuum. As a result, both communities will need to consider a variety of issues as they determine the rate of residential growth, type, location and choice in future housing development. In response to questions about future development, 61% of respondents supported the concept of an adequate supply of affordable housing. Seventy-seven percent of residents favored promoting redevelopment. Other concepts related to affordable housing development that received strong support included cost effective government services (82%), encouraging municipal coordination and cooperation (89%), promoting economic growth (78%) and providing infrastructure (including affordable land) for growth (73%).

When compared to other local land use issues, however, affordable housing ranked 12<sup>th</sup> out of the 14 issues in the Town of Aurora and 13<sup>th</sup> in the Town of Bloomfield. Protecting natural resources ranked number one in both towns, followed by protection of farmland and woodlands (#2), which means both communities should seriously evaluate appropriate locations for future residential development. Balancing individual rights with community interests ranked third in the Town of Aurora, while creating a unique setting ranked third in the Town of Bloomfield. Promoting economic growth ranked fourth in Aurora and seventh in the Town of Bloomfield. Bloomfield residents ranked coordination and cooperation between communities as fourth. However, promoting economic growth is related to housing affordability and balancing individual rights with community interests can also be an affordable housing issue. These results indicate that while affordable housing may have ranked low compared to other issues, it should receive attention as recommendations are developed and implemented to meet the needs of town of Aurora and Bloomfield residents.

### ***Continuum of Care Needs Assessment***

The Continuum of Care<sup>6</sup> Needs Assessment was a county-wide effort to identify housing resources and to identify and prioritize housing needs of homeless persons within the county. As such, it was a more focused assessment. A number of agencies and individuals were included in this information gathering process including: Waushara County's Department of Human Services, Community Programs, UW-Extension and Job Center; WI Department of Workforce Development Migrant, Refugee and Labor Services; Family Health Medical and Dental Center; All-Area Counseling; CAP Services; and Legal Action of Wisconsin. Individual participants included two homeless members, a representative from the Waushara County Coordinated Community Response Team for domestic violence issues, three persons of Hispanic Origin and 11 victims of domestic violence. A variety of needs were identified, including affordable housing, transportation, childcare, education, employment, medical care, counseling/case management, legal services, and others. When these needs were prioritized, affordable permanent housing ranked as the number one need in Waushara County. The need for permanent affordable housing was followed by affordable transitional housing, legal services, case management/assistance with linkage to other community resources, support groups and assistance obtaining employment or training. CAP Services submitted a grant application to request funds to help meet identified needs, and was awarded \$105,025, which will be used to provide affordable housing and support services to victims of domestic abuse in Portage, Waupaca, Waushara and Marquette Counties.

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<sup>6</sup> The Continuum of Care model is a coordinated effort between providers of housing and housing related services to move persons from homelessness into emergency shelter, through transitional housing to long-term affordable housing. The Continuum of Care also works to prevent persons at risk of homelessness from becoming homeless.

## **INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS**

Housing cannot be considered in isolation from other elements. Meeting the housing needs of all Aurora and Bloomfield residents requires an adequate supply of reasonably priced land with the appropriate infrastructure, utilities and services, coupled with access to employment opportunities and dependable transportation options. Decisions regarding economic development, transportation, community and public facilities development, environmental quality and land use have an impact on housing choice, supply and affordability. Likewise, decisions made in the housing sector can influence the cost and efficiency of other plan elements.

### **Economic Development**

Affordable housing is an integral part of a comprehensive economic development strategy. Companies are reluctant to relocate to communities without affordable housing for their workers. Existing companies may move out of the area if they cannot attract an adequate labor force. Labor shortages and high turnover rates resulting from a lack of affordable housing reduce service and productivity, increase administration and training costs, thereby discouraging business development and expansion. In addition, households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food, and clothing. All this in turn has a negative impact on the overall economy.

Redevelopment of vacant industrial or commercial properties could bring these properties back onto the tax rolls, increase revenue and improve the overall appearance of the community. In some instances, these buildings or locations may be more appropriate for commercial or industrial redevelopment. In other instances, or perhaps in combination with commercial redevelopment, the adaptive reuse of these properties may provide unique housing options and increase the supply of affordable housing, elderly housing and utilize space and structures which may no longer be appropriate for commercial or industrial uses. Apartments above stores can help retail and service establishments supplement their income. Appropriate home based businesses and/or owner-occupied units above or behind retail and service establishments can increase housing affordability, lower transportation costs and perhaps increase access to goods and services within the towns.

### **Transportation**

A mix of transportation options is critical to meet personal mobility needs and decrease social isolation for individuals and individual households, particularly for those unable or unwilling to drive. Sidewalks and pedestrian/bicycle trails can provide a healthy, low cost alternative to the automobile for small unincorporated areas where homes, schools, places of business, employment and recreational facilities are in close proximity. For the majority of the area, however, paratransit service or a volunteer driver pool may be needed for those who cannot drive.

A good road network and highway system helps provide access to greater economic opportunities beyond those in the immediate vicinity, which can contribute to housing affordability, provided transportation costs to those areas is not prohibitive. As transportation costs rise, carpooling and vans may be a more cost-effective means of traveling between homes and places of employment.

## Utilities and Community Facilities

Affordable housing and upscale employment are linked to education, experience and updating job skills. Financial literacy and life skills also help ensure households make good financial decisions and have the wherewithal to properly maintain their housing unit. As a result, a strong school system which adequately prepares students to meet the demands of the workplace is critical. Adult education, job training, retooling and programs to connect individuals with better economic opportunities also contribute to housing affordability. Programs/agencies which provide counseling, financial and investment literacy, life skills training and support groups/services contribute to household stability.

Good law enforcement, fire and EMS services are important to public and household safety. In turn, housing units and properties must be maintained, as poorly maintained housing may pose a health and/or fire hazard. Cluttered or overgrown drives may also limit emergency access to properties.

Accessible, reliable and affordable electrical and heating sources and services contribute to housing safety and affordability. Accessible, affordable and environmentally safe water and waste disposal sources and services are critical to public safety and housing affordability.

Other community and public facilities such as waste disposal options, recycling facilities, parks, libraries, childcare, eldercare, medical facilities and emergency shelters also contribute to an area's quality of life and the wellbeing of individual households. Communication, cooperation and coordination with the entities that provide these services are important to ensure Aurora and Bloomfield residents have access to these services. New residents may appreciate information regarding the location and accessibility of these services.

## Agricultural Resources

As new households are formed, more land will be converted from farms, forests and open space to residential uses. Farmland in towns of Aurora and Bloomfield is also under pressure from seasonal home development. The amount of land converted will vary depending on the choices made in terms of the density, design and placement of that development.

Choices must be made. Residential land uses have higher property values than farmland, so their expansion is seen as an opportunity to increase tax revenues. Little attention is paid to net tax gains, even though various Farmland Trust studies<sup>7</sup> have shown that the cost of services for other forms of development, particularly single family residential, typically exceeds tax revenues generated by that development, while taxes generated by farmland exceed the cost of services for farmland.

As farmers reach retirement age, many of these individuals see farmland conversion as a quick, easy retirement option, especially in the face of increased conflicts between the realities of farming and the expectation of exurban residents. Modern day industrial farming requires substantial monetary investments, which makes it difficult for young farmers to enter the field. Farming is also under considerable economic pressure, as production costs rise and profits from food sales shift away from farmers to food processing and sales.

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<sup>7</sup> American Farmland Trust, 2004. *Farmland Information Center Fact Sheet: Cost of Community Services Studies.*

Allowing a farmer to develop his land provides housing opportunities and cash benefits for that farmer. However, it also increases the need for additional public services which require additional tax revenues. Nonfarm development may also cause economic, land use and transportation conflicts for the farmer who wishes to maintain or expand his operation.

### **Natural Resources**

Building materials, such as lumber and nonmetallic resources are needed for residential development. The density and location of residential development also impacts the amount of land consumed for development and can fragment ecosystems and place undue pressure on our natural resources. As humans consume more land, the amenities, such as the open space and farm and forest land that attracted initial settlement disappears. Human/animal interaction also increases. Communities must deal with a rising number of complaints about bird feces in parks and on lawns; deer and rabbits damaging trees, shrubs and gardens; and in some instances bears foraging through dumps and garbage cans. Pressure is also placed on fragile wildlife habitats, such as migration corridors.

Many communities have established large minimum lot sizes in an effort to preserve rural character. However, the demand for large lot subdivisions, scattered site housing and seasonal homes is, in reality, fragmenting wildlife habitats and changing the appearance and character of the landscape. If communities have an interest in preserving natural resources and/or their rural character, other implementation tools may better serve that objective.

### **Cultural Resources**

The existing housing stock in the towns of Aurora and Bloomfield is an important resource. It provides community character and reflects the historical development of the area. In some instances, the material in some of these units is no longer available. To lose these units is to reduce housing choices and to lose a part of the area's history, cultural and community identity.

Environmental regulations designed to protect the health and safety of individuals such as the lead base paint remediation and asbestos removal rules are extremely costly to implement. These regulations make it cost prohibitive to retain historical features on affordable properties, which are not on the historic register and/or eligible for the historic register, yet contain period features. However, removing these historical features destroys the home's character and lowers its potential market value. In order to protect the area's history, communities should identify properties or types of properties in this category they wish to preserve. Policies and programs to help owners preserve these historical features in a cost effective manner should be developed. Possibilities could range from providing financial aid or tax incentives to marketing these properties to buyers who are interested in preserving these features and have the financial wherewithal to do so.

### **Land Use**

An adequate supply of reasonably priced land is a critical component for affordable housing. How much land is required depends on the density, design and placement of residential development. Density, design and placement of residential development not only impacts the amount of land consumed for development, it also impacts the effectiveness and efficiency of public services (law enforcement, fire, roads, etc.), the cost of public and social services, the

quality of the environment, the ease of access to goods and services and the mobility of those unable or unwilling to drive automobiles.

Residential, commercial and industrial demand for land increases the value of that land. As land prices rise, converting that land from farm, forest and open space becomes more attractive; and long term consequences such as farm and forest land shortages, loss of wildlife habitat, increased public costs, changes in community character and lack of open space are often not considered. Communities must not only decide how much development, but also the appropriate locations, designs and densities that will accommodate that growth yet preserve important features/characteristics and develop the type of community they desire for the future.

### **Intergovernmental Cooperation**

All levels of government influence housing supply, availability, location, choice and access. Interaction between government, nonprofit and private sectors can facilitate or discourage housing affordability, choice and access.

## **POLICIES AND PROGRAMS**

### **Regional, County and Local Policies**

East Central is currently developing a regional comprehensive plan. As part of this planning process, East Central has proposed five core housing goals:

- To help ensure that an adequate supply of affordable housing in the region exists to support economic development efforts and ensure that every household has access to shelter.
- To work with others to increase housing options, so that housing choices better reflect the need of individual households.
- To support the preservation and rehabilitation of the existing housing stock within the region.
- To promote increased coordination and cooperation between governments, and between public, nonprofit and private sectors to increase housing affordability, choice and access within the region.

These goals are consistent with the area's vision for a future, in which a variety of quality housing options meets the needs of all households in urban and rural areas, regardless of age, income, culture, and mobility status. Housing is designed to foster community and neighborhood cohesion and available housing choices are integrated with community facilities and multimodal transportation.

In January 2004, East Central adopted the report, *Overcoming Barriers to Affordable Housing in the East Central Region*. This report is a compilation of input from urban and rural residents, who identified barriers to affordable housing in their communities and suggested potential solutions that local citizens, county and local governments, developers and other housing

providers can use to address these issues. Some of the identified issues and potential solutions which are pertinent to residents in the towns of Aurora and Bloomfield include senior housing issues, farm worker and migrant housing issues, absentee landlords, income and economic development barriers and access to funding, to name a few. This report is available online at: [www.eastcentralrpc.org](http://www.eastcentralrpc.org) and through the ECWRPC office. Communities and agencies are encouraged to review the options presented and choose the best option or combination of options which best serve the needs of their residents and clients. Communities and individuals from the private and nonprofit sectors are encouraged to develop additional solutions and share those solutions with others to help improve the quality of life for all residents in our communities.

CAP Services is a regional community action program which aids low income persons in attaining economic and emotional self-sufficiency. They use a number of strategies to reach this goal, including advocacy, administering programs and grants, developing resources and partnering with public, private and other nonprofit or community groups. CAP Services provides a number of services in Waushara County. They also work closely with other agencies. For example, CAP Services partners with the Waushara County Habitat for Humanity to make more efficient use of nonprofit resources. During the 2005 Continuum of Care application process, CAP Services met with a number of agencies and individuals to identify and prioritize housing needs within Waushara County. These agencies included: the Waushara County Department of Human Services, Community Programs, UW-Extension and the Job Center; the WI Department of Workforce Development Migrant, Refugee and Labor Services; Family Health Medical and Dental Center; All-Area Counseling; and Legal Action of Wisconsin. These agencies plan to meet on a quarterly basis to discuss how best to meet the needs of the area's homeless, including the Hispanic/Latino population.

Waushara County has a number of departments which impact access to housing and housing services for residents in the towns of Aurora and Bloomfield. Some departments such as the Departments of Aging, Human Services, UW-Extension and the Veteran's office provide information and support for residents. Other departments such as Land Records, Public Health, Register of Deeds and Zoning and Land Conservation engage in administrative functions such as enforcing codes and zoning ordinances and collecting fees. These administrative functions can aid or hinder a community's ability to meet the housing needs of their residents.

The towns of Aurora and Bloomfield rely on Waushara County to administer and enforce the uniform dwelling code (UDC). Some communities in the state have found that enforcing the state's uniform dwelling code is not necessarily compatible with preserving some of their existing and historical housing stock. Many of these structures are decent, safe and affordable, but they do not conform to the UDC. This potential conflict can be resolved by adopting a separate building code for older structures which protects the characteristics of those structures while also protecting the health and safety of residents.

### **Federal, State and Regional Programs**

Funding and technical assistance for housing programs are available from several federal, state and regional agencies. A listing of these programs follows.

## ***Federal Agencies***

### **United States Department of Agriculture**

**Rural Development Housing Programs.** USDA Rural Development offers a variety of housing products including single family, multi-family and farm labor housing products. Assistance can be in the form of a loan, grant or technical assistance. Information about individual products can be obtained from the USDA Rural Development website at: <http://www.rurdev.usda.gov/rhs>. Website information is provided in English and Spanish. Information can also be obtained from the state USDA Rural Development office, which is located in Stevens Point. Their phone number is: (715) 345-7615.

### **United States Department of Housing and Urban Development**

**Brownfield Economic Development Initiative Grant.** This grant can be used for brownfield sites (converting old industrial to residential). BEDI and Section 108 funds must be used in conjunction with the same economic development project, and a request for new Section 108 loan guarantee authority must accompany each BEDI application. Funds can be used to benefit low-moderate income persons, prevent/eliminate slum and blight, and address imminent threats and urgent needs (usually follow the same guidelines as CDBG). More specifically, funds can be used for land writedowns, site remediation costs, funding reserves, over-collateralizing the Section 108 loan, direct enhancement of the security of the Section 108 loan, and provisions of financing to for-profit businesses at below market interest rates. The maximum grant amount is \$1 million, and the minimum BEDI to Section 108 ratio is 1:1. For more information, contact David Kaminsky in HUD's Office of Economic Development at (202) 708-0614 ext. 4612 or visit the web site at: <http://www.hud.gov/offices/cpd/economicdevelopment/programs/bedi/bedifacts.cfm>.

**Community Development Block Grant (small cities).** Small cities, towns, and villages with populations of less than 50,000 are eligible to apply for this grant. Funds are used for housing and neighborhood improvement activities for low to moderate income households, including rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The Small Cities Community Development Block Grant is administered by states. For more information, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/cd-boh-Community-Development-Block-Grant-CDBG.html>, or contact Caryn Stone at (608) 267-3682.

**Fair Housing Assistance Program (FHAP).** The federal fair housing law makes it illegal to discriminate in housing based on race, color, national origin, religion, sex, disability or familial status (i.e., the presence of children) in the sale, rental, or financing of housing. The State of Wisconsin also makes it illegal to discriminate based on age, marital status, lawful source of income and sexual orientation. FHAP provides funds to states to conduct intake of fair housing complaints, investigate complaints, counsel those who believe they have been denied equal access to housing and do systemic investigations. The program also provides outreach and education to consumers, advocates and the general public and technical assistance and training for real estate agents, property owners and managers and other members of the housing industry. General information about the FHAP can be obtained from the HUD website: <http://www.hud.gov/offices/fheo/partners/FHAP/index.cfm>. For local information and assistance, Waushara County residents and officials should initially contact the Wisconsin Department

of Workforce Development Equal Rights Division Civil Right Bureau. Visit their website at: <http://www.dwd.state.wi.us/er/> or contact LeAnna Ware at: (608)266-1997.

**Multi-family Housing Programs.** HUD offers a number of multi-family programs through the state. These programs fund facility purchases, construction, rehabilitation, lead based paint abatement, energy conservation and accessibility improvements. For more information, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or contact CAP Services ((920) 787-3949), as CAP Services administers many of these programs in Waushara County.

**Public Housing Programs.** HUD offers a number of public housing programs for the development/redevelopment or management of public housing authorities, rental assistance through the Section 8 program and some limited homeownership opportunities. General information can be found at: <http://www.hud.gov/progdsc/pihindx.cfm>. Waushara County currently has no public housing authority.

**Single Family Housing Programs.** HUD offers a number of single family home programs, including homebuyer education and counseling, downpayment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. For general information, visit HUD's website at: <http://www.hud.gov/offices/hsg/sfh/ins/singlefamily.cfm>. Some of these products, such as FHA loans, are available through approved lending institutions. Access to HUD single family home programs can also be obtained through WHEDA or the Wisconsin Department of Commerce Bureau Housing. Information about products WHEDA provides can be found on WHEDA's website at: [http://www.wheda.com/cat\\_sfl/home.asp](http://www.wheda.com/cat_sfl/home.asp), or you may contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623 for information. For information about products provided through the state Bureau of Housing, visit the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or contact: Betty Kalscheur at (608) 267-6904. CAP Services also administers some single family home programs in Waushara County. The local phone number for CAP Services is (920) 787-3949. Their website address is: [http://www.capserv.org/pages/About\\_Us.html](http://www.capserv.org/pages/About_Us.html).

**Special Needs Programs.** HUD also funds programs for special need populations through the state. Information regarding emergency shelter/transitional housing programs or housing opportunities for people with AIDS can be found at the Wisconsin Department of Commerce Bureau Housing website at: <http://commerce.wi.gov/housing/#HomePrograms> or by contacting Judy Wilcox at: (608) 266-9388. The state strongly encourages joint emergency shelter/transitional housing (ESG/THS) grant applications. CAP Services has willingly served as the grant writer for ESG and THS grant applications for Waushara County agencies.

### **Federal Financial Institutions Examination Council**

**Community Reinvestment Act.** Through the Community Reinvestment Act (CRA), banks/financial institutions help meet the credit/investment needs of their markets with the primary purpose of community development. This is in part accomplished through direct grants/investments or loans to nonprofits or agencies to develop affordable housing. Direct loans are also given to individual households of which a certain percentage must go to low to moderate income households. More information can be obtained from their website: <http://www.ffiec.gov/cra/default.htm> or from your local financial institution.



## **United States Department of Veterans Affairs**

**Home Loan Guaranty Service.** The Veterans Administration provides a variety of benefits for eligible veterans and their dependents. Housing products include low cost loans for purchase, construction or repair of owner-occupied housing. General information can be obtained from the Veteran's Affairs website at: <http://www.homeloans.va.gov/index.htm>. Two Waushara County websites provide information for veterans and their dependents: <http://www.co.waushara.wi.us/veterans.htm> and <http://www.visitwaushara.com>. The Waushara County Veterans Service Office can also be contacted at (920) 787-0446 for information about specific programs.

### ***National Organizations***

**National Association of Home Builders (NAHB).** The National Association of Home Builders is a trade organization that represents the building industry. They provide information and education about construction codes and standards, national economic and housing statistics, a variety of housing issues, jobs within the housing industry and information about local builders who are members of their organization. Visit their website at: <http://www.nahb.org/> for more information.

**National Low Income Housing Coalition (NLIHC).** NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation. Their mission is to end the affordable housing crisis for low income families. Information about NLIHC and its activities can be found at: <http://www.nlihc.org/>. NLIHC also has a number of state partners. Wisconsin has two State Coalition Partners, the Wisconsin Partnership for Housing Development, Inc. and Housing For All. For information about the Wisconsin Partnership for Housing Development, visit their website at: <http://www.wphd.org/> or call their Madison office at: (608) 258-5560. For information about Housing For All, contact Brian Peters of Independence First at: (414) 291-7520.

**United Migrant Opportunity Services (UMOS).** UMOS works with federal, state and local agencies, employers, for profit and nonprofit agencies to meet the housing needs of migrant workers. Call: (920) 787-4617 for information about services and programs in Waushara County. UMOS also operates an emergency shelter in Aurora for a portion of the year. When the Aurora Center Emergency Shelter is open, it can be reached at: (920) 361-1266. Otherwise, persons needing shelter should call (800) 279-8667 for assistance. Information about UMOS's housing programs can also be found on their website at: [http://www.umos.org/social\\_services/housing.aspx?sm=36](http://www.umos.org/social_services/housing.aspx?sm=36).

### ***State Agencies***

#### **University of Wisconsin - Extension**

**Family Living Program.** The family living program provides assistance to families through Waushara County. Some of these programs include financial education and parent education. For information regarding these and other programs, contact: Jennifer Caravella at 920-787-0416.

**Homeowner Resources.** UW-Extension provides a number of publications and materials to aid homeowners. Topics include home care, home maintenance and repair, life skills, financial information, gardening, landscaping, pest control, etc. These publications may be obtained through the Waushara County UW-Extension office, or accessed online at: <http://www.uwex.edu/topics/publications/> or through <http://infosource.uwex.edu/>.

**Housing – Ownership and Renting.** UW-Extension provides a website which includes information on home maintenance and repair, a seasonal newsletter, and Rent Smart, which is a tenant education program. This website is located at: <http://www.uwex.edu/ces/house/renting.html>. Publications are also included in Spanish.

**Housing Specialist.** Dr. Marc Smith is the state UW-Extension Housing Specialist. He is located in the UW-Madison School of Human Ecology. His position priorities include assistance with the following topics: local housing policies, homeownership training, housing needs assessment, post-purchase support and housing program evaluation. He can be reached at: (608) 262-2831.

### **Wisconsin Department of Agriculture, Trade & Consumer Protection (DATCAP)**

**Consumer Protection.** DATCAP publishes a number of resources for renters, landlords and homeowners. Some of these are short fact sheets; others, such as “The Wisconsin Way: A Guide for Landlords and Tenants”, are longer publications. These publications can be found on DATCAP’s website at: <http://www.datcp.state.wi.us/cp/consumerinfo/cp/factsheets/index.jsp>.

### **Wisconsin Department of Commerce**

**Bureau of Housing.** This department helps to expand local affordable housing options and housing services by managing a number of federal and state housing programs and providing financial and technical assistance. Visit their website at: <http://commerce.wi.gov/housing/> for additional information. The Bureau of Housing also administers WIFrontDoor, which is a collaborative program with WHEDA and the WI Department of Health and Family Services. This website, located at: <http://www.wifrontdoorhousing.org/>, is a searchable statewide data base designed to help connect those looking for affordable housing with those providing housing and housing services. The website is searchable by location, unit size, availability, accessibility and cost of rent. Landlords and property managers can list their properties; they are also responsible for updating information about their properties. Renters can search for housing and services to fit their needs.

**Migrant, Refugee and Labor Services.** This department coordinates services for migrants, foreign-born residents and their families and employers who hire foreign and Limited English Proficient workers. Information regarding these services and contact information can be found at: <http://www.dwd.state.wi.us/dws/programs/refugees>.

### **Wisconsin’s Focus on Energy**

**Focus on Energy.** This public private partnership offers a variety of services and energy information to energy utility customers throughout Wisconsin. To learn about the programs and services they offer, visit their website at: <http://www.focusonenergy.com/portal.jsp?pageId=3>.

## **Wisconsin Historical Society**

**Historic Preservation.** The Wisconsin Historical Society offers technical assistance and two tax credit programs for repair and rehabilitation of historic homes in Wisconsin. One tax credit program provides state tax credits; the other program provides federal tax credits. The Wisconsin Historic Society also provides grants to local governments and nonprofit organizations for conducting surveys and developing historic preservation programs. For additional information, visit: <http://www.wisconsinhistory.org/hp/>

## **Wisconsin Housing and Economic Development Authority (WHEDA)**

**WHEDA Foundation.** The WHEDA Foundation awards grants to local municipalities and nonprofit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities in Wisconsin for low-income persons with special needs. Special needs is defined as homeless, runaways, alcohol or drug dependent, persons in need of protective services, domestic abuse victims, developmentally disabled, low-income or frail elderly, chronically mentally ill, physically impaired or disabled, persons living with HIV, and individuals or families who do not have access to traditional or permanent housing. For more information, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623.

**WHEDA Multi-family Products.** WHEDA offers a number of multi-family home products, including tax credits, tax exempt bond funding, construction, rehabilitation and accessibility loans, asset management and tax credit monitoring services. For information about this program, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Diane M. Schobert at: 1-608-266-0191.

**WHEDA Single Family Products.** WHEDA offers a number of single family home products, including home improvement or rehabilitation loans, homebuyer assistance and homebuyer education. For information about this program, visit WHEDA's web site at <http://www.wheda.com/programs/grants/about.asp>, or contact: Arlene Scalzo at: 1-800-334-6873 Ext. 623.

**Wisconsin Affordable Assisted Living.** WHEDA and the Wisconsin Department of Health and Family Services have partnered to create affordable assisted living for low-income seniors. Through this partnership, housing costs are reduced and assistance is provided to help access the Medicaid program to pay for services. Information regarding elderly statistics, available services, and consumer links to directories of adult day care programs, adult family homes, community based residential facilities (CBRFs) and residential care apartment complexes (RCACs) can be found at: <http://www.wiaffordableassistedliving.org/>.

## ***Regional Programs***

**CAP Services, Inc.** CAP Services is one of 16 community action programs in the state of Wisconsin. CAP Services offers a number of community based programs in Waushara County, including family services, housing, housing assistance, business development and preschool. CAP Services is a state-designated CHDO (Community Housing Development Organization), which means they have access to certain restricted funds set aside to meet housing needs within communities. The local phone number for CAP Services is: (920) 787-3949. Information about CAP Services can also be found on their website: <http://www.capserv.org/pages/byCounty.html>.

## HOUSING – Town of Aurora

**Goal H 1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the area.** Rural communities often find themselves at a competitive disadvantage in attracting new employers. An adequate supply of decent, safe, affordable housing can aid communities in attracting and retaining businesses. Companies are reluctant to relocate to communities without adequate housing for their workers. Existing companies may move out of the area if they cannot attract an adequate labor force.

### **Objective:**

- **H 1.1. Encourage community leaders, housing providers and consumers to work together to help promote the development of housing that meets the needs of all income levels within a community, including entry level and low skill workers.** Some businesses which employ low wage workers, such as restaurants, coffee shops, daycare centers, dry cleaners, etc., contribute to the overall amenities of the area, and are part of a package that contributes to the area's quality of life and attracts higher income residents. Affordable housing provides greater financial stability for these workers, which contributes to greater employee satisfaction and productivity.

### **Strategy:**

- **Consider the possibility of subsidized housing in appropriate areas.**

**Goal H 2. Support efforts to supply affordable housing in the area so every household has access to shelter, which is a basic human need.**

### **Objectives:**

- **H 2.1. Promote collaboration within and between governmental, private and non-profit sectors to ensure the provision of an adequate supply of affordable housing.** Many individuals tend to assume or prefer that the private sector will meet housing needs. In reality, the private sector can only meet a portion of market demands. Existing household income, public opposition and regulatory, market and information barriers often prevent the private sector from addressing many segments of the housing market. Cooperation and coordination is needed from all sectors to help identify and meet housing needs.

### **Strategies:**

- **Support efforts lead by others that pursue federal funding to meet affordable housing needs of the very low income households within the area.** Rural areas rarely have the staff and resources available to meet the housing needs of all their citizens. Rural communities are also often unaware of programs and funding that is available to meet housing needs.
- **Refer to support and funding agencies, such as CAP Services, USDA Rural Development, Waushara County's Veteran's Administrator to find out what assistance may be available.**
- **Work with others to identify the type of housing and services needed for existing very low income residents.**

- **Refer interested individuals to job training as needed to increase an individual's income potential.** Job training may be provided through the technical college, job center, CAP Services or other agencies. The CAP Services building in Wautoma houses the job center which is part of the Fox Valley Workforce Development Board.
  - **Refer interested individuals to job search assistance for the underemployed through the Workforce Investment Act (WIA).**
  - **Include a link from the town website to the job center.**
- **H 2.2. Increase awareness of the issues surrounding affordable housing among decision makers, realtors and the public.** Affordable housing promotes a quality design that is cost effective, increases financial stability and provides households the income needed to cover transportation, food, healthcare, clothing and other necessary living expenses.

**Strategies:**

- **Recognize that some first time homebuyers that want to live in the community may have difficulty finding affordable housing.** There are many examples of individuals falling within this category. This may include some members of the elderly population living on an income based largely on social security; or families that have faced unexpected medical expenses or other circumstances.
- **Consider support for housing proposals that include new affordable housing that fits in with the rural character of the Town of Aurora.** Garnering support may include involving neighbors, in the area targeted for development, in the process. This involvement can include gathering input and conducting educational campaigns to encourage local support. This should assist the town in meeting the town's design preferences for new housing as well as meeting the need for available affordable housing.

**Goal H 3. Provide housing choices, which reflect the needs of individual households.**

Housing is not a one size fits all commodity. Different types of households have different housing needs and preferences. As the population in the area changes, housing needs change also. Options need to be expanded to address housing needs of emerging households, the elderly, new immigrants, the growing minority population and an increasing variety of household types and preferences.

**Objective:**

- **H 3.1. When evaluating housing needs in Aurora, support the development and preservation of varied types of housing developments.** This may occur when the town is reviewing proposals from developers. During the review process it may be necessary to work with the developer to incorporate a range of housing opportunities. This also can occur in mixed use areas where there are commercial and residential land uses. For example, an apartment above a retail space can provide year round income for the landlord, which helps to subsidize the cost of the retail space.

**Strategies:**

- **Be aware of cultural and generational differences in housing preferences.** The number and share of elderly residents is rising. Some elderly residents prefer to remain in their homes while others desire to relocate. Some seniors may not be able to stay in their homes without modification, transportation services or assistance in meeting their daily care needs. This can be a difficult time for individuals when they lose some of their independence; therefore, outreach to these residents may be necessary to help them during this transition.
- **Provide areas within the town for smaller lot development.**

**Goal H 4. Encourage preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.**

The existing housing stock in the area is an important resource, which provides community character, cultural identity and reflects the historical development of the area. It also increases the housing stock diversity, provides housing choice and helps maintain housing affordability.

**Objectives:**

- **H 4.1. Address building code issues for houses built prior to the adoption of the Uniform Dwelling Code.** Many older buildings may be structurally sound, decent and affordable; however, they do not meet current building code standards. In many instances, it is cost prohibitive to bring older buildings up to current building code standards, consequently these properties may be allowed to deteriorate. In the process, historic and period architecture are lost. In terms of new construction and building inspections, the Home Safety Act legislation that was passed in December of 2003 requires all municipalities to enforce the Uniform Building Code (UDC). The Wisconsin Department of Commerce is the state agency administering this program. The Town of Aurora currently contracts with Waushara County for enforcement.

**Strategy:**

- **Encourage the county to review existing requirements and consider less restrictive requirements for houses built prior to 1980.**
- **H 4.2. Reduce the incidence of poorly maintained owner and renter occupied housing.** Unattractive property conditions were identified by 20.8% of questionnaire respondents and ranked ninth overall as a pertinent issue affecting the Town of Aurora.

**Strategies:**

- **Encourage non-threatening educational opportunities to teach people how to maintain their homes and yards through CAP Services, UW-Extension and others.**
- **Encourage community/housing improvement activities.** These activities have the potential to not only reduce the incidence of poorly maintained owner and renter occupied housing but also to instill community pride. A community wide clean up day or other effort, possibly in partnership with church and /or civic organizations, could assist residents with home maintenance issues. Money may be available from Wisconsin Housing and Economic Development (WHEDA) for minor outside repairs.

- **Encourage individuals and local groups, such as church and civic organizations, to aid elderly residents with home maintenance issues.**
  - **Encourage better landlord tenant communication and coordination.** Both tenants and landlords should have a clear understanding regarding which party is responsible for what maintenance items and activities. Department of Agriculture, Trade and Consumer protection publishes a brochure that describes basic landlord and tenant rights and responsibilities.
  - **Help landlords recognize that maintaining properties is a good business decision.** This can be done by positively reinforcing responsible landlords in the community. The town could recognize landlords formally or informally with the intent of fostering relationships between the town and good stewards of property in the town.
  - **Encourage preservation and renovation of historic homes.** Wisconsin homeowners may be eligible to claim a 25 percent combined state (10%) and federal (15%) income tax credit for rehabilitation of historic personal residences. This program is administered by the State Historical Society, Division of Historic Preservation (DHP).
- **4.3. Identify additional funding sources and encourage better utilization of existing programs to make the most efficient use of housing dollars.** Many funding agencies such as WHEDA and USDA Rural Development will come make presentations to your community.

**Strategy:**

- **Identify funding sources that allow seniors, who wish to do so, to remain in their homes longer.** Community Development Block Grants (CDBG), administered through CAP Services, are available for weatherization and rehabilitation. Homeowners 62 years old and older may also want to consider reverse mortgages. These mortgages may allow homeowners to use their home to help pay for taxes, maintenance, living expenses and other items.

**Goal H 5. Encourage cooperation and coordination between government, non-profit and private sectors to increase housing affordability, choice and access.** Not only do all levels of government influence housing supply, availability, location, choice and access, the interaction between government, non-profit and private sectors can influence housing affordability, choice and access as well.

**Objectives:**

- **H 5.1. Identify additional opportunities for coordination and cooperation between governments and between the public, private and nonprofit sectors.**

**Strategies:**

- **Encourage public-private partnerships that promote economic development and provide for decent, safe and affordable housing.** One example could be a joint construction training program between local schools and local businesses.

- **Encourage intergovernmental cooperation to promote cost effective redevelopment and growth that meet current and future business and community needs.**
- **5.2. Encourage the creation of multi-organization partnerships that allow agencies to share staff time and leverage housing development resources.** Many rural communities have part-time staff, who maintain full-time jobs elsewhere. As a result, paid staff is not available to apply for or administer programs. However, retirees or others within the community may have skills or expertise that they would be willing to share.

**Strategies:**

- **Invite funding agencies, consultants and nonprofit agencies to attend town board meetings and explain their programs.**
- **Invite agencies which will provide capacity building technical assistance to come speak to your community.**
- **5.3. Address the relationship between housing and other land uses in both private and public planning arenas.** Decisions made about housing impacts housing choice, supply and affordability. It also impacts other planning areas including future services provided by the town, economic development, transportation, community and public facilities, environmental quality and the overall land use and character of the town.



## CHAPTER 5: TRANSPORTATION

### TABLE OF CONTENTS

Introduction .....	5-1
Vision Statement .....	5-1
Inventory and Analysis .....	5-1
Streets and Highways .....	5-1
Principal Arterials .....	5-2
Minor Arterials .....	5-3
Major Collectors.....	5-3
Minor Collectors .....	5-4
Local Roads.....	5-4
Pavement Surface Evaluation and Rating (PASER) .....	5-5
Rustic Roads .....	5-7
Truck Transportation .....	5-7
Railroads.....	5-8
Waterways.....	5-8
Pedestrian Facilities .....	5-8
Cycling Opportunities.....	5-9
Airports.....	5-9
Bus Service .....	5-10
Current and Future Transportation Projects.....	5-10
Interrelationships with other Plan Elements .....	5-11
Economic Development.....	5-11
Housing .....	5-11
Utilities and Community Facilities.....	5-12
Agriculture Resources .....	5-12
Natural Resources .....	5-12
Cultural Resources.....	5-12
Land Use .....	5-13
Intergovernmental Cooperation .....	5-13
Policies and Programs.....	5-13
State, Regional, County and Local Policies.....	5-13
State.....	5-13
Regional.....	5-15
County .....	5-15
Federal, State and Regional Programs .....	5-16
Federal Agencies.....	5-16
State of Wisconsin .....	5-16
Goals, Objectives and Strategies .....	5-23

#### TABLES

Table 5-1	Road Network by Jurisdiction .....	5-2
Table 5-2	PASER Ratings and Maintenance Needs .....	5-5

Table 5-3	Total Miles of Local Roads by PASER Rating .....	5-6
Table 5-4	Transportation Companies .....	5-7

## EXHIBITS

Exhibit 5-1	Functional Class and Average Annual Daily Traffic Volume.....	5-19
Exhibit 5-2	Waushara County Bike Routes .....	5-21

## TRANSPORTATION ELEMENT

### INTRODUCTION

The towns of Aurora and Bloomfield are comprised of a transportation system that is made up of local roads, collectors and arterial streets. The predominant transportation corridors include STHs 21 and 49. STH 21, which connects Oshkosh and Tomah, traverses the area and brings vehicles through Aurora. STH 49 passes through both Aurora and Bloomfield providing a north-south travel corridor through central Wisconsin. While private vehicles are the primary mode of transportation in the area, there are several biking and pedestrian opportunities available to the residents and visitors of the area.

#### ***Transportation Area Vision for 2030***

*Area residents have access to a network of well-maintained local roads and county and state highways that address the mobility needs for automobiles, trucks, and farm equipment. The STH 21 upgrade between Oshkosh and I90/94 has provided residents with better access to employment, shopping and entertainment opportunities. This upgrade has also made the town more competitive in attracting new industry and other business development, especially at the newly designed STH 21 and STH 49 intersection. The addition of a park and ride lot at this intersection has become very popular as residents utilize this facility to carpool to the Oshkosh and Fox Cities areas.*

*Wide striped shoulders along key county and town roads provide safe accommodations for the growing number of bicyclists and pedestrians that enjoy the rural scenery that the town offers. The community has been very successful in addressing transportation safety concerns of town residents. While the private automobile is still the vehicle of choice, the availability of rural public transportation on demand provides a valuable service that is particularly appreciated by the area's growing elderly population.*

### INVENTORY AND ANALYSIS

This chapter provides an inventory of the existing transportation, pedestrian, cycling, trucking, and airport facilities in the area. In addition, a summary of the existing transportation plans, policies and funding sources associated with these facilities are discussed. The chapter also utilizes the citizen committees' vision for the future to develop the associated goals, objectives and recommendations to achieve them.

#### **Streets and Highways**

The primary transportation system consists of a hierarchical network of highways, byways, and other roads and streets that pass through a community. The entire transportation networks in Aurora and Bloomfield are comprised of 56 and 70 miles of roads, respectively (Table 5-1). Local town roads comprise almost half (49.4%) of the network in Aurora and the majority (57.5%) in Bloomfield.

**Table 5-1. Road Network by Jurisdiction**

Municipality	STH Miles	CTH Miles	Local Miles	Total
T. Aurora	12.69	15.65	27.66	56.0
T. Bloomfield	8.02	17.09	44.7	69.81
Total	20.71	32.74	72.36	125.81

Source: WisDOT 1998, 2004

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e., a freeway) to its ability to provide direct access to individual properties (i.e., a local street). The three general categories of functional classification used by transportation officials include arterials, collectors, and local roads.<sup>1</sup>

Because traffic volumes are typically a good indicator of a roadway's appropriate functional classification, the Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations throughout the state on a regular rotating basis. Displayed as average annual daily traffic (AADT), these counts are statistically adjusted to reflect daily and seasonal fluctuations that occur on each roadway.<sup>2</sup> The most recent counts in Waushara County were conducted in 2000 and 2003. When a significant difference in the two counts is encountered, it can generally be explained by a road closure, detour, or similar circumstance that temporarily disrupts the normal flow of traffic. Traffic counts varied between 2000 and 2003 in both Aurora and Bloomfield. The reduction in traffic counts on STH 21, west of STH 49, and the increase in traffic counts on STH 49 through both towns, most likely was caused by construction activities on STH 21 during its reconstruction in 2003. The resulting detour forced people to find alternative routes. Exhibit 5-1 displays the functional classification and AADT of selected roadways within the area.

### ***Principal Arterials***

Principal arterials serve interstate and interregional trips. These routes generally serve all urban areas with populations greater than 5,000. These roadways are most important in terms of commerce and the transport of goods and services. Rural principal arterials are further subdivided into 1) Interstate highways and 2) other principal arterials. There are no principal arterials in the Town of Bloomfield.

- **STH 21** is classified as a principal arterial-other providing east-west linkage between Oshkosh/USH 41 and Tomah/I-94. Generally, AADT's on STH 21 decrease as traffic flows westward through the county, increasing only in the more congested semi-urban areas in and near the Village of Redgranite and City of Wautoma. Between 2000 and 2003, AADT's decreased near STH 49 due to reconstruction of the highway. Traffic counts are taken at three locations along STH 21: near the Winnebago – Waushara County line and immediately east and west of the STH 21 – STH 49 intersections. Between 2000 and 2003, traffic counts increased from 6,700 to 7,100 at the Winnebago-Waushara County line. During the same time frame, traffic counts decreased east and west of the STH 21 – STH 49 intersection.

<sup>1</sup> WisDOT. 2002. *Facilities Development Manual: Procedure 4-1-5.*

<sup>2</sup> WisDOT. 2001 and 2003. *Wisconsin Highway Traffic Volume Data.*

AADTs decreased from 7,400 to 6,700 (700 trips) east of the intersection and from 8,300 to 5,900 (2,400 trips) west of the intersection. Traffic counts along STH 21 were likely influenced by reconstruction projects throughout eastern Waushara County from 2000 to 2003. Depending on the exact location of the project and accompanying detours, different counts were affected. Overall, traffic has increased slightly (countywide) from 2000 to 2003.

### ***Minor Arterials***

In conjunction with the principal arterials, minor arterials serve other population centers and major traffic generators providing intra-regional and inter-area traffic movements.

- **STH 49** provides a north-south linkage between the Waupun, Berlin, Fremont-Weyauwega, and Waupaca areas. STH 49 enters the Town of Aurora from the south (Green Lake County) and traverses the entire extent of Waushara County as it continues northward to several Waupaca County communities. STH 49 is the main thoroughfare in both Auroraville and West Bloomfield. Traffic volumes generally increased northward from the southern border of Aurora to STH 21; traffic volumes decrease significantly north of STH 21. Due to construction detours, AADTs along STH 49 increased from 2,300 to 2,900 north of Auroraville and from 3,600 to 4,100 near Cypress Avenue. Traffic counts near the City of Berlin remained constant. In Bloomfield, traffic volumes along STH 49 also increased between 2000 and 2003 likely due to STH 21 reconstruction projects. AADTs increased from 2,500 to 2,900 near 33<sup>rd</sup> Drive, from 1,800 to 2,100 near Apache Avenue, and from 1,700 to 2,400 near the southern border. In Bloomfield, traffic volumes along STH 49 were typically heavier north of West Bloomfield.

### ***Major Collectors***

Major collectors provide service to moderate sized communities and other intra-area traffic generators. Major collectors often link those generators to nearby larger population centers or higher function routes.

- **CTH A** provides east-west service between the Town of Plainfield and the West Bloomfield area. CTH A is designated as a major collector from the western border of the town to STH 49. AADTs were collected immediately west of the southern STH 49 – CTH A intersection. Traffic increased from 900 in 2000 to 1,200 in 2003. This represents a slight increase in traffic volume.
- **CTH H** provides an east-west travel corridor along the southern border of Bloomfield. The route provides linkage between the unincorporated village of Tustin on Lake Poygan and the Village of Wild Rose at its western terminus; CTH H continues northwesterly to the Village of Fremont in Waupaca County. CTH H is classified as a major collector from 34<sup>th</sup> Avenue to CTH I. No traffic counts were taken along this section.
- **CTH I** provides north-south service between the unincorporated village of Tustin and STH 49 in the north-central portions of the Town of Bloomfield. AADTs were collected north of the Archer Drive and south of the STH 49 – CTH I intersection. Traffic counts at both locations remained constant between 2000 and 2003.

### ***Minor Collectors***

Minor collectors collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road.

- **CTH A** travels concurrently with STH 49 through West Bloomfield for approximately one-half mile until it turns northward and hence westward towards the Waupaca County. The road is a minor collector from the northern CTH A – STH 49 intersection northward towards the Waushara – Waupaca county line. AADTs increased from 300 in 2000 to 420 in 2003; this represents a slight increase in traffic flow.
- **CTH H** is classified as a minor collector from CTH I eastward to Tustin. AADTs were taken immediately west of Tustin. Traffic remained fairly constant on CTH H between 2000 (340) and 2003 (450); they increased by only 90 trips during this time frame.
- **CTH HH** originates at STH 49 in West Bloomfield. The road provides for east-west travel between the unincorporated villages of West Bloomfield and Metz on the Waushara – Waupaca County Line; CTH HH continues eastward until it terminates on the Wolf River. Traffic remained constant on CTH HH between 2000 (220) and 2003 (260).
- **CTH M** originates at STH 49 and travels westward to CTH E in the Town of Saxeville. CTH M is classified as a minor collector between STH 49 and 31<sup>st</sup> Avenue. Traffic counts remained stable between 2000 (230) and 2003 (340).
- **CTH XX** originates in the City of Berlin, travels northward through Aurora, and terminates at CTH D near Borth. This entire roadway is classified as a minor collector within the Town of Aurora with the exception of the stretch between the southern and northern intersections with 34<sup>th</sup> Road. Several traffic counts were taken along CTH XX. Both counts north of CTH X remained constant. The count immediately north of STH 21 increased from 560 to 690 between 2000 and 2003, while the traffic decreased from 540 to 440 at the southern CTH XX – 34<sup>th</sup> Road intersection during this same time frame. AADTs increased significantly immediately south of CTH X by 500 trips between 2000 (2,100) and 2003 (2,600).
- **34<sup>th</sup> Road** travels in a southwest-northeasterly direction with both of its termini on CTH XX. Since 34<sup>th</sup> Road provides a more direct route between Berlin and Borth, this section receives more traffic than CTH XX in the center portion of Aurora.

### ***Local Roads***

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local roads. These roads provide access to residential, recreational, commercial, and industrial uses within the area. WisDOT does not generally conduct official traffic counts for local roads; however, local roads probably carry fewer than 200 vehicles per day. Due to roadway alignments, 34<sup>th</sup> Road was classified as a minor collector.

- **CTH X** originates at STH 49 near the City of Berlin and travels eastward for approximately two miles. At this point, CTH X turns northward and terminates at STH 21 near the eastern

border of Aurora. Between 2000 and 2003, traffic counts remained fairly constant in this area; AADTs increased from 1,300 to 1,500 between STH 49 and CTH XX.

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

Every two years all jurisdictions in Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. The surface condition rating of each roadway is updated in the State's computer database, the Wisconsin Information System for Local Roads (WISLR). The WISLR database is available to all jurisdictions via the internet and can be used to develop a capital improvement and maintenance program. The WISLR analysis is based, in most cases, on the PASER road rating method.<sup>3</sup>

**Table 5-2. PASER Ratings and Maintenance Needs**

Paved Road Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little maintenance
7	Good	Routine maintenance, crack filling
6	Good	Sealcoat
5	Fair	Sealcoat or nonstructural overlay
4	Fair	Structural improvement - recycling or overlay
3	Poor	Structural improvement - patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction
Gravel Road Rating	Condition	
5	Excellent	Little maintenance
4	Good	Routine maintenance
3	Fair	Regrading, ditch & culvert maintenance, additional gravel
2	Poor	Additional aggregate, major ditch & culvert maintenance
1	Failed	Complete rebuild and/or new culverts

*Source: Transportation Information Center, UW-Madison; 2000, 2001, and 2002*

PASER pavement management system (PMS) has been developed and improved over the years by the Transportation Information Center (TIC) at the University of Wisconsin – Madison in cooperation with WisDOT and others. In general, PASER rates paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a newly constructed road.<sup>4</sup> Unpaved roads are rated on a scale of 1 to 5, with 1 being a road that needs rebuilding and 5 being a brand new road.<sup>5</sup> This inventory provides the basis for developing a planned maintenance and reconstruction program and helps the town to track necessary improvements. Prompt maintenance can significantly reduce long-term cost for road

<sup>3</sup> WISLR. 2006. *Wisconsin Information System for Local Roads*. <https://trust.dot.state.wi.us/wislr/>.

<sup>4</sup> Transportation Information Center. 2000, 2001, and 2002. *PASER Manuals: Asphalt, Brick & Block, Concrete, and Sealcoat*.

<sup>5</sup> Transportation Information Center. 2001 and 2002. *PASER Manuals: Gravel and Unimproved Roads*.

repair and improvement. As of 2001, local governments are required to submit their PASER ratings every two years to WisDOT. Table 5-2 and Appendix E provide a breakdown and display the PASER ratings, conditions and maintenance needs.

**Table 5-3. Total Miles of Local Roads by PASER Rating**

Paved Road Rating	T. Aurora	T. Bloomfield	Total
10		1.04	1.04
9	0.25	1.04	1.29
8	6.09	0.30	6.39
7	4.17	9.81	13.98
6	10.31	5.94	16.25
5	5.60	6.77	12.37
4		2.79	2.79
3	0.05	7.13	7.18
2			
1			
Not Rated		0.28	0.28
Subtotal	26.47	35.10	61.57
Gravel Road Rating			
5		1.36	1.36
4	0.92	8.03	8.95
3	0.27		0.27
2			
1			
Not Rated		0.21	0.21
Subtotal	1.19	9.60	10.79
Total	27.66	44.70	72.36

Source: WisDOT-WISLR, 2005

Table 5-3 provides a summary of the total miles of local roads in each municipality by PASER rating. About three-quarters (78.5%) of the roads in Bloomfield and 96 percent (95.7%) of the roads within Aurora are paved. Of the total paved roads within these two towns, roughly 14 percent of the paved roads are in excellent to very good condition and require little maintenance; in Aurora, 24 percent (6.34 miles) require little maintenance, while 6.8 percent (2.38 miles) require little maintenance in Bloomfield. Around three-quarters of the roads in Aurora (20.08 miles, 75.9%) and Bloomfield (25.11 miles, 71.5%) are considered to be in good to fair condition. While they are in good condition structurally, they will need slightly more maintenance work. This work may involve seal coating, crack filling and possibly a non-structural overlay. The remaining local roads will require substantially more work. In Bloomfield 7.13 miles (20.3%) of the roads will require structural improvements that could involve pavement recycling, overlay and patching, within Aurora less than one (0.05) mile require similar repairs. There are no roads within either town that were rated less 3. About a quarter mile of paved roads within the Town of Bloomfield was not rated. A "not rated" does not necessarily mean that the road was not evaluated; it just means that it was not recorded in the WisDOT-WISLR data base.



Gravel roads within the two towns are also generally well-maintained. All rated gravel roads within the Town of Bloomfield need little (1.36 miles, 14.2%) to only routine maintenance (8.03 miles, 83.6%). Although there are only 1.19 miles of gravel roads within the Town of Aurora, only a quarter mile (0.27 miles) will require regarding ditch and culvert maintenance and additional gravel. The majority of the gravel roads within Aurora will require only routine maintenance. About a quarter mile of paved roads within the Town of Bloomfield were not rated. A "not rated" does not necessarily mean that the road was not evaluated; it just means that it was not recorded in the WisDOT-WISLR data base.

### Rustic Roads

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists.<sup>6</sup> They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance practices that allow wildflowers and other native flora to extend to the edge of the pavement. A town road (26<sup>th</sup> Rd.) in Saxeville is the only road in Waushara County currently enrolled in the Rustic Roads program. Several town roads within the planning area may have the same potential.

### Truck Transportation

There are several designated truck routes within the planning area. STH 21 is the primary truck transportation route in Waushara County. STH 21 provides direct access to Oshkosh and the Fox Cities to the east. Western destinations include the I39/USH 51 corridor, I90, I94, and western Wisconsin. Within the planning area, other major truck routes include STH 49. STH 49 provides access to Fremont and Waupaca to the north and Berlin and Waupun to the south. Local truck traffic occurs on several other county highways throughout the planning area, but is more limited in volume. Several local companies provide both long distance and local freight hauling within the area (Table 5-4).

**Table 5-4. Transportation Companies**

Company	Transport Service	Location
Flash Trucking	Excavating	C. Green Lake
Laudloff Trucking	Excavating	C. Berlin
Paugel's Trucking	Excavating	C. Berlin
Petraszak Excavating Ltd.	Excavating	C. Berlin
Thoma Excavating, Inc.	Excavating	C. Berlin
Ron Grahn Construction	Concrete	T. Aurora
Ron's Delivery Service	Delivery	C. Berlin

Source: Ameritech Yellow Pages, 2005

<sup>6</sup> WisDOT. 2005. *Wisconsin's Rustic Roads: A Positive Step Backward*.  
<http://www.dot.state.wi.us/travel/scenic/rusticroads.htm>.

## Railroads

There no longer are any operating railroads in Waushara County. The nearest rail service is available at Stevens Point, which is a division headquarters for the Canadian National railroad. Other rail lines include the Union Pacific, which passes through southern Marquette County, and the Canadian Pacific Railway, which has a major yard facility in Portage. All three lines generally connect Chicago with the Twin Cities and points westward. Amtrak utilizes the Canadian Pacific line to provide passenger service. In addition to Portage, station stops include Columbus, Wisconsin Dells, and Tomah.

## Waterways

There are no commercial ports in Waushara County. The nearest commercial port is located in Green Bay. Passenger ferries are located in Manitowoc and Milwaukee. Both ports offer passage across Lake Michigan to Lower Michigan.

Several municipalities and Waushara County operate recreational boat facilities throughout the county. There is a boat launch located at Otto Brey County Park in Aurora. A local snowmobile club also maintains walk-in launch facilities on STH 49 on the Aurora Millpond for small craft. The Town of Bloomfield operates both a public boat launch and walk-in facilities on Lake Poygan. Boat launch facilities are located at the end of Park Street off of CTH H; walk-in facilities are located at the end of both Center and Franklin Streets in Tustin. Walk-in small craft access is available Pony Creek County Park east of Tustin on CTH H.<sup>7</sup>

## Pedestrian Facilities

Walking is emerging as an important exercise as well as mode of transportation. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

Waushara County has several pedestrian opportunities. Hiking trails are located at several county parks. The county also operates the Bannerman Trail. A trailhead is located in downtown Redgranite on the south side of STH 21. The trail provides recreational opportunities for pedestrian activities as well as cross-county skiing, bicycling, and snowmobiling. The trail utilizes the former railroad grade that served quarries located in the Redgranite/Lohrville area. The seven mile trail terminates at STH 73 north of Neshkoro.

Most of the town roads have limited shoulder areas, and the posted speed limits are 45<sup>8</sup> miles per hour or greater. These conditions often hamper safe pedestrian travel. The relatively low density development and lack of sidewalks do not facilitate increased pedestrian mobility. The centralization of goods and services often requires residents to use motor vehicles for routine trips.

<sup>7</sup> Waushara County. 2004. *Public Access and Boat Landings*. [http://www.co.waushara.wi.us/boat\\_landings.htm](http://www.co.waushara.wi.us/boat_landings.htm)

<sup>8</sup> Posted speed in the unincorporated village of Tustin is 35 mph.

Future opportunities for increased pedestrian traffic exist throughout eastern Waushara County. Officials in the towns of Aurora and Bloomfield should address current pedestrian traffic volumes and how to increase future pedestrian traffic in the area. Future development should include pedestrian facilities such as sidewalks within the unincorporated villages and multi-use trails. Multi-use recreational trails provide the best opportunity to increase pedestrian opportunities within the towns of Aurora and Bloomfield.

### **Cycling Opportunities**

Over 1,000 miles of highly scenic low volume road provide abundant opportunities for bicycling in Waushara County. As such, Waushara County has established an interconnected system of bicycle routes throughout the county.<sup>9</sup> The rolling topography offers several challenges for bicyclists of all fitness levels. The routes follow existing town roads and county trunk highways. Bicycle routes range in distance from 23 to 35 miles in length and offer several rest stops at municipal and county parks as well as local tourist attractions. Two routes within the planning area offer scenic views of the Village of Redgranite, Auroraville, Tustin, West Bloomfield, and the countryside of the surrounding towns (Exhibit 5-2).

Roadways with traffic volume less than 1,000 vehicles per day are considered generally safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network. Currently, the Bannerman Trail is the only multi-use recreational trail within Waushara County.

WisDOT has made several recommendations for bicycle traffic for the planning area in the *Wisconsin State Bicycle Transportation Plan 2020*.<sup>10</sup>

#### Aurora

- STH 49, STH 21, and CTH XX between CTH X and the City of Berlin are not recommended as bicycle routes due to the high volumes of traffic and areas of poor visibility.
- CTH XX from Chicago Avenue to approximately 0.67 miles west of 36<sup>th</sup> Avenue has been identified as a road with excellent conditions for bicycling.
- Other roads within the planning area with moderate conditions for bicycling include CTH X and CTH XX from STH 21 to approximately 0.75 miles east of 34<sup>th</sup> Drive.

#### Bloomfield

- STH 49 is not recommended as bicycle routes due to the high volumes of traffic and areas of poor visibility.
- All county highways within the Town of Bloomfield have been identified as roads with excellent conditions for bicycling.

### **Airports**

The four airports most convenient to area residents that provide scheduled commercial air service are: Central Wisconsin Regional Airport in Mosinee, Outagamie County Regional Airport

<sup>9</sup> Waushara County Parks Department. 2005. *Bike Routes*. [http://www.co.waushara.wi.us/bike\\_routes.htm](http://www.co.waushara.wi.us/bike_routes.htm).

<sup>10</sup> WisDOT. 1998. *Wisconsin State Bicycle Transportation Plan 2020*.

in Appleton, Dane County Regional Airport in Madison, and Austin Straubel Airport in Green Bay. Many residents prefer to fly out of Milwaukee or Green Bay. Other airports/airfields offering a lesser range of services include those in Oshkosh, Stevens Point, Wisconsin Rapids, Wautoma, Waupaca, and Wild Rose.

Two Basic Utility airport facilities are located in Waushara County. A Basic Utility (BU) airport is capable of handling single engine piston aircraft and smaller twin engine aircraft. Basic Utility airport facilities are sub-classified as class B (BU-B) and class A (BU-A) according to the gross weight and wingspan of the aircraft. These aircraft typically seat up to six persons and are used for private corporate travel, charter flying, recreational flying, and crop dusting. The Wautoma Municipal Airport is a BU-B facility located southwest of the City of Wautoma in the Town of Dakota. The airport has two paved runways measuring 1,190 feet and 3,300 feet in length and a turf runway measuring 2,280 feet. Aircrafts with gross weights of less than 12,500 pounds and wingspans less than 49 feet can be accommodated at this airport. Besides serving local air needs, the airport is utilized by pilots attending the annual EAA fly-in in Oshkosh. The Wild Rose Idlewild Airport is BU-A facility. The airport can accommodate aircraft with gross weights less than 6,000 pounds and wingspans less than 49 feet. A helipad is also located at the Wild Rose Community Memorial hospital for "flight for life" emergencies.<sup>11</sup>

Several private airports are located throughout Waushara County. Private facilities are generally characterized by short (2,500 to 3,000 feet) turf covered runways. Private runways primarily provide services for recreational flyers.

### **Bus Service**

There is no scheduled bus service within the county. However, the Department of Aging administers two programs on a county-wide basis that serve the elderly and disabled residents of Waushara County. These two programs are a volunteer driver program and a mini-bus program. The mini-bus program is based in the City of Wautoma and provides transportation for both medical and personal trips. Other members of the public can also utilize the mini-bus if space is available.<sup>12</sup>

### **Current and Future Transportation Projects**

In 2004, the state replaced the faulted joints and performed a diamond grid on STH 21 between the Village of Redgranite and STH 49. In the most recent plan, no major reconstruction plans are scheduled for the towns of Aurora and Bloomfield.<sup>13</sup> However, WisDOT will replace the STH 49 Fox River Bridge in the City of Berlin. This project may affect traffic patterns during its completion.

County trunk and state highways comprise the Federal Aids Secondary System, thus qualifying them for federal aid for capital projects involving construction or repair. Waushara County is responsible for routine maintenance on these roadways. Maintenance of roads such as town roads and city/village streets not on the state or county system rests with the local jurisdiction. As Table 5-1 indicates, these local roads comprised the bulk of a community's total roadway

<sup>11</sup> WisDOT. 1999. *Wisconsin State Airport System Plan*.

<sup>12</sup> Baugrud, P. 2005. Personal Communication. Waushara County Aging and Disability Resource Center.

<sup>13</sup> WisDOT. 2004. *Wisconsin 2004-2009 Six Year Highway Improvement Program*.

mileage. To assist communities with the cost of constructing and maintaining these roads, the state provides general transportation aids (GTA) which are available based on lane mileage and aidable local costs. Aidable local costs generally include the local share of all road and street construction and construction materials. The rate-per-mile is statutorily specified and will be \$1,862 in 2006.<sup>14</sup> It should be noted that road spending fluctuates, especially for larger municipalities, and depends on the number and types of projects that have been allocated for that year. Cities and villages also have more costly facilities, such as curb and gutter, storm sewer, and sidewalks which raise the cost per mile above town spending amounts.

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Economic Development**

Providing a quality transportation system is important to the economic success of the area. Businesses need to assess the transportation system as to its ability to ship and receive goods and provide access and increase visibility for customers. Employee access to the business facility is also crucial, especially if the jobs offered will be in the lower-wage category. These jobs are frequently filled by second wage-earners in the household or by persons with limited job options, including untrained persons with disabilities or young people. These groups of people are frequently not able to drive or cannot afford reliable transportation. Service occupations, which employ over 20 percent of people in the county, encompass such jobs.

Additionally, it is important to remember that different businesses have different transportation requirements. For example, retail businesses near the City of Berlin or local farmers' markets may value on-street parking and pedestrian accommodations more than service businesses elsewhere in the town. Businesses which are located along major transportation corridors will require off-street parking.

Continued highway development may impact future STH 21 expansions. The STH 21 – STH 49 intersection has had significant development within the past several years. A new ethanol plant and service station have been constructed. Future development should be planned with consideration of potential interchanges and lane expansions.

### **Housing**

Housing plays a strong role in transportation since either the origin or the destination of most trips is the home. When new residential developments are planned, it is important to consider how the new development will affect the transportation infrastructure, community accessibility, and the safety of the area. Affordable housing, including mixed income development, should be located in a manner that facilitates transportation access to services and employment. Consideration to both pedestrian and bicycling facilities should be given in all housing developments.

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<sup>14</sup> WisDOT. 2005. *General Transportation Aids*. <http://www.dot.wisconsin.gov/localgov/highways/gta.htm>

## **Utilities and Community Facilities**

Joint and/or coordinated planning of public and transportation facilities is essential. The location of schools is closely related to transportation. Ideally, primary and secondary schools should have safe pedestrian and bicycle access. Trip distances should be minimized to reduce the need for school busing and automobile transportation to the school. Access to public transportation can also help minimize transportation costs for the school district. Colleges and universities can also benefit greatly by having public transit available by reducing the need for parking space and by making the campus more accessible to a broader range of students including local, low-income, and disabled students.

Similar to schools, it is important that government buildings as well as human services be located with access to public transportation. Coordinating transportation planning with sewer service area planning helps minimize the overall cost of providing infrastructure.

## **Agriculture Resources**

The transportation system provides access and mobility for rural residents and the farming community. Farmers utilize the transportation system to both transport goods to market and to provide mobility between their various farming operations. STH 21 and STH 49 afford the farmers in the area access to both local and regional markets. When considering possible STH 21 expansion projects, the impact on existing farming operations, especially as it relates to the creation of split parcels of agricultural land, must be considered. Access to these parcels may require unsafe highway crossings by farm equipment, or ultimately the loss of use of this land for agricultural purposes.

## **Natural Resources**

Transportation decisions can both positively and negatively impact the environmental quality of the area. Development and subsequent transportation improvements on the existing STH 21 and STH 49 corridors or other potential projects may impact the area's natural resources (wetland areas and forestland). Loss of wetlands, which act as a natural buffer to filter nutrients and other pollutants, can be harmful to the wildlife habitat, including endangered species, and groundwater recharge. Finally, sprawl leads to longer travel times, which could result in increased air quality issues due to automobile emissions.

## **Cultural Resources**

Early Native American habitation, the geological landscape, and the area's historic buildings are significant to the local history. It is imperative that as growth occurs and transportation projects are proposed, sensitivity be given to both the identified resources and to the areas where other historic and cultural resources may exist. Since the identity and integrity of the community depends on the preservation of these unique features, the impact from expanded transportation corridors and new land development must be kept to a minimum. Consideration should also be given to the impact of future transportation projects on the cultural identity of the historic downtown areas of Auroraville, Tustin, and West Bloomfield. For example, when widening an existing residential street, community leaders must determine how the widening of

a road and possible elimination of existing trees will impact the aesthetics and cultural identity of the established neighborhood.

### **Land Use**

Transportation, as with other planning elements, has a strong connection to land use. While transportation's primary purpose is to serve land use, land use patterns are dependent upon the condition and effectiveness of the transportation system. Expanded arterials, such as US 10, spur development by attracting development in proximity to new interchanges. Secondly, the traffic may be relocated if county highways or local roads are bisected or re-routed. Existing businesses may be negatively impacted as the former traffic flows for economic survival.

The efficient movement of vehicular traffic provides a quicker connection from one place to another. The expansion of STH 21 from two lanes to four lanes may reduce travel times from the Fox Cities to Waushara County and other areas. However, the increased accessibility may create additional development pressure as people are able to move further from urban centers without significantly increasing travel time to work and shopping.

### **Intergovernmental Cooperation**

Transportation systems go beyond municipal boundaries. Regional development patterns and municipal land use policies affect the transportation network. This network must efficiently move people and goods from one place to another. The transportation system is made up of local roads, collector and arterials, none of which stop at municipal borders but continue from one community to another. An efficient transportation system can not be dependent on the decisions of one community but instead upon the input and cooperation of many different entities working together. The bridge reconstruction of STH 49 or possible expansion of STH 21 would affect many jurisdictions. Each of these jurisdictions, along with the State of Wisconsin, would have input into the expansion of these transportation corridors. The resulting expansion will not only impact the local jurisdictions that it passes through, but could also impact the economics of the state as goods and people are more quickly and efficiently transported.

## **POLICIES AND PROGRAMS**

### **State, Regional, County, and Local Policies**

#### ***State of Wisconsin***

**Wisconsin State Highway Plan 2020.** Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating at the same time traffic congestion is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *Wisconsin State Highway Plan 2020*, a 21-year strategic plan that considers the highway system's current condition, analyzes future uses, assesses financial constraints, and outlines strategies to address its preservation, traffic movement and safety needs.<sup>15</sup> The plan is updated every six years to reflect changing transportation technologies, travel demand, and economic conditions in Wisconsin.

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<sup>15</sup> WisDOT. 1999. *Wisconsin State Highway Plan 2020*.

According to the Wisconsin State Highway Plan 2020, STH 21 is expected to be moderately congested in 2020 between Omro and STH 73, east of Wautoma. Traffic congestion on STH 21/73 is expected to be severe through the Wautoma area, while west of the city traffic congestion is not anticipated. STH 21 from Oshkosh to I-39/U.S. 51 has been identified as a potential major project. Potential projects are subject to environmental analysis and legislative approval; they will be re-evaluated in future state highway plans.

This plan also stressed the need to develop a safe inter-modal transportation system which can accommodate alternate forms of transportation, including designating specific state and county highways capable of safely accommodating bicycle transportation. Specific accommodations recommended in the plan include the use of designated bicycle lanes in urban areas, widening traffic lanes to allow for bicycle travel, and paving shoulders to allow for increased bicycle use. The plan estimated that approximately \$6 million would be necessary to provide adequate bicycle accommodations throughout the state.

**Wisconsin State Bicycle Transportation Plan 2020.** The *Wisconsin State Bicycle Transportation Plan (WSBTP) 2020* specifically addresses the future needs of bicycle transportation. Two primary goals exist in the plan: to double the number of bicycle trips made by 2010 and to reduce the number of motor vehicle-bicycle crashes by 10 percent by 2010. To achieve these goals, objectives for engineering, education, enforcement and encouragement were identified. These included not only the need for the construction of an expanded network of transportation facilities that allows for safe bicycle travel, but also for the promotion of education to advance vehicle driver awareness of bicyclists (drivers licensing and bicycle safety courses). Finally, tips to promote the utility and ease of bicycle transportation were identified as well as the mandate to increase the enforcement of reckless driving behavior by motorists and bicyclists alike.

The *WSBTP* provides suggestions for both intercity (rural) and urban/suburban bicycle facilities. For the purposes of the *WSBTP*, urban areas were defined as villages or cities with populations of 5,000 persons or greater. The suitability of rural roads for bicycles is primarily determined by the paved width of the road and the volume of traffic. To be bicycle accessible, high volume roads (greater than 1,000 vehicle trips per day) should have a paved shoulder. Most State Trunk Highways located on the Priority Corridor System meet this criterion. No improvements were recommended for low volume roads (less than 1,000 vehicles per day). Finally, separated multi-use paths (trails) were also promoted as a viable option to increase bicycle transportation opportunities within rural areas. Urban improvements should include designated bicycle lanes within the street area, widened lanes, and paved shoulders. Larger urban parks often have both paved and unimproved multi-purpose trail systems, which often parallel rivers or other scenic corridors.

**Wisconsin State Airport System Plan 2020.** The *Wisconsin State Airport System Plan 2020* provides a framework for the preservation and enhancement of a public-use airport system which will meet future aviation demands for the state. It provides an inventory of existing public-use airport facilities; and categorizes them according to their current services, projected use, and future scheduled maintenance and construction projects. Based on existing conditions and projected improvements that are listed within airport master or layout plans, forecasts are made for future airport classifications. No projected changes have been made in the status of Waushara County's airport classifications. Several improvements have been recently completed



at the Wautoma Municipal Airport. In fall 2004, the taxiways at the airport were expanded, and the entrance was repaired. Additional improvements scheduled for 2007 include hangar renovation and construction, runway expansion, and installation of a weather forecasting system.

### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central Wisconsin Regional Planning Commission is currently preparing a regional smart growth plan. As part of this planning process, East Central has proposed five core transportation goals:

- To act to help ensure that the negative effects of sprawl development on our regional transportation system are minimized by encouraging new development to locate where adequate services and facilities exist.
- To work with all levels of government and organizations throughout the region to pursue adequate funding for transportation projects and programs which meet short term and long term needs.
- To help ensure that the regional transportation network links economic centers and efficiently moves people and freight throughout the region.
- To help maintain and continue the balance between transportation and the environment through efficient and consistent transportation and land use planning.
- To help ensure that alternative modes of transportation to the automobile exist and mobility options for all are efficient.

These goals are consistent with the area's vision for the future to minimize the negative effects of sprawl development, to provide a well maintained street and road network, to provide a balance between transportation needs and the environment, to ensure that alternative modes of transportation to the automobile exist, and that an adequate amount of funding for transportation projects is available.

In 2002, East Central prepared a *STH 21 Corridor Study* that examined the corridor from Oshkosh to the Town of Rushford in Winnebago County. While this study looked at only a small portion of STH 21, it did address the long term needs of the entire corridor. According to the study, "In the future it may be desirable to construct STH 21 as a four lane expressway to Interstate 90/94".

### ***County***

**Zoning.** The *Waushara County Zoning Code* sets standards for access driveways and streets. Sec. 58.828. regulates access driveways (access permits, spacing standards, and number and width of driveways per land use) while Sec. 42-81 regulates street design within subdivisions.

The county zoning ordinance (Sec. 42-81) requires all roads within subdivisions to be built to certain standards. This is important to the continued success of the transportation network.

**Highway Department.** The Waushara County Highway Department provides maintenance on county highways found in the area. It also provides roadway and ditch maintenance for the towns within the county on a contract basis. The County does not have an officially adopted transportation plan or Capital Improvement plan. However, it is the policy of the County to evaluate the county road system in the spring of the year and set a specific roadway maintenance schedule for the coming year.

## **Federal, State and Regional Programs**

### ***Federal Agencies***

**Surface Transportation Program – Rural (STP-Rural).** This program allocates federal TEA-21 funds to complete a variety of improvements to rural county highways. To be eligible, two conditions must be met: the road must be located outside of an urban area and must be classified as at least a rural minor collector. Project proposal applications are accepted only in odd numbered years. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/stp-rural.htm>.

### ***State of Wisconsin***

**General Transportation Aid.** Road maintenance is in part funded by disbursement of the State Transportation Fund. The largest portion comes from General Transportation Aids. The State provides an annual payment to each county and municipality, which augments the local government's cost for activities such as road construction, crack and pothole filling, snow removal, and other related transportation maintenance. Disbursements from the account are determined by the total mileage of local roads within the municipality or by a formula based on historic spending. This information must be reported annually. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/gta.htm>.

**Local Roads Improvement Program (LRIP).** This program provides funding to improve or replace seriously deteriorating county highways, town roads, and city or village streets. New roads are not eligible. LRIP funds pay up to 50% of total eligible costs while the remaining amount must be matched by the local government. The program has three basic programs: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Additional discretionary funds are available for high cost projects. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/lrip.htm>.

**Connecting Highway Aids (CHA).** The CHA program assists municipalities with costs associated with increased traffic and maintenance on roads that connect segments of the State Trunk Highway system. Over 120 municipalities receive quarterly payments on a per lane mile basis. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/connecting.htm>.

**Traffic Signing and Marking Enhancement Grants Program (TSMEGP).** This program provides funds to local units of government to install traffic signing and roadway marking enhancements. The ultimate goal of the TSMEGP is to improve traffic safety and visibility for both elderly drivers and pedestrians. All Wisconsin counties, cities, villages, and towns are eligible to submit project proposals. The program provides up to 75% of eligible funds for

project completion while the local government must fund the remaining 25%. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/signing.htm>.

**Flood Damage Aids.** This program provides funds to assist local units of government to improve or replace roads or roadway structures that have sustained major damage from flooding. The program helps defray costs for damaged streets, highways, alleys, or bridges which are not associated with the State Trunk Highway System. More information can be found at <http://www.dot.wisconsin.gov/localgov/highways/flood.htm>.

**Rural and Small Urban Area Public Transportation Assistance Program.** This program allocates federal funds to local units of government to provide both capital and operating costs for public transit services which operate within rural areas. All municipalities with populations less than 50,000 are eligible. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/ruralsmall.htm>.

**Wisconsin Employment Transportation Assistance Program (WETAP).** This program is designed to provide transportation for low-income workers to jobs, training centers, and childcare facilities through enhanced local transportation services. Funding is provided by a combination of federal, state, and local funds. This program provides a crucial link to allow low-income workers to remain in the workforce. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/wetap.htm>.

**Local Transportation Enhancement Program (TE).** This program provides funds that increase multi-modal transportation within a region while enhancing the community and the environment. Eligible projects include multi-use recreational trails, landscaping, or the preservation of historic transportation structures. Funds cover up to 80% of the total eligible project costs. More information can be found at <http://www.dot.wisconsin.gov/business/econdev/te.htm>.

**Transportation Economic Assistance Grant Program (TEA Grant).** This program provides a 50% state grant to local governments, private businesses, and consortiums for road, rail, harbor, and airport projects that are necessary to help attract employers to Wisconsin. These grants have a performance-based incentive and successful funding requires that businesses and industries created by the grant program retain and expand local economies in Wisconsin. More information can be found at <http://www.dot.wisconsin.gov/business/econdev/tea.htm>.

**County Elderly and Disabled Transportation Assistance Program.** County governments are eligible for funds to establish a transit program for elderly and disabled citizens. The program allows for flexibility in various transportation options to their clients. County governments must provide a 20% match in funds. More information can be found at <http://www.dot.wisconsin.gov/localgov/transit/countyelderly.htm>.

**EXHIBIT 5-1**

**HIGHWAY FUNCTIONAL CLASS AND AVERAGE DAILY TRAFFIC VOLUME**

**EXHIBIT 5-2**  
**WAUSHARA COUNTY BIKE ROUTES**

## TRANSPORTATION – Town of Aurora

**Goal TR 1. The Town of Aurora should ensure that its local transportation system is well maintained and safe for its residents.** According to the citizen questionnaire, 29 percent of respondents rated road conditions and maintenance as fair, while 47 percent felt that the roads were in good condition. A similar percentage felt that the town was doing a fair to good job of removing snow from local roads.

### **Objectives:**

- **TR 1.1. Address safety concerns at the north and south intersection of 34<sup>th</sup> Road and CTH XX.** The committee has indicated that the angle of north and south intersection of 34<sup>th</sup> Road and CTH XX has raised safety concerns.

### **Strategy:**

- **Encourage Waushara County to evaluate the two intersections and consider alternatives to address any safety concerns that may exist.**
  - Review past accident history of the two intersections.
  - Recommend strategies that can alleviate safety concerns.
  - Consider a 3-way stop sign at the northern intersection.
- **TR 1.2. The town should work with WisDOT, ECWRPC, communities along the STH 21 corridor and others to ensure local involvement in any future planning of the corridor.** While no immediate plans exist to upgrade the STH 21 corridor from Oshkosh to I39/USH 51, this project has been identified as a potential major project in the *Wisconsin State Highway Plan 2020*.

### **Strategies:**

- **The town board should monitor and keep informed about any plans that may affect the STH 21 corridor.**
- **As necessary, the town should take appropriate action to ensure that the best interests of the town are incorporated into any future plans.**
- **The town should work to ensure that an access point at STH 49 and, if possible another access point at CTH XX, are provided in the event that the STH 21 corridor is constructed to expressway status.**
- **In the future, the town should form working relationships with affected communities along the STH 21 corridor.**
- **TR 1.3. Timely responding to site-specific road maintenance and/or safety issues.** The town encourages feedback from residents so that safety or maintenance issues and concerns can be addressed and resolved in a timely manner. PASER is one method that communities can use to inventory their roads and develop a planned maintenance and reconstruction program. Established annual meetings with the County Highway Department and WisDOT ensure coordination on a regional and statewide basis.

### **Strategies:**

- **Continue to conduct a PASER evaluation of the existing road network**

- **Use capital improvements programming to establish appropriate funding levels.**
  - **Encourage residents to report any specific areas where safety or maintenance issues are a concern.**
  - **Maintain contact with the Waushara County Highway Department and WisDOT to ensure coordination on regional and statewide transportation issues that may affect the town.**
    - Set up annual meetings
- **TR 1.4 Ensure that the road network operates as an efficient system.** Roads that receive the highest level of use and have a functional classification are eligible for federal funding for maintenance and construction.

**Strategy:**

- **Review and revise the road classification system as needed so the most important roads are eligible for federal funding.**

**Goal TR 2. Continue to provide a diversity of affordable transportation options for all age and income groups.** The Department of Aging administers two programs on a countywide basis that serves elderly and disabled residents. These programs include a volunteer driver program and a mini-bus program. The mini-bus program provides transportation for both medical and personal trips. A grant has recently been written to expand the volunteer driver program and will be run through area churches.

**Objectives**

- **TR 2.1. Encourage the County to continue to provide transportation for elderly and disabled residents within the municipality.** While the County currently administers two programs, these programs should periodically be assessed so that the needs of the area elderly and disabled residents are being addressed.

**Strategy:**

- **Assess current transportation programs and needs for the elderly and disabled residents in the town.**
- **TR 2.2. Encourage the availability of taxi/medi-van/minivan types of services for elderly and other transportation-dependent residents.** Currently the County is providing service to the elderly and disabled residents of the area. However, there may be other transportation-dependent residents whose needs are not being addressed. This may include people who do not own a vehicle or who do not want to rely on the County program.

**Strategy:**

- **Identify system gaps in service providers for elderly and other transportation dependent residents.**
- **TR 2.3. Increase ride sharing for work, shopping, and other trips.** Sharing rides for work, shopping and other trips benefits the environment and makes economic

sense. Commuting to Oshkosh or the Fox Cities area for work or shopping does occur. "Park and ride" lots should be strategically located to benefit the residents of the area. The Town of Aurora should work with surrounding communities to locate and promote the sites for use by all residents.

**Strategies:**

- **Make strategic locations available for "park and ride" parking areas.**
  - Consider establishing a "park and ride" lot near the corner of STH 21 and STH 49.
- **Network with surrounding areas to expand potential participants in ride sharing.**

**Goal TR 3. Encourage the expansion and safety of non-motorized transportation and transportation opportunities.**

Bicycling and walking are important modes of transportation and are used for commuting to school and work, social interaction, recreation and exercise. For some people, such as children and households with no car or driver, this is the primary means of transportation. Bicycling and walking have health benefits, move people inexpensively, reduce congestion and air pollution. The availability of sidewalks near schools may also reduce the need for busing for students within walking distance.

**Objectives**

- **TR 3.1. Accommodate bicyclists and pedestrians in areas of high activity or concentrated development.** People may be more willing to walk or bike if using these modes can be done safely and conveniently. Until recently, roadways within the state have been generally built with little consideration for bicyclists. To accommodate bicyclists/pedestrians, roadways that are heavily used and are scheduled to undergo reconstruction or repair work should incorporate paved and striped shoulders.

**Strategies:**

- **Identify conflict areas between vehicles and bicyclists/pedestrians.**
- **Review speed limits/bicycle and pedestrian use.**
- **TR 3.2. Consider establishing bicycle, pedestrian, and other non-motorized recreational trails.** The development of multi-use trails would provide the best way to increase pedestrian, bicycling and other non-motorized activities.

**Strategies:**

- **Recommend that the County Park Department investigate the possibilities for establishing a non-motorized off-road recreational trail system designed to accommodate a range of compatible uses.**
- **Incorporate several interest areas into a recreational trail system including cultural and historical sites, geological sites, significant natural resources, etc.**



## CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

### TABLE OF CONTENTS

Introduction .....	6-1
Vision Statement .....	6-1
Inventory and Analysis .....	6-1
Wastewater Collection and Treatment.....	6-1
Stormwater Management.....	6-2
Drainage Districts .....	6-3
Stormwater Sewer Systems .....	6-3
Surface Water Quality Monitoring and Prevention .....	6-4
Water Supply .....	6-4
Solid Waste and Recycling.....	6-5
Electricity .....	6-6
Natural Gas.....	6-6
Power Generation Plants and Transmission Lines.....	6-6
Telecommunications Facilities.....	6-7
Telephone .....	6-7
Internet .....	6-7
Cemeteries.....	6-7
Town of Aurora .....	6-8
Town of Bloomfield .....	6-8
Childcare Facilities .....	6-9
Elderly Services .....	6-10
Residential Care Facilities .....	6-12
Police Service .....	6-13
Wauzara County Sheriff Department .....	6-13
Correctional Facilities .....	6-15
Fire Protection.....	6-15
Health Care Facilities/Emergency Medical Services.....	6-17
Libraries.....	6-20
Education.....	6-22
Primary and Secondary Education .....	6-22
Berlin Area School District .....	6-22
Omro School District .....	6-22
Weyauwega-Fremont School District .....	6-23
Wild Rose School District .....	6-24
Institutions of Higher Education .....	6-25
Vocational Technical Colleges .....	6-25
Community Theaters .....	6-25
Other Municipal Buildings.....	6-25
Town Halls/Maintenance Garages .....	6-25
Town of Aurora .....	6-25
Town of Bloomfield .....	6-26
Parks and Recreation .....	6-26

Parks .....	6-26
Waushara County .....	6-26
Town of Aurora .....	6-27
Town of Bloomfield .....	6-27
Lakes .....	6-27
Town of Aurora .....	6-27
Town of Bloomfield .....	6-28
Church and Youth Camps.....	6-28
School and Town Forests .....	6-28
Campgrounds.....	6-28
Snowmobile Trails .....	6-28
Sportsman’s Clubs and Conservation Organizations .....	6-29
Town of Aurora .....	6-29
Town of Bloomfield .....	6-29
Golf Courses.....	6-29
Other Recreational Opportunities.....	6-29
Post Office .....	6-30
Interrelationships with other Plan Elements .....	6-30
Economic Development.....	6-30
Housing .....	6-31
Transportation.....	6-31
Agriculture Resources .....	6-31
Natural Resources .....	6-32
Cultural Resources.....	6-32
Land Use .....	6-32
Intergovernmental Cooperation .....	6-33
Policies and Programs.....	6-33
Regional, County and Local Policies .....	6-33
Regional.....	6-33
County .....	6-34
Local.....	6-35
Federal, State and Regional Programs .....	6-35
Federal Agencies.....	6-35
Other Federal Agencies .....	6-36
State Agencies and Associations .....	6-37
Regional Agencies.....	6-40
Goals, Objectives and Strategies .....	6-43

TABLES

Table 6-1	Childcare Facilities.....	6-10
Table 6-2	Group F Elderly Care Facilities.....	6-13
Table 6-3	ISO Ratings .....	6-17
Table 6-4	Recommended Density/Distance Standards for Fire Protection .....	6-17
Table 6-5	Distance to Hospitals .....	6-18
Table 6-6	Area Hospitals, Level of Service.....	6-19
Table 6-7	Public Library Statistical Data .....	6-21
Table 6-8	School Districts, 2004 – 2005 School Year .....	6-24

EXHIBITS

Exhibit 6-1	Community Facilities.....	6-41
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## UTILITIES AND COMMUNITY FACILITIES ELEMENT

### INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, they must continuously maintain, upgrade, and expand existing facilities in a cost-effective manner based on future growth projections and the desires of the community. The involvement of the community in the planning process illustrates the importance that the board places on maintaining a high level of public services and facilities. The following section provides an inventory of some of the services and facilities available in the community. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects. The size of community facilities along with the cost of providing services is directly related to land use, development patterns, and the existing and future densities of development. See Exhibit 8-1, Existing Land Use Map, and Exhibit 6-1, Community Facilities, which illustrate the location of the various items discussed below.

#### **Utilities and Community Facilities Vision for 2030**

*Through cooperative planning and enhancement of existing partnerships with other municipalities, Waushara County departments and the school district, the Town of Aurora has been successful in providing residents with a level of municipal services and facilities that are adequate to maintain public health, welfare and sustain a vital economy. Careful planning and the incorporation of an annual capital improvement program ensures that money will be available to fund needed programs and facilities. A program through the local school district has provided elderly residents on fixed incomes with student volunteers to assist residents with light home and lawn maintenance. Through the dedicated work of local service organizations such as the Aurora SnoBlazers, Otto Brey County Park continues to be an enjoyable spot for local families to picnic. Flooding along Dakota Avenue has been greatly reduced by the installation of new culverts and a detention basin.*

*The town and its residents enjoy a strong sense of community and local participation. The town website and message board (newsletter) has enabled town residents to remain informed about local news and information. An annual community-wide picnic/potluck has given residents a forum to meet new friends and renew acquaintances with others. Residents rely on adjacent communities for a range of educational, library, medical, retail and other business services.*

### INVENTORY AND ANALYSIS

This section describes the existing utilities and community facilities within the towns of Aurora and Bloomfield.

#### **Wastewater Collection and Treatment**

The **North Lake Poygan Sanitary District** is located along the north shores of Lake Poygan in the towns of Bloomfield and Wolf River (Winnebago County). The Sanitary District

encompasses the unincorporated community of Tustin, development along CTH H, and areas adjacent to Lake Poygan in the Town of Wolf River. To date, the treatment plant serves development along the lakeshore (1,000 feet from shoreline).

The District operates a wastewater treatment facility (WWTF) that is located on CTH H, northeast of Tustin. The District owns and maintains approximately 7 miles of sanitary sewer and 10 lift stations. The plant uses a lagoon process with treated effluent being discharged into an unnamed stream which empties into the Wolf River. No major reconstruction has occurred at the plant since its initial construction. The designed loadings for biological oxygen demand (BOD) are 122 pounds per day (lbs/day) with effluent limits of 30 milligrams per liter (mg/l). Currently, the annual monthly average BOD loadings are approximately 50 lbs/day with effluent discharges of approximately 12 mg/l. The total suspended solids (TSS) effluent limit is 30 mg/l, and effluent discharges have been averaging approximately 17 mg/l.<sup>1</sup>

The North Lake Poygan Sanitary District currently serves approximately 270 connections. No upgrades to the plant are anticipated at this time to increase flow capacity, provided current land use trends stay consistent. The North Lake Poygan Sanitary District has not completed a Sewer Service Area Plan to update planning efforts for future renovations. It is highly recommended that the Sanitary District and Town of Bloomfield collaborate on these efforts to ensure that sewer service capacity will accommodate any increased development.

Private on-site wastewater treatment systems (POWTs) serve a majority of the development in Bloomfield and all development in Aurora. Typically, individual systems are designed for each household or business based on the site's soil characteristics and capabilities. However, in some cases, a community, or 'cluster' system, may be used to serve more than one household. In rare cases, some existing development may have only a privy or no system at all. On-site systems, depending on the type and maintenance frequency, can function for 15 to 30 years and can cost-effectively treat wastes in rural areas not served by public sewers.

Beginning in 2000, Waushara County began an inspection program for POWTs. Newer POWTs built since 2000 are inspected every three years. Additional systems are included in the inspection program as they are replaced. Waushara County does not allow holding tanks systems for new construction, although they are an option for replacement situations. The Comm 83 rules do allow the use of holding tanks for new construction, however, individual counties and municipalities can continue to enforce such a ban at their discretion. The allowance of private on-site treatment systems will certainly be needed to accommodate new and existing development within the rural portions of the planning area.

## **Stormwater Management**

Stormwater runoff and management have recently gained more attention as an environmental concern due to flooding and surface water quality issues. When the impacts of stormwater management are considered from a regional perspective, the potential for damage is tremendous. Although an individual development may not seem to have a significant impact on the natural drainage system, the cumulative impacts of development and urbanization can influence natural system functions. According to studies by the Center for Watershed

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<sup>1</sup> Heim, R. 2006. Personal Communication. North Poygan Sanitary District No. 1. Operator.

Protection, as little as 10% impervious cover (concrete, asphalt, buildings, etc.) can negatively impact fish habitat. Moreover, if 25% of an area is impervious, the natural functions of a watershed become overloaded and stream quality can become permanently degraded.<sup>2</sup>

### ***Drainage Districts***

The Waushara County Drainage Board administers and oversees the drainage of agricultural lands. It regulates various land practices used to remove excess water from farmlands and raises issues regarding the impacts of scattered rural development and the cumulative impacts on water quality flowing to and through their legal drains. In addition, county drainage boards are authorized to assess costs to a landowner for any adverse impacts on downstream water quality that can be directly attributed to that landowner. Landowners must receive drainage board approval before undertaking any action which could potentially affect a drainage system.

Drainage districts usually require a 20 foot vegetated strip on both sides of any ditch, which is to be used as a maintenance corridor, or any applicable stream within the watershed. Row cropping is prohibited within this corridor. These requirements can be coordinated with soil and water conservation plans required under the Farmland Preservation program<sup>3</sup>.

Eight drainage districts have been established within Waushara County. The only active district is the Marion-Warren district.

### ***Stormwater Sewer Systems***

Typically, curb and gutter stormwater systems are located in urbanized areas. Due to the rural nature of the towns, curb and gutter is limited. A small curb and gutter system is located in the downtown area of Tustin; stormwater drains directly to Lake Poygan. Small curb and gutter systems in the Town of Aurora also direct water flow in scattered areas along STH 21 and in Auroraville, along STH 49.

A series of open ditches, culverts and drainage channels collects stormwater in the towns of Aurora and Bloomfield. The ditches discharge water into local streams and rivers at various points throughout the area.

During heavy rains localized flooding occurs throughout the planning area. Several areas within Aurora are prone to flooding. Due to the channelization of Barnes Creek, areas within the southwestern corner of the town experience flooding. In addition, areas along privately maintained ditches are frequently flooded. Within Bloomfield, areas along CTH H west of Tustin and the wetland areas throughout the town also flood during storm events. Overall, the natural drainage system within Bloomfield is very efficient. Water drains to Lake Poygan with minimal adverse affects. The towns, the Waushara County Land Conservation Department, and local landowners should continue to monitor drainage issues and collaborate to develop solutions if adverse situations arise.

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<sup>2</sup> *Site Planning for Urban Stream Protection*. 2004. Center for Watershed Protection.

<sup>3</sup> *Guide to Community Planning in Wisconsin*. 1999. Ohm, B.W.

### ***Surface Water Quality Monitoring and Prevention***

Several different methods can be used to control and reduce the amount of stormwater runoff into local waterways. These methods can be implemented at a localized, town-wide, or regional level.

**Watershed Planning.** A watershed is an interconnected area of land draining from surrounding ridge tops to a common point such as a lake or stream confluence with a neighboring watershed.<sup>4</sup> This approach allows stakeholders on an individual water body to collectively focus their interests on improving the water quality in one area.

**Land Conservation Techniques.** Land conservation techniques are used to provide physical barriers and improvements and may include legislative actions to change the physical environment and reduce current levels of runoff. These techniques can include cluster or conservation subdivisions, setbacks, buffers, and land acquisition.

**Aquatic Buffers.** An aquatic buffer is an area along a shoreline, wetland, or stream where development is restricted or prohibited.<sup>5</sup> Natural vegetation is highly encouraged in the buffer area. If properly designed, buffers can physically protect waterways from future disturbance or encroachment. Furthermore, buffers can protect surface water quality by removing nutrients and silt from stormwater runoff.

**Site Design Techniques.** Site design techniques can be applied to all developments. Every development should incorporate three main goals: reduce the amount of impervious cover, increase the amount of lands set aside for conservation, and utilize pervious areas for more effective stormwater treatment.<sup>6</sup> Techniques that can be used to achieve these goals include reduction in lot sizes, building narrower streets, planting rain gardens, creating bioretention ponds, etc.

**Stormwater Best Management Practices (BMPs).** Best Management Practices (BMPs) is a general term used to describe a broad range of structural controls that may be utilized by agricultural, residential, and commercial developments to control and reduce the amount of erosion caused by stormwater.<sup>2</sup> These practices may be used to reduce pollutant loads, maintain groundwater recharge areas, protect stream quality, and limit development within the 100-year floodplain.

### **Water Supply**

The towns of Aurora and Bloomfield are served by private wells. As such, groundwater is the source of drinking water within the towns. As with many other locations in Wisconsin, a high concentration of minerals in the soil substrate creates "hard" water. Iron, one mineral which

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<sup>2</sup> *Site Planning for Urban Stream Protection*. 2004. Center for Watershed Protection.

<sup>4</sup> *The Watershed Approach*. 2004. Wisconsin Department of Natural Resources.

<sup>5</sup> *Aquatic Buffers*. 2004. Center for Watershed Protection.

<sup>6</sup> *Better Site Design*. 2004. Center for Watershed Protection.

contributes to hardness, is found at extremely high levels.<sup>7</sup> In addition, elevated nitrate levels have been detected in a few of the private drinking water wells within the towns of Aurora and Bloomfield. See the natural resources element for more information. Continued monitoring should be completed to ensure that contamination issues do not worsen due to the prevalence of agriculture within the town. Due to the low population density, municipal water systems will continue to be cost-prohibitive for both communities.

### **Solid Waste and Recycling**

Waushara County currently subsidizes waste management within the county. The County operates nine waste collection sites and contracts with Waste Management of Wisconsin, Inc. and Onyx Waste Services to haul waste and recyclables, respectively, that are collected at the sites. All non-recyclable wastes are hauled to Valley Trail Landfill in Berlin, Wisconsin. Wastes generated by commercial establishments are not accepted at the sites. Most commercial businesses and some rural residents also have curbside pickup. It is the policy of Waushara County to pay tipping charges for municipal, commercial, and rural residents that choose to have curbside pickup. The county also provides partial compensation for municipalities (cities and villages) to help them finance the hauling portion of waste disposal. The County does not pay tipping charges for foundry sand, demolition materials, rolloff containers, or compactors. The drop-off sites are open on Wednesdays from 12:00 PM to 4:00 PM and Saturdays from 10:00 AM to 4:00 PM all year round; and Sundays from 12:00 PM to 3:00 PM during the months of June, July and August.<sup>8</sup>

Residents of the Town of Aurora are able to utilize any drop-off site within the county, but they are most likely utilize the Aurora site. The Aurora site is located on STH 21 adjacent to the town hall. The approximately 2 acre site is owned by the Town of Aurora; Waushara County has a ten year lease agreement to operate the site with an option to renew. Two county employees operate the 6 cubic yard containers and one compactor at the site.

Residents of the Town of Bloomfield are able to utilize any drop-off site within the county, but they will most likely utilize one of two sites. The Saxeville site is located in the Town of Saxeville east of CTH E on Archer Avenue. The approximately 10 acre site is owned by the Town of Saxeville; Waushara County has a ten year lease agreement to operate the site with the option to renew. Two county employees operate the one compactor; a few overflow containers are available at the site. The Poy Sippi site is located in the Town of Poy Sippi on Big Horn Road. The approximately 1 acre site is owned by Waushara County. Two county employees operate the one compactor; a few overflow containers are available at the site.<sup>9</sup>

All waste management sites in Waushara County accept recyclable materials. Recyclables are sent to Paper Valley Recycling in Menasha (paper) and Resource Management in Chicago (co-mingled). Waste oil is subcontracted by Superior Services to Jacobus in Madison. Iron and tin collected by Superior Services is subcontracted to Fox Valley Metal in Oshkosh. Subsidized by

<sup>7</sup> Summers, W.K. 1981. *Geology and Groundwater Resources of Waushara County, Wisconsin*. United States Geological Survey Report 1809-B.

<sup>8</sup> Schuman, S. 2005. Personal Communication. Waushara County Parks, Recreation, and Solid Waste Department. Director.

<sup>9</sup> Waushara County Parks, Recreation, and Solid Waste Department. 2006. <http://www.co.waushara.wi.us/recycling.htm>

the County, residents receive no payment for these materials. Materials that are collected include: glass, tin, aluminum, plastic, newsprint, cardboard, magazines, office paper, yard waste, scrap iron, waste oil, batteries, and tires.

According to Waushara County, the county is monitoring waste volumes and will provide upgrades as necessary. At this time, no upgrades are planned.

## Electricity

**Wisconsin Power and Light Company and Wisconsin Electric Power Company** provide electric power to the area.<sup>10</sup> Wisconsin Power and Light (WP&L), a subsidiary of Alliant Energy Corporation<sup>11</sup>, serves 450,000 electric customers.<sup>12</sup> Wisconsin Power and Light provides electricity to the Town of Aurora. Wisconsin Electric Power Company, a subsidiary of Wisconsin Energy Corporation, serves over 1.1 million electric, natural gas, and steam customers throughout Wisconsin and Upper Michigan.<sup>13</sup> Wisconsin Electric Power Company provides electrical service to the Town of Bloomfield under the trade name WE Energies.

## Natural Gas

**Wisconsin Power and Light Company** provides natural gas service to the Town of Aurora.<sup>14</sup> The company sells and distributes natural gas to about 180,000 customers throughout central and southern Wisconsin.<sup>12</sup> There are no natural gas utilities within the Town of Bloomfield.

## Power Generation Plants and Transmission Lines

**ANR Pipeline Company** (ANR) owns and operates several gas pipelines within Waushara County.<sup>15</sup> A 12" pipeline runs in a southwest – northeast line through the towns of Leon, Saxeville, and Bloomfield.<sup>16</sup> The nearest substation is located in the unincorporated village of Poy Sippi.

**American Transmission Company** (ATC) owns and maintains a number of transmission lines in the area. A 69 kV transmission lines runs in a predominantly east-southeasterly direction from the City of Wautoma to the City of Berlin; this line does pass through Aurora. Another transmission line runs northward from this transmission line paralleling STH 49 north of Auroraville before terminating in the Town of Poy Sippi. An electrical substation is located near the corner of STH 49 and CTH D.

<sup>10</sup> Wisconsin Public Service Commission. 2002. *Wisconsin Electric Utility Service Territories*. <http://psc.wi.gov/utilityinfo/maps/documents/electricmaps.pdf>.

<sup>11</sup> Alliant Energy. 2006. <http://www.alliantenergy.com/docs/groups/public/documents/pub/default.hcsp>.

<sup>12</sup> Hoover's. 2006. *Wisconsin Power and Light Company*. <http://rd.business.com>.

<sup>13</sup> Wisconsin Energy Corporation. 2004. *2004 Performance Report*. [http://www.wisconsinenergy.com/performrpt/pdf/exec\\_summary.pdf](http://www.wisconsinenergy.com/performrpt/pdf/exec_summary.pdf).

<sup>14</sup> Wisconsin Public Service Commission. 2003. *Natural Gas Utility Service Territories*. <http://psc.wi.gov/utilityinfo/maps/documents/gasmap.pdf>.

<sup>15</sup> Personal Communication, 2005. ANR Pipeline Company.

<sup>16</sup> Wisconsin Department of Administration. 2005. *Wisconsin Energy Statistics – 2005*.



According to ATC, the 69 kV transmission systems throughout Waushara and Green Lake Counties are overloaded and experiencing low voltages.<sup>17</sup> To increase transmission capacities, several projects are planned. The capacitor banks will be upgraded to 8.2 MVAR at the Berlin substation. Upgrades to the transmission lines will occur in the Berlin area in 2014. Two 16.3 MVAR capacitor banks will be installed and the transformers will be upgraded at the Wautoma substation. These projects are scheduled for completion between 2007 and 2011.

## **Telecommunications Facilities**

### ***Telephone***

CenturyTel, Inc. provides service to the entire planning area.<sup>18</sup> CenturyTel is a national company whose focus is on geographically clustered markets in rural areas and small cities.<sup>19</sup> A service substation is located in the unincorporated village of Poy Sippi.

The advancement of telecommunication technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The number of telecommunications towers in the United States currently exceeds 77,000; this number could double by 2010.<sup>20</sup> The federal government recognized this need with the passage of the Telecommunications Act of 1996. Currently, the Waushara County Zoning Ordinance regulates the placement of cell towers within the county.

Three cell towers are located in the Town of Aurora. The tower at the end of 34<sup>th</sup> Drive is owned and operated by U.S. Cellular, while the tower in Section 12 north of STH 21 is chartered by AAT Communication Corporation. A third tower owned and operated by Alltel is located adjacent to the Aurora Town Hall. There are no cell towers in the Town of Bloomfield. Cell tower locations are shown on Exhibit 6-1.

### ***Internet***

Due to the proliferation of internet service providers (ISP), area residents can also choose from several national and local ISPs. The Athena Group, Wild Blue, Dotnet and CenturyTel are among some of the providers who supply internet service to the area. High speed DSL internet access is available through CenturyTel and Charter Communications to residents of Aurora. Services are accessed via a local phone line. High speed access is currently unavailable in Bloomfield. The availability of high speed access may change as ISPs increase coverage areas or if state and federal regulations or involvement change.

## **Cemeteries**

The ownership and maintenance of the cemeteries within the towns of Aurora and Bloomfield varies between private organizations and public entities. According to state statues, if the authority (organization, family or individual) who owns or manages a cemetery fails to care for

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<sup>17</sup> ATC. 2005. *10-Year Assessment 2005*.

<sup>18</sup> Wisconsin Public Service Commission. 2006. *Local Service Competitors in Wisconsin*. <http://psc.wi.gov/apps/teleprovider/content/citylist.aspx?county=69&name=Waushara>.

<sup>19</sup> Century-Tel, Inc. 2006. *Company Profile*. <http://www.centurytel.com/about/companyProfile/index.cfm>.

<sup>20</sup> Wind Turbines and Birds: Putting the Situation in Perspective in Wisconsin. 2004. Sagrillo, M.

it for a period of five or more years, then the municipality where the cemetery is located is required to take over the control, management and care of the cemetery<sup>21</sup>. In this manner, some municipalities acquire the management and care of cemeteries; in other instances, the cemetery has always been under public ownership. Municipal responsibility of the management and care of the Teska Cemetery (Town of Bloomfield) and the Sacramento Cemetery (Town of Aurora) were obtained under this legislation. A number of cemeteries are located within the area and are indicated below by municipality.<sup>22</sup>

### **Town of Aurora**

Pine Grove Cemetery is located on CTH Q approximately one mile northwest of Auroraville. The cemetery was established in the 1870s. The property is owned and maintained by a private board. The site is still in use and limited room is available. Sacramento Cemetery, one of the oldest cemeteries in Waushara County, is located in the southeastern corner of the town on 36<sup>th</sup> Road. Some of the original settlers of Waushara County are buried here. Maintained by the town, new burials are no longer done. Shead Island Cemetery is located on STH 21 near the eastern border of the county. Established in the 1860s, the cemetery has additional room available. A private cemetery association owns and maintains the property. Welsh Cemetery, owned and maintained by a private cemetery board, is located on STH 49 near the City of Berlin. There is room for future burials. The Mary Decorah burial plot is located on CTH XX north of STH 21.

### **Town of Bloomfield**

Bloomfield Union Cemetery is located on the east side of STH 49 on the northeast corner of the town. This cemetery dates back to 1860s and is owned and maintained by the town. The site is still in use and additional room is available. The Brushville Cemetery is located on STH 49 south of the unincorporated village of West Bloomfield. It is owned and maintained by a private board. The cemetery has been used since the 1860s. Limited space is available for future burials. Concordia Cemetery is located on CTH HH in the unincorporated village of West Bloomfield. The cemetery was founded in the early 1900s. The property is owned and maintained by a private board. Ample room is available for future burials. The East Bloomfield Cemetery is located on the northwest corner of CTH HH and 36<sup>th</sup> Avenue. Owned and maintained by the Bloomfield Cemetery Association, there is room for additional burial plots. The Old German Cemetery is located on CTH HH approximately 0.75 miles east of STH 49. Established in the 1860s, the last internment was performed in the 1940s; there is no room for future expansion. Maintenance and upkeep are performed by the town. The Teska Cemetery is a family burial plot located on CTH I; no additional room is available for future burials. Maintenance and upkeep are performed by the Town.

There are several known family burial plots located on private lands throughout the town. Although these burial sites may not be accessible to the public, private landowners often care for these historical sites. The Braun Cemetery is located northeast of the corner of Apache Avenue and CTH I in Section 13. The landowner performs routine landscaping maintenance within the burial plot. Nehring Burials is a family plot located in Section 26 on Archer Dr. The

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<sup>21</sup> Wisconsin State Statutes, Chapter 157.

<sup>22</sup> Town of Aurora and Bloomfield Comprehensive Plan Committees. 2005. Personal Communications.

plot is no longer in use. The Timm Cemetery is located on 31<sup>st</sup> Road. This family plot is no longer being actively used.<sup>23</sup>

## Childcare Facilities

Public involvement at the state level in the role of childcare falls largely under the supervision of the Wisconsin Department of Workforce Development's Office of Childcare (OCC). One of the OCC's primary areas of responsibility is the oversight of the Wisconsin Shares program, which is a childcare subsidy program.

The Wisconsin Shares program is administered by local counties, tribes and Wisconsin Works (W-2) agencies. The program assists families whose incomes are less than 200% of poverty to pay for childcare services. Parents choose the type of care and share the cost through co-payment. In order to be eligible for reimbursement, childcare providers must be licensed by the State, certified by county or tribal government, or operated by a public school. Research indicates that public dollars play a large financial role in the provision of childcare in the state, and in both urban and rural counties. Table 6-1 identifies available information on the number of regulated childcare facilities in the area. These figures are for licensed childcare providers only. A license is required for those who provide care for four or more children under the age of 7 at any one time.<sup>24</sup>

ChildCare Resource & Referral, Inc. works with counties and the State in monitoring childcare provision and has reported that the highest demand for care is for full-time, first shift (6 AM to 6 PM) hours. The Mid-Wisconsin ChildCare Resource & Referral, Inc. works with Waushara County.

Residents of the Town of Aurora most likely use childcare facilities in the City of Berlin. A total of 11 licensed, certified or regulated facilities are located in Berlin. These facilities have a combined capacity of 144 children. According to the 2000 census, 204 children 14 years old or younger lived in the Town of Aurora; 51 (25.0%) were 5 years or younger. According to the Town of Aurora comprehensive plan committee, there is also one licensed child care facility across from the UMOs site.

Residents of the Town of Bloomfield would most likely use childcare facilities in the Village of Fremont. One (1) licensed, certified or regulated facility is located in Fremont. This facility has a capacity of 40 children. According to the 2000 census, 198 children 14 years old or younger lived in the Town of Bloomfield; 57 (28.8%) were 5 years or younger.<sup>25</sup>

UMOS is a non-profit, community-based organization which provides housing and other services to underserved populations.<sup>26</sup> Within Waushara County, migrant workers utilize these programs. UMOs operates a housing complex, Head Start program, and childcare facilities in the Town of Aurora. The licensed facility provided childcare for 58 children during the summer of 2006.<sup>27</sup>

<sup>23</sup> RootsWeb.com. 2006. *Waushara County Cemeteries*. <http://www.rootsweb.com/~wiwausha/cemeteries.html>.

<sup>24</sup> *Wisconsin State Statutes 48.65*.

<sup>25</sup> Silter, L. 2006. Personal Communication. Executive Director. Mid-Wisconsin ChildCare Resource & Referral, Inc.

<sup>26</sup> UMOs. 2006. *Welcome to UMOs*. <http://www.umos.org>.

<sup>27</sup> Executive Director. 2006. UMOs Aurora Center Emergency Shelter.

**Table 6-1. Childcare Facilities.**

Facility	C. Berlin		C. Fremont		T. Aurora	
	Number	Capacity	Number	Capacity	Number	Capacity
Licensed Group Centers (Full and part day)	2	100	1	40		
Licensed Family Programs	4	32				
Certified Family Programs	4	4				
Dual Regulated Family Programs <sup>1</sup>	1	8				
United Migrant Workers (UMOS)					1	58
<b>Total Capacity</b>	<b>11</b>	<b>144</b>	<b>1</b>	<b>40</b>	<b>1</b>	<b>58</b>

Source: Mid-Wisconsin ChildCare Resource & Referral, Inc., 2006.

<sup>1</sup> Number included in Licensed Family Program.

According to the Mid-Wisconsin ChildCare Resource & Referral agency, a need exists in Waushara County for additional childcare, especially for children of non-traditional workers such as second shift. It should be noted that the available capacity versus number of children 12 years old and under may not be representative of the need, since not all children in this age category require licensed childcare. Some children come from families in which the primary caregiver is not employed outside of the home, while other people may seek childcare near their place of employment or utilize unlicensed facilities or family and friends for childcare needs.

### **Elderly Services**

**Waushara County Department of Aging** offers several programs to area senior citizens. In 2004, these programs provided almost 2,500 individuals with assistance.<sup>28</sup> The Waushara County Coordinated Transportation System offers rides to not only senior citizens but also to veterans, and human service clientele on Medical Assistance. Transportation is provided by either mini-bus or volunteers. While transportation for medical appointments is provided almost exclusively by volunteer drivers, the mini-bus offers rides for not only medical appointments but also for grocery shopping and other personal errands. This program has been successful and may need to expand to serve the increasing number of senior citizens. "God's People", a non-profit group working with area churches has been formed to provide transportation. However, at this time this group is still in the planning stage.

Meals are provided to seniors at six locations throughout Waushara County every weekday. These locations include the Wautoma-Waushara Senior Center (Dakota), the Wild Rose Community Center, the Redgranite Municipal Building, the Hancock Community Building, the Plainfield Senior Center, and the Coloma Community Center. Meals are served at the Saxeville Town Hall on Mondays and Wednesdays only (pre-registration is required)<sup>29</sup>. Meals are also

<sup>28</sup> Waushara County Department of Aging Services. 2004. *Waushara County Department of Aging Services Summary*.

<sup>29</sup> Meals at the Saxeville site were added after publication of the 2004 Waushara County Department of Aging Services Summary.

delivered to individual residences. Currently, the county provides this service to nearly 1,000 senior citizens.

The Information and Assistance Resource Center provides information and assistance on aging, long term care, disabilities, and other related topics. A recent grant allowed this program to be expanded to form a consortium with similar departments in both Green Lake and Marquette Counties.

A trained benefit specialist is available to help seniors and their families find information on public programs such as Social Security, Medicare, and other related programs. This individual not only provides guidance by thoroughly explaining all available options, but also assists seniors with completing all required paperwork for these programs. The benefit specialist offers flexible hours at meeting locations which include the office, local senior centers, and personal residences. Since this program is supervised by an attorney, legal help is available to seniors with an appeal process if they are denied claims or assistance.

According to the Department of Aging, additional service needs have been identified on the eastern side of the county. Additionally, the Department has identified the need for additional transportation, a disability specialist (would assist all age groups), provision of health services to people without insurance, long term option counseling, and exercise opportunities. A disability specialist and long-term options counselor will be added through the consortium.<sup>30</sup>

The **Wautoma-Waushara Senior Center** is located on STH 22 in the Town of Dakota. The center serves as a meal site for the Waushara County Department of Aging meal program each weekday. The center offers a wide range of social and educational activities for seniors including bingo, card tournaments, crafts, and others. Several field trips are organized each year to Wisconsin casinos, museums, and other destinations.

The **Berlin Senior Center** offers several programs to areas seniors as well. To be eligible for these programs, residents must be 55 or older. The center offers several education programs regarding Social Security, Medicare, nutrition, health and wellness, and other related topics. A Green Lake County nurse makes weekly visits to offer vaccinations, flu shots, and pneumonia shots. The center offers a handicap equipment loan program which allows seniors to borrow canes, crutches, walkers, and wheelchairs on a short-term basis. Meals are served to approximately 60 individuals each weekday. Meals are prepared for both on-site serving and home delivery. A variety of social activities including card tournaments, day trips, crafts, bowling, dancing, and others are sponsored by the center daily. The center provides transportation services for any destination that will promote independent senior living. Transportation to medical appointments, shopping, and personal errands are offered each weekday. Where feasible, users should prearrange trips at least 24 hours in advance. Transportation services are paid for on a donation basis. Tax assistance is also available for seniors.<sup>31</sup>

The **Weyauwega-Fremont Dining Center** is located in the American Legion Hall (303 Mill Street) in Weyauwega. Noon meals are served to persons 60 and older and their spouses regardless of age. Advanced reservations are appreciated one day in advance. Home delivery

<sup>30</sup> Baugrud, P. 2005. Personal Communication. Waushara County Department of Aging.

<sup>31</sup> City of Berlin. 2006. *Senior Center*. <http://www.1berlin.com/SeniorFAQ.htm>.

meals are also available to individuals who are either ill or unable to travel to the center due to limited mobility. The center also serves as an activity hall where seniors enjoy cards, games, puzzles, and singing. Bingo is played at the monthly birthday party. Several patrons have formed a dartball team which competes against the other six dining centers in Waupaca County.<sup>32</sup>

### ***Residential Care Facilities***

The Wisconsin Department of Health and Family Services (DHFS) regulates adult care facilities. Several types of residential services exist for the elderly. These include Residential Care Apartment Complexes (RCACs), Adult Family Homes (AFHs), Community Based Residential Facilities (CBRF), and adult day cares.

RCACs provide independent apartment living options for individuals in groups of five or more. Apartments must have a lockable entrance and exit; a kitchen with a stove (or microwave); and individual bathroom, sleeping, and living areas. Individuals can receive no more than 28 hours of supportive services (transportation, housekeeping, recreation), personal assistance (dressing, bathing, etc.), or nursing care per week. They are appropriate only for individuals who require in-depth health monitoring by health care professionals.<sup>33</sup>

AFHs are designed to provide care for up to four persons and allow the opportunity for residents to receive specialized care. AFHs can specialize in residents of advanced age or persons with dementia, Alzheimer's, or physical disabilities.<sup>34</sup>

In Wisconsin, CBRFs provide housing for five or more residents. The minimum age for CBRF residency is 18. CBRFs provide housing for both individuals who can live independently and for those who require care.<sup>35</sup>

An Adult Day Care Facility provides services for adults who need assistance with daily activities in a group setting. Adult day care may be provided in home, a specialized facility, or other community facility (i.e., churches). Unlike other elderly services, adult day care facilities provide services for only a portion of the day; these services are usually provided during normal business hours. There are no adult day care facilities listed with the Department of Health and Family Services in Waushara, Green Lake, or Waupaca counties.<sup>36</sup> However, Cooperative Care, based out of Wautoma, provides in-home personal and home care services to elderly and disabled residents. The profits from this member owned cooperative are divided up between all the members who worked in that year. Table 6-2 lists the number of adult care facilities that town of Aurora and Bloomfield citizens may choose to use and their corresponding capacities. Facilities for Waushara County are located in Wautoma and Redgranite; facilities in Green Lake County are in Berlin, and facilities in Waupaca County are in either Waupaca or Weyauwega.

<sup>32</sup> DuFour, N. 2006. Personal Communication. Site Manager. Weyauwega Senior Dining Center.

<sup>33</sup> DHFS. 2006. *Residential Care Apartment Complexes (RCACs) – Introduction*.  
[http://dhfs.wisconsin.gov/rl\\_dsl/RCACs/RCACintro.htm](http://dhfs.wisconsin.gov/rl_dsl/RCACs/RCACintro.htm)

<sup>34</sup> DHFS. 2006. *Adult Family Homes – Introduction*.  
[http://dhfs.wisconsin.gov/rl\\_DSL/AdultFamilyHomes/AFHintro.htm](http://dhfs.wisconsin.gov/rl_DSL/AdultFamilyHomes/AFHintro.htm)

<sup>35</sup> DHFS. 2006. *Community Based Residential Facilities (CBRFs) – Introduction*.  
[http://dhfs.wisconsin.gov/rl\\_dsl/CBRF/CBRFintro.htm](http://dhfs.wisconsin.gov/rl_dsl/CBRF/CBRFintro.htm).

<sup>36</sup> DHFS. 2006. *Adult Day Care (ADCs) – Introduction*.  
[http://dhfs.wisconsin.gov/rl\\_DSL/AdultDayCare/AdultDCintro.htm](http://dhfs.wisconsin.gov/rl_DSL/AdultDayCare/AdultDCintro.htm).

**Table 6-2. Group F Elderly Care Facilities**

Facility	Waushara County <sup>1</sup>		Green Lake County <sup>2</sup>		Waupaca County <sup>3</sup>	
	Number	Capacity	Number	Capacity	Number	Capacity
Residential Care Apartment Complexes (RCAC)	3	93	1	26	2	71
Adult Family Homes (AFH)	3	11	2	8	6	24
Community Based Residential Facilities (CBRF)	7	90	3	30	7	89
Adult Day Care Facilities (ADC)	0	0	0	0	0	0
<b>Total</b>	<b>13</b>	<b>194</b>	<b>6</b>	<b>64</b>	<b>15</b>	<b>184</b>

Source: Wisconsin Department of Health and Family Services, 2006.

<sup>1</sup>Redgranite and Wautoma

<sup>2</sup>Berlin

<sup>3</sup>Wauapaca, Weyauwega, and Fremont

Currently, 234 individuals (11.7% of the total population) within Aurora and Bloomfield are 65 years old or older; 54 of these individuals live alone. During the planning period they may need assistance for daily activities, healthcare, transportation, etc. Another 534 persons (26.8% of the total population) are between 55 and 64 years old. Although the elderly population is healthier and living longer than in the past, assistance will likely be needed at some point in their lives. The type of assistance preferred should be identified with input from potential users. The overall capacity for adult care facilities serving the planning area is 442 persons. Within the next ten years, approximately 40 percent of the total population will be 65 years or older. Since the facilities above also serve the entire population of Green Lake, Waupaca, and Waushara Counties, a growing proportion of senior citizens may need additional facilities to meet their recreational, medical, and everyday necessities. In addition, more focus is being placed on allowing individuals to remain in their personal residences. Additional staff may be needed to provide care and assistance to senior citizens who wish to remain in their homes.

## **Police Service**

### ***Waushara County Sheriff Department***

Police service for the towns of Aurora and Bloomfield is provided by the Waushara County Sheriff Department. The Waushara County Sheriff Department supplies 24 hour law enforcement services to the towns as needed. Typically, officers make at least one patrol daily through the Tustin area and routine patrols along STHs 21 and 49. Two shifts patrol the county: one from 5:00 AM to 5:00 PM and another from 5:00 PM to 5:00 AM. The department owns 11 squad cars and nine (9) other fleet vehicles. Four officers patrol the county throughout the day. Emergency response times in the Town of Bloomfield range from 20 to 30 minutes; responses times to Aurora are slightly faster. A snowmobile patrol operates along the recreational trails when they are open.<sup>37</sup>

<sup>37</sup> Waushara County Sheriff's Department. 2000. Personal Communication.

The Waushara County Sheriff's Office is located on Division Street in Wautoma. The Hancock and Poy Sippi fire departments serve as satellite headquarters each Saturday afternoon. This increases the officers' visibility and availability to county residents who do not live near the sheriff's office.<sup>38</sup> The department employs 25 full-time sworn officers. Other employees include 25 correction officers, eleven E911 dispatchers, one emergency management specialist, and two secretaries. The emergency management specialist coordinates the emergency disaster response programs for both natural and manmade disasters. One police liaison officer is employed by the department; he serves as liaison officer for schools in Wautoma, Redgranite, and Wild Rose.

Several specialized units, including drug enforcement and canine units, are operated by the Waushara County Sheriff's Office. Cooperative agreements exist with other multi-jurisdictional drug units in East Central Wisconsin. Several employees have been trained in latent print examination (fingerprint analysis).<sup>39</sup> The County instituted an enhanced county-wide 911 system about two years ago. The system is expensive and some problems have been noted.

A common method used to assess the level of service that is being provided locally is to compare the number of employees per 1,000 residents served with averages for other law enforcement agencies statewide. However, it should be noted that the number of employees per 1,000 residents served is related to a variety of factors including crime level, geographic coverage, size of agency, and budgetary issues.<sup>40</sup> As of October 31, 2003, for a police department serving a community of less than 50,000 residents, the state average was 1.89 sworn employees per 1,000 residents served. For a sheriff's office (includes most jail personnel), the state average was 2.77 sworn employees per 1,000 residents served. The Waushara County Sheriff's Office employs 1.1 officers per 1,000 population. This is below the state average.

Plans exist to upgrade several facilities. In 2003, a joint effort to develop an interoperability plan was initiated between county and local jurisdictions. The plan includes improving radio coverage; ensuring communication with all other agencies; decreasing reliance on telephone cable; and upgrading to digital equipment by 2008. Video cameras will also be added to patrol cars within the next 10 years. New cameras for crime scene investigations and specialized equipment for latent prints examination are also budgeted in future fiscal years. According to the Group F citizens' questionnaire, additional patrol officers may need to be added to improve response times in more remote areas of Waushara County.

Recently the Waushara County Sheriff's Department initiated a TRIAD program to educate and raise senior and retired citizens' awareness of safety related issues. The TRIAD meets monthly and includes a different topic or issue at each meeting.

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<sup>38</sup> *Waushara County Sheriff Department Annual Report, 2003.* Waushara County Sheriff Department.

<sup>39</sup> Waushara County Sheriff's Department. 2000. Personal Communication

<sup>40</sup> Office of Justice Assistance Statistical Analysis Center. 2003. *Crimes and Arrests in Wisconsin.*



## **Correctional Facilities**

According to the Wisconsin Adult Jail Report 2002, total adult admissions to state jails increased by 62.8 percent since 1992.<sup>41</sup> In more recent years (2001-2002), admissions increased by 2.3 percent at the state level, while they decreased by 14 percent in Waushara County.

The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. Since the average length of stay has increased to 64 days, ADP rates have also risen.<sup>38</sup> Generally, when the ADP reaches 80 percent of maximum capacity, the facility is considered to be overcrowded. Setting the standard below maximum capacity allows for flexibility in managing seasonal populations, weekend arrests, and other special situations.

The **Waushara Huber Facility** is located in Wautoma. The facility is housed in the former county jail on Park Street and has a maximum capacity of 36 inmates. Inmate populations for the Huber facility fluctuate seasonally.

The **Waushara County Jail** is located in Wautoma. The current facility was opened in January 2000 and has a maximum capacity of 153 inmates. The jail employs 29 security staff and other employees. In 2002, the ADP of the facility was 135 inmates (88.2%).

The **Redgranite Correctional Institution** is located in the Village of Redgranite. This facility is situated north of downtown and west of CTH EE on an 89-acre parcel. This medium security facility was opened in January 2001. With recent expansions, the prison has a maximum capacity of 990 inmates. Currently, the facility is over capacity with 991 inmates.<sup>42</sup> The prison employs 182 security staff and 94 other employees.

Given the rapid increase in jail inmate populations in Wisconsin, several counties have expanded their facilities since 2002. The elevated ADP rates indicate that both the Redgranite Correctional Institution and the Waushara County Jail are over-crowded. Although there are no plans for future expansions, it may become necessary if inmate populations continue to rise. Alternatively, it may be possible to transfer some Waushara County inmates to other facilities in the state.

## **Fire Protection**

There are 11 separate fire districts or departments that operate in Waushara County. Three fire departments provide protection for the communities of Aurora and Bloomfield. These include the West Bloomfield District, the Tustin Fire District, and the Berlin Fire Department. The county has a strong mutual aid response system in place that is working well to provide service to the residents of the area. The Berlin Fire Department has mutual aid agreements with Waushara County, Green Lake County, Winnebago County, and parts of Marquette County.

The **Berlin Fire Department** presently serves the entire town of Town of Aurora as well as parts of other surrounding towns outside of this city. The fire department facility is located at 226 S. Spring Street in the City of Berlin and employs 36 volunteer fire fighters. The fire

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<sup>38</sup> Office of Justice Assistance Statistical Analysis Center. 2003. *Crimes and Arrests in Wisconsin*.

<sup>41</sup> *Wisconsin Adult Jail Populations*, 2002. Office of Justice Assistance.

<sup>42</sup> *Offenders Under Control Report*, 2005. Wisconsin Department of Corrections.

department operates two tankers each with a 2500 gallon capacity and a pumping rate of 1500 gallons per minute (GPM), one engine with a 1000 gallon capacity and a 1500 GPM pumping rate, a ladder truck with a 2000 GPM pumping rate, a rescue squad vehicle equipped with "jaws of life," two grass fire rigs, and a HAZMAT trailer. The Berlin Fire Department is also part of the Green Lake County HAZMAT team. The building was constructed in the 1980s and is becoming crowded. Expansions may be needed within the next 20 years. Response time varies with exact location of the call, but they are typically less than 15 minutes.<sup>43</sup>

The **West Bloomfield Fire District** serves the western portion of the Town of Bloomfield. The Fire District is located on the corner of STH 49 and CTH HH in the Town of Bloomfield. There are 32 volunteer fire fighters, 22 of which are active, and two first responders who respond to both fire and rescue calls. The fire district operates two fire engines, two tankers, and one brush truck. Response times for calls vary from five to ten minutes. The fire department building, which was constructed about seven years ago, is also used for town meetings. The building should be adequate to serve the community for the next 20 years.<sup>44</sup>

The **Tustin Fire District** serves the eastern portions of the Town of Bloomfield. The District also has mutual aid agreements with the county, and surrounding fire districts. The Fire District building is located on N15115 Center Street. The building was constructed approximately 60 years ago with renovations completed approximately 10 years ago. The building is also used for town meetings. There are 24 volunteer fire fighters and three volunteer first responders who respond to both fire and rescue calls. The fire district operates one fire engine, a 4x4 rescue pick-up truck, a rescue airboat for ice rescues, and an equipment van. Since the tanker was recently decommissioned, a new tanker will arrive soon that will have a 3500 gal. capacity. Response times vary from five to eight minutes.<sup>45</sup>

The Insurance Service Office (ISO) of Wisconsin, through the use of the Fire Suppression Rating Schedule, evaluates the adequacy of fire protection within the state for municipal fire protection.<sup>46</sup> The schedule provides criteria to be used by insurance grading engineers in assessing the physical conditions of municipalities relative to fire hazards and rating municipalities' fire defenses. Ratings obtained under the schedule are widely used to establish base rates for fire insurance. While ISO does not presume to dictate the level of fire protection services that a municipality should provide, reports of evaluation results published by its Municipal Survey Office generally outline any serious deficiencies found through the evaluation. Over the years, these findings have come to be used as a guide to municipal officials planning improvements to local fire protection services.

The grading is obtained by ISO based upon its analysis of several components of fire protection, including fire department equipment, alarm systems, water supply systems, fire prevention programs, building construction, and the distance of potential hazard areas from the fire station. In rating a community, total deficiency points in the areas of evaluation are used to assign a numerical rating of 1 to 10, with a 1 representing the best protection and 10 representing an essentially unprotected community. Many towns and villages in the more rural

<sup>43</sup> Podoll, G. 2006. Personal Communication. Director of Emergency Services. City of Berlin

<sup>44</sup> Hudziak, D. 2006. Personal Communication. Fire Chief. West Bloomfield Fire Department.

<sup>45</sup> Lind, B. 2006. Personal Communication. Fire Chief. Tustin Fire Department.

<sup>46</sup> ISO. 2006. *Fire Suppression Rating Schedule*. <http://www.iso.com/products/2400/prod2404.html>.

areas typically have ratings of class 8 through 10. The following Table 6-3 indicates the July 2006 ISO rating for the above fire departments.<sup>47</sup>

**Table 6-3. ISO Ratings**

Fire Department	ISO Rating	
	< 6 Miles	> 6 Miles
City of Berlin	9	9
West Bloomfield	9	9
Tustin	9	9

Source: ISO, 2006

The standards for fire station location utilized by the National Board of Underwriters are given in Table 6-4. These standards are based on the density of development in the station service area.<sup>48</sup> Since the towns constitute a relatively low-density rural area, a four to six mile service radius is the recommended standard.

**Table 6-4. Recommended Density/Distance Standards for Fire Protection**

Land Use	Suggested Service Radius	
	Engine or Pumper Company	Ladder Company
Commercial/Industrial	.75 - 1.0 miles	1.0 miles
Res. Med./High Density (<100' bet. Structures)	2.0 miles	3.0 miles
Res. Scattered (>100' bet. Structures)	3.0 - 4.0 miles	3.0 miles
Res. - Rural Low Density	4.0 - 6.0 miles	-

Source: American Planning Association, 1988

**Health Care Facilities/Emergency Medical Services**

There are no health care facilities located within either Aurora or Bloomfield. The nearest facilities are located in adjacent and nearby incorporated communities. Both Community Health Network<sup>49</sup> (CHN) and Affinity Health System operate family medical clinics within Berlin Memorial Hospital (225 Memorial Drive).<sup>50</sup> The Aurora Health Center is located at 1805 Huckleberry Avenue in the Village of Omro. The Aurora Health Center (126 E. Bannerman Avenue) and CHN Redgranite Medical Clinic (402 Preston Lane) are located in the Village of

<sup>47</sup> ISO. 2006.

<sup>48</sup> American Planning Association. 1988. 1988 Small Town Planning Handbook.

<sup>49</sup> CHN. 2006. *Community Health Network Affiliates*. <http://www.communityhealthnetwork.org/>.

<sup>50</sup> Affinity Health Systems. 2006. *Locations Throughout Wisconsin*. <http://www.affinityhealth.org/page/amgclinicpage>

Redgranite.<sup>51</sup> ThedaCare operates a family medical clinic (206 Mill Street) in the City of Weyauwega.<sup>52</sup>

Four hospitals are located within a half hour drive from the planning area. The four General Medical-Surgical hospitals are Mercy Medical Center in Oshkosh, Aurora Medical Center in Oshkosh, Berlin Memorial Hospital in Berlin, and Riverside Medical Center in Waupaca.<sup>53</sup> Table 6-5 indicates which hospitals are used by the residents of the various communities as well as the approximate distance between the hospital and the municipality. Table 6-6 gives general information about the area hospitals.<sup>54</sup>

**Table 6-5. Distance to Hospitals (Miles)**

Hospital	T. Aurora	T. Bloomfield
Aurora Medical Center	21	32
Mercy Medical Center	33	45
Riverside Medical Center	28	16
Berlin Memorial	6	18

Source: [www.mapquest.com](http://www.mapquest.com)

The Town of Aurora contracts with the City of Berlin for emergency medical services. The City of Berlin is closer and can respond quicker in an emergency. The Town is monitoring issues regarding the continuation of Waushara County EMS ambulance service in Poy Sippi. Currently, Waushara County EMS provides backup service to Aurora; in the future, the town may utilize Waushara County for primary service provision to part of the town.

Emergency medical services for the Town of Bloomfield are provided by the Waushara County EMS. EMS administrative offices are located at 230 W. Park Street in Wautoma and provide municipal county ambulance service. The department also operates a permanent service center in Poy Sippi and alternating service centers in Coloma and Plainfield. The district service centers are located within the fire departments in each community. Both the Coloma and Poy Sippi service centers have live-in crew quarters for staff. All 80 full-time and part-time staff members are certified EMTs.

The department provides 24-hour service for emergency calls. Although the department owns five ambulance rigs, only four are in active service at any given time. Two rigs are located in the City of Wautoma, and one rig is housed in Poy Sippi. The final rig alternates between Plainfield and Coloma. Two emergency response paramedic unit SUVs are also available for rescues within rough terrain.

<sup>51</sup> Aurora Health Care. 2006. *Aurora Facilities*.  
<http://www.aurorahealthcare.org/facilities/index.asp?Kind=Clinic>

<sup>52</sup> ThedaCare. 2006. *ThedaCare*. <http://www.thedacare.org/TheDACareWeb/>

<sup>53</sup> Riverside Medical Center. 2006. *Welcome to Riverside Medical Center*. <http://www.riversidemedical.org>.

<sup>54</sup> Wisconsin Hospital Association. 2006. *Guide to Wisconsin Hospitals, Fiscal Year 2004*.  
[http://www.whainfocenter.com/data\\_resources/2004\\_guide/2004guide.htm](http://www.whainfocenter.com/data_resources/2004_guide/2004guide.htm)

Response times vary and depend on ambulance location and where the service is required. General response times within the town of Aurora are about 12 minutes; times can range between 20 and 30 minutes in Bloomfield.

Since the EMS headquarters share facilities with the Department of Human Services, preliminary plans have been made to relocate the headquarters to a new location; no specific sites have been determined. Preliminary plans have also been drafted to remodel the Plainfield district center. The EMS Department constantly updates medical rescue equipment such as defibrillators, monitoring equipment, and extraction devices. Vehicles are replaced on a regular basis. Two new ambulances were added to the fleet in June 2005. The live-in quarters in Poy Sippi have been determined as inadequate for continued use. Waushara County EMS and the surrounding towns have been discussing potential solutions to continue service at Poy Sippi.

**Table 6-6. Area Hospitals, Level of Service**

Inpatient Service Area	Aurora Med. Ctr.	Mercy Med. Ctr.	Riverside Med. Ctr.	Berlin Memorial
Beds	71	172	25	49
General Medical-Surgical:				
Adult Med-Sur, Acute	1	1	1	1
Orthopedic	2	1	2	2
Rehab & Phy. Med.	5	1	2	5
Hospice	2	4	2	5
Acute Long-Term	5	4	5	5
Other Acute	5	5	5	5
Pediatric, Acute	1	2	2	2
Obstetrics	1	1	1	1
Psychiatric	5	1	5	5
Alcoholism/Chem. Dep.	5	2	5	5
ICU/CCU:				
Med.-Sur.	2	2	2	2
Cardiac	2	2	2	2
Pediatric	2	2	2	2
Burn Care	5	2	4	5
Mixed IC	1	2	1	1
Step-Down (Special Care)	2	2	5	5
Neonatal Interm/IC	1	4	5	5
Other	5	5	5	5
Subacute	5	1	5	5
Other Inpatient	5	5	5	5

Source: Wisconsin Hospital Association, 2006.

Note: 1=Provided-Distinct Unit, 2=Provided-Not Distinct, 3=Available in Network, 4=Contracted, 5=Service Not Provided.

The various fire districts and local fire departments within the county also have First Responders on staff that can assist with basic and advanced medical emergencies. Depending on the location, First Responders are usually able to arrive at the emergency scene either ahead of the ambulance or at approximately the same time. Currently, the Town of Bloomfield has ten (10) fully trained first responders. Additional volunteers in Bloomfield, Leon, Poy Sippi, and Saxeville are currently being trained as First Responders. Due to the travel distances, First Responders arrive on scene before County EMS personnel.

Residents within Bloomfield would like to see faster response times from Waushara County personnel. However, First Responders are able to respond within 10 minutes and are trained to handle most emergency situations.

## Libraries

Residents within the area may utilize one of several libraries. Aurora residents will most likely use either the Berlin or Poy Sippi Public Libraries. Bloomfield residents are most likely to use either the Poy Sippi Public Library or a public library in Waupaca County. The Berlin Public Library, part of the WinneFox Federated Library System, is located at 121 W. Park Avenue in the City of Berlin. Also part of the WinneFox Federated Library System, the Poy Sippi Public Library is located at W2251 Commercial Street in the unincorporated village of Poy Sippi. The Neuschafer Community Library is located at 317 Wolf River Drive in the Village of Fremont, while the Weyauwega Public Library is located at 301 S. Mill Street in the City of Weyauwega. The two libraries are part of the Outagamie Waupaca Library System (OWLS).<sup>55</sup>

Federated library systems are designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from local municipalities and the county, based on resident usage. Annual donations have also been made by the Town of Bloomfield to both the Poy Sippi Public Library and Neuschafer Community Library. The Town of Aurora and Waushara County make monetary contributions to the Berlin Public Library so that Aurora residents can utilize these facilities. Any town, city or village resident has access to the materials in any county-supported library within Waushara County. Besides other services listed below, the libraries offer their patrons Internet service. Table 6-7 provides relevant information for the public libraries in Berlin, Fremont, Poy Sippi, and Weyauwega.<sup>56</sup>

Service targets for libraries are based on quantitative standards contained in the *Wisconsin Public Library Standards*.<sup>57</sup> These standards are based on the population served and vary in regards to municipal population and service populations. (Service populations represent those individuals living in adjacent communities who utilize library services.) Standards are established at four levels of effort: basic, moderate, enhanced, and excellent. Local libraries can establish service targets by selecting the appropriate level of effort to apply to each standard, or use the levels to plan for improvements over a period of time. Where feasible, libraries should strive to provide a minimum of a basic level of service. Standards have been set on a

<sup>55</sup> Wisconsin Department of Public Instruction. 2006. *Wisconsin Public Library System Directory*. <http://dpi.wi.gov/pld/wisysdir.html>.

<sup>56</sup> Wisconsin Department of Public Instruction. 2004. *2004 Wisconsin Public Library Service Data*. <http://dpi.wi.gov/pld/xls/04publib.xls>.

<sup>57</sup> *Wisconsin Public Library Standards: Fourth edition*. 2005. Wisconsin Department of Public Instruction.

per capita basis for the following criteria: volumes (print) owned, periodical titles received, audio recordings held, video recordings held, total collection size, full time equivalent (FTE) staff, and material expenditures. The libraries have met these standards with differing degrees of success.

**Table 6-7. Public Library Statistical Data**

	Berlin	Fremont	Poy Sippi	Weyauwega
Municipal Population	5,326	695	974	1,896
Total Service Population	6,758	1,827	1,715	2,895
Volumes Owned (Print)	47,363	13,446	10,747	16,221
Periodical Titles	89	33	8	78
Audio Material	3,605	825	518	775
Video Material	4,311	2,246	1,863	1,222
Collection Size <sup>1</sup>	55,279	16,517	13,128	18,218
Hours Open/Week <sup>2</sup>	63.0	32.8	25.0	40.7
FTE Staff	5.18	1.97	0.85	2.47
Material Expenditures	\$30,034	\$17,878	\$3,887	\$17,137

Source: Wisconsin Department of Public Instruction, 2004

<sup>1</sup>Includes print, audio, and video materials

<sup>2</sup>Averaged between summer and winter hours

Three libraries have provided between moderate and enhanced levels of service for most standards for both municipal and service populations: the Berlin Public Library, the Neuschafer Community Library (Fremont) and the Weyauwega Public Library. The Berlin Public Library provided a less than basic service level only on the number of periodical titles offered and the overall expenditures on new material for municipal populations; all other standards (both municipal and service populations) had moderate to excellent levels of service. The Weyauwega Public Library had less than basic service only on the total number of print volumes and the overall collection size for municipal population standards. The Neuschafer Community Library exceeded all basic standards for both municipal and service populations.

The Poy Sippi Public Library also met or exceeded most municipal and service population standards. The library provided a moderate service level for collection size and an enhanced level of service for both audio and video materials. However, the library failed to provide a basic service level for number of periodic titles, number of staff hours, and overall expenditures for new materials.

According to the citizen questionnaire, residents from both communities indicated that the libraries were doing an adequate job at providing services. Three-quarters of respondents (75.0%) in Aurora rated the libraries good to very good, while 48.4 percent of respondents in Bloomfield rated the libraries similarly. Communities should assess their libraries and determine if the level of services are meeting local needs. A local planning effort can account for circumstances which are unique to the individual community and service area that cannot be anticipated from a regional or statewide perspective. These standards offer a basis on which local libraries can address their current and future needs.

## Education

### ***Primary and Secondary Education***

The area is served by four different public school districts: Berlin Area, Omro, Weyauwega-Fremont, and Wild Rose. Almost all of Aurora is served by the Berlin Area School District; the exception is a small area on the eastern border of the town in which students attend the Omro School District. The bulk of Bloomfield is served by the Weyauwega-Fremont School District. Exceptions include the southeast corner and northwest corners of the town, which are included in the Wild Rose School District, and the central area on the southern border which is included in the Berlin Area School District.

### ***Berlin Area School District***

The Berlin Area School District's administrative offices are located at 295 E. Marquette St. in Berlin. The district operates a total of four schools: Berlin High School (grades 9–12, Berlin), Berlin Middle School (grades 6-8, Berlin), Clay Lamberton Elementary (k-5, Berlin) and Poy Sippi Elementary, (k-4, Poy Sippi). Students from the Town of Aurora who live within the Berlin School District attend Clay Lamberton Elementary School, Berlin Middle School, and Berlin High School. Bloomfield residents who live within the Berlin School District attend Poy Sippi Elementary, Clay Lamberton Elementary School, Berlin Middle School, and Berlin High School.<sup>58</sup>

The Berlin High School was built in 1996 and is located at 222 Memorial Drive in Berlin. Enrollment has remained steady in recent years and the building has excess capacity. There are no planned upgrades at this time. The Berlin Middle School is located at 289 E. Huron Street in Berlin. The school originally served as the high school and was designated as the middle school in 1997, when the new high school was completed. According to the district, the school is nearing capacity; at this time, however, the district has no plans to expand the facility. The Clay Lamberton Elementary School was originally built in 1962 with additions constructed in both 1989 and 1992. The school, which is located at 259 E. Marquette Street in Berlin, also houses the district swimming pool. According to the district, the school has been seeing declining enrollment in recent years. Due to declining enrollment and the capacity of the building, this school should adequately meet enrollment needs of the district for a number of years. However, it may be necessary to provide updates at the school in the future based on technological advances. The Poy Sippi Elementary School, built in 1962, is located at W2194 Liberty Street in the unincorporated community of Poy Sippi. In 2000, classroom space was added. This school is experiencing decreasing enrollment and should be adequate to meet the needs of the district for a number of years. However, it may be necessary to provide updates at the school in the future based on technological advances.<sup>59</sup>

### ***Omro School District***

The Omro School District's administrative offices are located at 455 Fox Trail in Omro. The district operates a total of four schools: Omro High School/Middle School (grades 9–12/6-8, Omro), H.B. Patch Elementary (k-1, Omro), and Omro Elementary (2-5, Omro). Only two properties within Aurora are within the Omro School District. Although no students from the

<sup>58</sup> Berlin Area School District. 2006. *Welcome to the Berlin Area School District*. <http://www.berlin.k12.wi.us>.

<sup>59</sup> Runice, J. 2005. Personal Communication. District Administrator. Berlin Area School District.



Town of Aurora attend Omro schools, students living on these parcels would attend all four schools as they age.<sup>60</sup>

Omro High School was built in 1964 and is located at 455 Fox Trail in Omro. Subsequent additions were completed in 2000. Omro Middle School is located in Omro adjacent to the High School. The school originally served as the high school and was designated as the middle school in 1998 when the new high school was completed. H. B. Patch Elementary School was originally built in the 1950s. The school, which is located at 607 Tyler Avenue in Omro, also houses the district early childhood and special education programs. According to the district, the school has been seeing declining enrollment in recent years. Omro Elementary School, built in 2001, is located at 1000 N. Webster Avenue in Omro. Enrollment within the district has increased gradually in recent years, but existing facilities should provide adequate capacity for future growth during the next ten years. School administrators will reassess facility needs if housing construction increases within the Omro area. A community fitness trail is located on the high school and middle school complex.<sup>61</sup>

### ***Weyauwega-Fremont School District***

The Weyauwega-Fremont (W-F) School District's administrative offices are located at 410 E. Ann Street in Weyauwega. The district operates a total of five schools on three campuses. Weyauwega-Fremont High School (grades 9–12, Weyauwega), Weyauwega-Fremont Middle School (grades 6-8, Weyauwega), Weyauwega Elementary (k-5, Weyauwega) and Fremont Elementary, (k-4, Fremont). During the 2005-2006 school year, approximately 1,084 students were enrolled in the district. Students from the Town of Bloomfield who live within the W-F School District attend all the aforementioned schools.<sup>62</sup>

Weyauwega-Fremont High School was built in 1968 and is located at 510 Ann Street in Weyauwega. Weyauwega-Fremont Middle School is located at 410 Ann Street in Weyauwega. The building was constructed in 1991 to include the existing school facilities and district administrative offices. Weyauwega Elementary School, located at 310 Ann Street in Weyauwega, was originally built in 1960. Additional classrooms were constructed in both 1968 and 1991. Fremont Elementary School, built in 1960, is located at 615 Wolf River Drive in Fremont. Renovations in 1968 added classrooms, staff offices, kitchen facilities, and a music and art department. The original structure built in 1960 was dismantled during the 1991 renovations.

The District also operates the "Main Street building" in Weyauwega. This building currently houses maintenance shops, an alternative high school, the Waupaca County Charter School, a private daycare center, the Weymont Food Pantry, and a gym facility. The existing structures were constructed in 1962. The original building at the site was demolished in 1991, but served as both the high school and middle school since the 1920s.

Enrollment has declined by approximately 25 students annually in recent years. Due to declining enrollments, there are no planned upgrades to any district facilities at this time.<sup>63</sup>

<sup>60</sup> Omro School District. 2006. *Our Schools Succeeded*. <http://www.omro.k12.wi.us>.

<sup>61</sup> Amundson, P. 2006. Personal Communication. District Administrator. Omro School District.

<sup>62</sup> Weyauwega-Fremont School District. 2006. *District Mission Statement*. <http://www.wegafremont.k12.wi.us>.

<sup>63</sup> Harlan, F.J. 2006. Personal Communication. District Administrator. Weyauwega-Fremont School District.

### **Wild Rose School District**

The Wild Rose School District operates a total of four schools: Wild Rose High School/Middle School (grades 9-12/6-8, Wild Rose), Wild Rose Elementary (pre-k thru 5, Wild Rose), and Pleasant View Elementary School (k-5, Pine River).<sup>64</sup> Students within the portion of the Town of Bloomfield who live within the Wild Rose School District attend Pleasant View Elementary School and Wild Rose High School/Middle School. The district is currently seeing a declining enrollment at all levels. Therefore, it is anticipated that the schools will be able to continue to serve the enrollment of the area's population for the near future. However, it may be necessary to provide updates at the schools in the future based on technological advances.<sup>65</sup>

The Wild Rose High School and Middle School, along with the district offices, are located at 600 Park Avenue in Wild Rose. The school, home of the Wildcats, sits on the site of the former three story school building, which was built in 1902 and housed all 12 grades. Additions (small gym) and other renovations were made to the school in 1936 and again in 1952, when classroom space was added. In the summer of 1969, the original school was razed. A referendum was approved by voters in 1996, and major renovations along with classroom space were completed at the school. Since 1996, no additions have been made to the school and none are currently planned. While separate classroom areas are provided for the middle and high school students, the students do share a common area for music, art, shop, and home economics. In addition to the shared specialty classroom areas, students also share a common gym, auditorium, administrative offices and athletic fields. Besides major renovations to the district high school and middle school, voters also approved the construction of a new grade school in 1996. The Wild Rose Elementary is located at 825 Mt. Morris Street in Wild Rose.

General information about the Berlin, Omro, Weyauwega-Fremont, and Wild Rose School Districts are shown below in Table 6-8.<sup>66</sup>

**Table 6-8. School District Statistics, 2004 – 2005 School Year**

Category	Berlin Area	Omro	Weyauwega-Fremont	Wild Rose
Total Enrollment	1,639	1,299	1,084	744
PreK - 8	1,049	883	674	502
9 - 12	590	416	410	242
Student/teacher Ratio (Elementary)	14.96	15.55	14.21	14.45
Student/teacher Ratio (Secondary)	13.09	11.89	13.51	13.28

Source: Wisconsin Department of Public Instruction, 2005

<sup>64</sup> Wild Rose School District. 2006. *Philosophy of Education*. <http://www.wildrose.k12.wi.us>.

<sup>65</sup> Olson, C. 2005. Personal Communication. District Administrator. Wild Rose School District.

<sup>66</sup> Wisconsin Department of Public Instruction. 2005. *Basic Facts About Wisconsin's Elementary and Secondary Schools 2005*. <http://dpi.wi.gov/lbstat/xls/pedgr05.xls> and <http://dpi.wi.gov/lbstat/xls/01puprat.xls>.

### ***Institutions of Higher Education***

The area does not have any institutions of higher education. However, UW-Oshkosh (Oshkosh), UW-Stevens Point (Stevens Point), Lawrence University (Appleton), and Ripon College (Ripon) are within an hour's drive of the area. UW – Fox Valley (Menasha) is a two-year university offering freshman and sophomore level classes. Students can earn an associate's degree, or credits are transferable to all four-year UW system schools.

### ***Vocational Technical Colleges***

The state is covered by 16 multi-county vocational technical and adult education districts which are organized on a regional basis and financed primarily by local property taxes.<sup>67</sup> These districts tend to follow school district boundaries rather than county lines. With the exception of two parcels, all areas in Aurora are included in the Moraine Park District (Fond du Lac). The majority of the Town of Bloomfield and two parcels in the Town of Aurora are included in the Fox Valley District (Appleton and Oshkosh); a few parcels along the southern border of the town near Lake Poygan are included in the Moraine Park District. Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.

### **Community Theaters**

There are no community theaters in either Aurora or Bloomfield. Several smaller theaters are located in City of Wautoma and the towns of Saxeville and Mount Morris. These theaters schedule a diverse calendar of events throughout the year including musical concerts, talent shows, the Wautoma Queen Pageant, and theatrical performances. Audiences are attracted from throughout Waushara County and central Wisconsin. The general public can rent the facilities for private events.<sup>68</sup>

### **Other Municipal Buildings**

#### ***Town Halls/Maintenance Garages***

#### **Town of Aurora**

The Town of Aurora opened its new town hall in February 2005. The building is located on the south side of STH 21 approximately one-half mile west of STH 49. Elections and town meetings are held here. Town board meetings are held on the second Thursday of the month. In addition, the building houses town records and provides office space for town officials. No plans exist for expansion within the next 20 years. The town does not operate a maintenance garage.

<sup>67</sup> Wisconsin Department of Instruction. 2006. *Wisconsin Technical College Districts*. <http://dpi.wi.gov/lbstat/techcmap.html>.

<sup>68</sup> McComb-Brush Performing Arts Center. 2006. <http://www.mccombbruchspac.com>.

## **Town of Bloomfield**

The Town of Bloomfield does not have a town hall. Town meetings are held at the Tustin Fire Department. Town records are stored at the respective homes of town officers. A new facility is planned within the next twenty years as funding becomes available. Due to sewer service constraints, the facility will be located in Tustin. Bloomfield does not own a maintenance garage; all services are contracted with a private entity.

## **Parks and Recreation**

The Waushara County area is a popular recreational retreat. Waushara County's natural resources and outdoor recreational facilities provide a wide range of active and passive recreational activities. The abundance of natural lakes, forests, parks, recreational trails, and other amenities provide year-round recreational opportunities.

### ***Parks***

## **Waushara County**

Waushara County's park system is comprised of 15 sites containing a total of 761 acres. The county park system is considered to primarily provide active recreational opportunities. County facilities found within the area are described below.<sup>69</sup>

**Bannerman Trail** supplies about seven miles of linear recreational opportunities for hikers, bicyclists, and snowmobilers. The trail utilizes the abandoned railroad right-of-way that once linked the quarries of Redgranite and Lohrville with the nation's rail system. The trail extends from the south side of Bannerman Avenue in downtown Redgranite to STH 73 north of Neshkoro. Gates have been installed at road crossings to prevent unauthorized vehicles from gaining access to the trail. Waushara County has expressed an interest in working with the Village to pursue opportunities to provide off-street parking near the Redgranite trailhead.

**Otto Brey County Park** occupies a six acre site on the southern shore of the Auroraville Millpond in the Town of Aurora. The park serves residents in the southeastern portion of Waushara County. The park features a softball field and a large shelter suitable for local functions, which was a major project undertaken by local service organizations. Other facilities include restrooms, playground equipment, picnic facilities, a boat ramp with a fishing/boarding pier, and a paved parking area along Cottonville Court. Because of the millpond's shallow gradient, additional boat ramp improvements are still needed. Recent activity includes erosion control at the boat landing.

Development of **Pony Creek County Park** was encouraged by the WDNR, which granted a permanent easement to the land in 1991. Since its development, this 16-acre site has become one of the most heavily used parks in the county. Located west of Tustin where Pony Creek drains into Lake Poygan, the park has been designed to provide an extensive shoreline fishing area. Development consists of a paved parking area; parking area fencing; a park sign; benches, picnic tables, and grills; restrooms; a shelter; electrical service; a shoreline path; and

<sup>69</sup> Waushara County Parks, Recreation, and Solid Waste Department. 2006.  
<http://www.co.waushara.wi.us/parks.htm>

a handicapped drinking fountain. Future plans call for the installation of playground equipment and development of a nature trail and boardwalk. Existing parking has been found to be inadequate during peak bank fishing.

### **Town of Aurora**

“Fountain Park,” as named by local residents, is a small passive recreational facility on STH 49 in the unincorporated community of Auroraville. Although the park is a part of Otto Brey County Park, a local snowmobile club maintains the park year round. Development at the site includes the historical Aurora fountain and a historical sign. A gravel parking lot provides access to the site. The site offers walk-in boat access and shoreline fishing.

### **Town of Bloomfield**

The West Bloomfield Fire District maintains a small park adjacent to its facilities on CTH HH. The park encompasses less than one acre. Development at the park includes playground equipment, grills, a volleyball court, and picnic facilities. The fire department hosts various social functions and fundraisers throughout the year at this site.

According to the National Park and Recreation Association, local communities should provide 10 acres of park and open space for every 1,000 residents.<sup>70</sup> Generally, smaller communities may require more acreage if all recreational needs are to be met. This is particularly the case when a community is expected to provide recreational opportunities not only for its residents, but also for residents of the surrounding area and a sizable number of visitors.

These standards suggest that Aurora’s present acreage need is 10 acres. This figure is expected to remain relatively constant through 2020. With the proximity of the City of Berlin, additional park and open space is available to Aurora residents. Utilizing park and recreational facilities within the City of Berlin, the Town of Aurora has adequate park and recreational land to meet existing and projected needs. With over 16 acres of park and recreational lands, the Town of Bloomfield also has adequate park and recreational land to meet these standards. Although population projections do not indicate additional park and open space will be needed, the Town of Bloomfield may consider developing a small recreational park adjacent to the proposed town hall.

### ***Lakes***

Many significant lakes can be found within the area.<sup>71</sup> The lakes provide a diversity of recreational opportunities including boating, swimming, and fishing. Many of the lakes within the area have public access.

### **Town of Aurora**

The **Aurora Millpond** is a 209-acre impoundment located in the unincorporated village of Auroraville. Both a boat ramp and walk-in access are available to recreational boaters.

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<sup>70</sup> Recreation, Park, and Open Space Guidelines. 1990. National Park and Recreation Association.

<sup>71</sup> Wisconsin DNR. 1970. *Surface Water Resources of Waushara County*.

## **Town of Bloomfield**

**Lake Poygan** is located in the southern corner of the Town of Bloomfield. The lake encompasses 14,102 acres making it the second largest natural lake in Wisconsin. Facilities include a public boat landing and a limited parking area at end of Park Street in Tustin. In Tustin, walk-in access is available at the end of both Franklin and Center Streets; both access points are maintained by the town. Walk-in access is also available from Pony Creek County Park. There are no plans to expand the facilities at this time.

## **Church and Youth Camps**

Waushara County has long been a popular area for churches and other organizations to develop camps and retreats for members and their children. There are several of these facilities located throughout the county, collectively occupying nearly 2,000 acres of land. However, there are no camps in either Aurora or Bloomfield. While the facilities they provide are generally not available to the public, the county benefits from goods and services they obtain from local vendors. In recent years, some of these camps have been sold off.<sup>72</sup>

## **School and Town Forests**

Three school forests and a town forest provide 819 acres of passive open space in Waushara County. However, there are no town or school forests within either Aurora or Bloomfield. These holdings are generally ignored by the public for recreational activity, but they have excellent potential for providing linear recreational opportunities. Interested citizens may consider donating their land to a local school district through estate planning.<sup>70</sup>

## **Campgrounds**

Sixteen private campgrounds are located throughout Waushara County. These facilities occupy an estimated 250 acres and provide an estimated 1,700 camping sites. Most of the campgrounds offer a diversity of recreational activities including swimming, boating, and fishing. No campgrounds are located within either Aurora or Bloomfield. Because a high proportion of the campground sites in Waushara County are seasonal rentals, a shortage of overnight or short-term campsites continues to exist in the county.<sup>70</sup>

## **Snowmobile Trails**

About 285 miles of state-funded snowmobile trails are available in Waushara County. The public trail network and 50 miles of interconnected privately maintained club trails are readily accessible to all portions of the county and link up with trails of surrounding counties as part of a statewide system. Most of the public trails operate on wintertime easements which cross private property.<sup>70</sup> A notable exception is the previously discussed Bannerman Trail between Redgranite and Neshkoro. Snow permitting, the public snowmobile trail system has a major impact on county's economy during the winter months. The private trails within the area are maintained by the Aurora SnoBlazers, Berlin River Riders, Metz Ridgerunners (Tustin), Poy Sippi Hillclimbers, Sawdust City Tree Dodgers (Weyauwega), and Fremont Invaders.<sup>73</sup>

<sup>72</sup> ECWRPC. 2006. *Waushara County Outdoor Recreation Plan*.

<sup>73</sup> *Waushara County Snowmobile Trails*. 2006. <http://home.centurytel.net/WausharaCountyParks/snowmobile.htm>.

## **Sportsman's Clubs and Conservation Organizations**

Over a dozen parcels in the county are owned by a variety of sportsmen's and conservation groups. These sites total an estimated 800 acres and accommodate a variety of uses including trap and other shooting ranges; a snowmobile club; hunting and fishing grounds, areas set aside for preservation; and, in the case of private hunting clubs, hunting opportunities on a fee basis. Some of the hunting clubs also provide overnight accommodations. Depending on the activities each site provides and the user groups it serves, it can make a noticeable contribution to the local economy. Because some of these lands provide public recreational opportunities at times, they also help reduce use pressure on public land holdings.<sup>70</sup>

### **Town of Aurora**

The Wisconsin Hound Hunters own a parcel of land at the intersection of 34<sup>th</sup> Road and Cumberland Ave. A pheasant farm provides live birds to help field train hunting dogs. This property is primarily utilized for hunting and other recreational purposes by club members.

### **Town of Bloomfield**

The Poygan Gun Club is located on CTH HH east of West Bloomfield. The property includes a trap shooting range and rifle range to sight in firearms. No hunting is allowed onsite.

## **Golf Courses**

There are three golf courses located in Waushara County. Waushara Country Club, located on STH 21 east of Wautoma, has recently been expanded to a 27-hole facility. Although the course is semi-private, guests are always welcome. Two Oaks North Golf Course, located on CTH F in the Town of Marion, is an 18-hole course. Marl Links, a par 3 course located near Marl Lake in the Town of Deerfield, is also available for public play. The courses offer challenging opportunities for golfers of all skill levels.<sup>70</sup>

## **Other Recreational Opportunities**

In 2003, Pete and Lucy Leach of rural Poy Sippi gave a gift of land to the citizens of Wisconsin. The property, located in eastern Waushara County, is over 350 acres in size, and contains numerous wetland and prairie complexes which benefit waterfowl, grassland nesting birds, and other wildlife. Ms. Leach still resides on the property under a life tenancy. While she is living on the property, the Leach family has retained all of the land management and access control of the property. For this reason, the property is not open to the public except under controlled events managed by WDNR staff at Wautoma.

This generous gift of land and buildings will be known as the **Leach Natural Resources Center**. It will be used for outdoor skills training and nature-based education purposes throughout the year. The DNR currently provides some limited outdoor training such as trapper education classes. Such programs are announced as they are scheduled along with information regarding how to participate. The property has also been used as an outdoor laboratory by technical college natural resource students. In the future, this property will be available for use by area school classes and other groups for hands-on nature-based education.<sup>70</sup>

<sup>70</sup> ECWRPC. 2006. *Waushara County Outdoor Recreation Plan*.

## **Post Office**

Residents within the Town of Aurora use the City of Berlin Post Office at 122 S. Pearl Street. The post office serves the City of Berlin, the towns of Aurora and Warren, and several surrounding towns in Green Lake and Winnebago Counties. This is a full service site with postal boxes. The Berlin Post Office building is a historical site that was built in 1938 and displays a mural painted at the time of the Great Depression. No expansions are anticipated at this post office.

Residents within the Town of Bloomfield use one of several post offices: the Village of Fremont Post Office, the City of Weyauwega Post Office, or the Pine River Post Office. The Fremont Post Office is located at 627 Wolf River Drive. It serves the Village of Fremont, the eastern portions of the Town of Bloomfield, and surrounding towns in Waupaca, Winnebago, and Outagamie Counties. The post office is a full service center with postal boxes at the site. The Fremont Post Office building is 15 years old. The Weyauwega Post Office is a full service center located at 104 N. Pine Street. Postal carriers deliver mail to the northwestern portions of Bloomfield. The Pine River Post Office is located at N4712 CTH E. Postal carriers deliver mail to southwestern Bloomfield. No expansions are anticipated at any of the three post offices.<sup>74</sup>

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

### **Economic Development**

Rising health care costs directly impact a company's ability to compete in a global market. High quality, affordable, and accessible health care that is available to all residents is important to the vitality of the area. As the area's residents become older, the importance of healthcare will increase. Residents who live and work in healthy communities are more active, have fewer health problems, and are more productive. Studies have shown that productivity for working parents increase if they have access to safe, reliable, quality daycare for their children.

A vital, safe, clean and healthy environment is an economic draw for new industry and residents. It aids in the retention of existing residents and businesses. Parks or green space add to the local economy by maintaining or increasing property values; providing a place where local citizens can socialize, play sports or relax; and promoting healthy active lifestyles that encourage physical activity. In addition, local parks and recreational facilities draw visitors to an area. These visitors spend money at local restaurants, motels and other businesses.

A good educational system has the ability to respond to an ever-changing job market, to educate or retain residents, and to form partnerships between businesses and schools.

Citizens, businesses and industries need accessible, reliable gas and electric services. To enable economic growth and open up new markets and opportunities for diverse and innovative services, access to fast, reliable, cost-effective, and cutting edge telecommunications must be available.

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<sup>74</sup> United States Postal Service. 2006. *Post Office Locator*. <http://www.usps.com>.



## **Housing**

Preplanning can save municipalities time and money. Infill of housing units or reuse of existing buildings in areas that already have the needed infrastructure in place, such as streets, sewer, water, emergency services and schools, saves taxpayers the cost of extending these services to new areas.

Housing developments should be provided with infrastructure that promotes healthy community lifestyles. It is important that housing, businesses and schools be interconnected with a network of sidewalks, green space and parks to encourage active lifestyles. Schools, parks, and libraries should be located in or near existing residential areas within walking distance for both children and adults. Parks and green space not only promote more active lifestyles but may increase housing values in the area.

However economically expedient or convenient it may seem at the time, housing should not be located in floodplains, areas of high groundwater, or other areas that are susceptible to flooding. Not only does this ill-conceived practice increase insurance costs, but it may also increase the cost to install basements and on-site sewage systems.

## **Transportation**

A well maintained, efficient and safe transportation network provides access for emergency service providers (police, fire and ambulance) and ensures a timely response. By incorporating pedestrian and bicycling facilities into the design of a transportation system, options other than the motor vehicle are made available and active healthy lifestyles that rely less on driving can be promoted.

The siting of a local park, recreational facility, school, library, solid waste or recycling facility may have an impact on the adjoining transportation network or facility. These facilities often result in additional vehicular and pedestrian traffic, increasing the likelihood that new roads, signalized intersections and pedestrian facilities will need to be built. The siting of facilities that attract birds and other wildlife, such as parks, solid waste or recycling centers, can adversely impact the safety of nearby transportation systems, including air traffic.

## **Agricultural Resources**

Preplanned development leads to the efficient use of public infrastructure and reduces the extent of sprawl, which contributes to the consumption of the rural countryside. Educating local officials and citizens about local land use decisions and their implications for farming is essential if farmland and the ability to grow or raise food are to be preserved. Farmland losses are not just a local concern; if the food that we need to survive can not be grown in the United States, where will the food be grown and what will be the implications of going to a global food supply? Educating and training future farmers to manage efficient, cost-effective operations is needed in order to survive in this new market.

## **Natural Resources**

The ability to accommodate growth while protecting the natural environment is essential if our quality of life is to be maintained or improved. The quality of the surface and groundwater resources is linked to the proper siting, installation and maintenance of individual on-site wastewater treatment systems. Improper treatment can result in the discharge of excessive human waste and bacteria into the groundwater system, which in turn can contaminate public and private water supplies. The cumulative impacts of development and well density can not only affect the level of aquifers but also the rate at which the aquifer is recharged due to increased amounts of impervious surface. Additionally, improperly abandoned wells provide a direct link between the upper and lower aquifers and can be the cause of leakage between the two.

Parks, recreational areas, and other open space preserve and protect green areas for future generations to enjoy. They protect wildlife habitat within our communities, enhance water and air quality, lower heating and cooling costs, help control stormwater runoff, enhance property values, contribute to the vitality of a community, and encourage active lifestyles.

## **Cultural Resources**

Cultural and historical resources often help to determine and define a community's identity. Renovating or preserving an existing historic structure or building and reusing it not only enhances the area, but is often coveted by future tenants. Forming partnerships between public and private sectors to encourage development or redevelopment in already developed areas can make better use of existing public infrastructure and allow for ideas to become reality. Historic buildings can often be creatively converted to restaurants and other business and residential uses. Reuse of these buildings contributes to the tax roll as they are in close proximity to existing facilities; eliminates the need to expand infrastructure to new areas; cuts down on urban sprawl and the consumption of farm and open land; and saves taxpayers money. Cemeteries preserve the history of a community or area and are invaluable in the search for individual family history. In addition to their historical significance, they also contribute to the green space within a community.

## **Land Use**

Preplanned development leads to an efficient use of an area's resources, reduces urban sprawl, utilizes existing public infrastructure, and helps to eliminate land use conflicts. Concerns regarding the siting of solid waste and recycling facilities; gas, electric and telecommunications facilities; cemeteries; schools; and other public facilities are often raised by local citizens. However, education of local citizens and officials may result in a better general understanding of the issues and an acceptance of a solution that ultimately benefits everyone. Compact development in more urban areas reduces the cost to install public and private infrastructure and deliver public services (garbage pickup, sewer, water, emergency, electric, gas, and telecommunication, and elderly services, etc.).

Comm 83 regulations (affecting private on-site systems) have brought about state-level concerns regarding the promotion of "sprawl" development patterns and the ability to develop in or near sensitive areas. While the county has adequate groundwater supplies, well density in both urban and rural areas can impact the level of the aquifers. The rate at which they are

recharged is influenced by the amount of impervious surface. Therefore when making land use decisions, it is imperative that the cumulative impacts of development on natural resources be examined carefully.

### **Intergovernmental Cooperation**

Forming partnerships between schools, park departments, libraries, non-profits and others benefits the community and saves the local taxpayer money. In some instances, if these facilities are located near each other, additional cost savings and avoidance of duplicative services can be realized.

## **POLICIES AND PROGRAMS**

The provision of public and private utilities and community facilities is governed at federal, state, regional, and local levels. Given the breadth of topics discussed in this chapter, the policy background is provided for those areas most relevant to the comprehensive planning process.

### **Regional, County and Local Policies**

#### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central is currently working on a regional smart growth plan. As part of this planning effort, East Central has proposed six draft Public and Community Facilities goals:

- Support opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities working in a cooperative, regional manner.
- Support efforts to provide electric, gas and telecommunication services to meet industrial and residential needs while being environmentally conscientious.
- Support the provision of efficient quality emergency and non-emergency services in a timely cost-effective manner within the region.
- Work cooperatively to protect and preserve current park, open space, recreational facilities, programs and plan for new facilities, while providing for and balancing the needs of various community groups with the needs of the general public in a financially responsible manner.
- Support a collaborative regional forum to create and implement a strategic policy framework for the continuum of care for the health and well being of the residents of the region.
- Support a variety of meaningful educational options and opportunities for all students.

## **County**

**Waushara County Zoning Ordinance.** The Waushara County Zoning Ordinance regulates many of the public facilities referenced in this chapter. The following chapters contain relevant information.<sup>75</sup>

Chapter 30, Parks and Recreation, regulates land, structures and properties owned or leased by the County. This chapter specifies the laws associated with public usage of county parks. Topics discussed include, but are not limited to, park hours, permissible activities, safety standards, and police protection.

Chapter 38, Solid Waste, regulates solid waste and recycling activities in the county. Zoning ordinances are intended to preserve and protect environmental resources, to safeguard public health, and promote county-wide recycling initiatives. This section establishes hours for county waste collection facilities, delineates recycling guidelines, and discusses proper disposal techniques for solid waste.

Chapter 54, Utilities, regulates private on-site wastewater treatment systems within the unsewered portions of the County. This section regulates the proper siting, design, installation, inspection, and maintenance of private on-site wastewater systems (POWTS). The prerequisites necessary for the essential protection of the public health and the environment are the same everywhere. To a lesser extent, POWTS are also regulated by the Health and Sanitation Zoning Ordinance contained within Chapter 22. This ordinance declares that improper disposal of sewage and effluents are a public health hazard.

Chapter 54 is augmented by Comm 87 and Comm 83. Comm 87 requires that all new private on-site wastewater treatment systems be inspected at installation. Comm 83 specifies that all new POWTS must be inspected and maintained by a licensed certified professional. All new or replacement systems must be inspected every three years. POWTS should also be pumped out as mandated by their normal usage. Individual owners are now required to execute a verified affidavit and restrictive covenant running with the land which verifies that the POWTS serving the property is under such a maintenance program. Comm 83 requires that the service providers submit these forms on behalf of the POWTS owner within 30 days of the service. Records are kept on file with individual counties for a period of six years.

Chapter 58, Zoning, establishes the general zoning practices for unincorporated areas of Waushara County. Chapter 58 regulates cell tower heights (58-825), airport height limitations (58-236) and Wireless Communication Facilities (58-236). Cell towers are permitted as conditional uses according to the Waushara County zoning ordinances. Cell towers can be placed anywhere in the county with the exception of shoreland, wetland, or floodplain areas or the Wautoma airport height limitation zone. Although not specifically included in the Waushara County Zoning Codes, additional restrictions could be placed on communication towers.

**Waushara County Outdoor Recreation Plan.** The Waushara County Outdoor Recreation Plan discusses longstanding goals and objectives, inventories existing park and recreation needs

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<sup>75</sup> Waushara County Zoning and Land Conservation Department. 2006. *Code of Ordinances: Waushara County, Wisconsin*.

and opportunities, and presents recommendations and an action program for addressing the system's growth and development. The current plan was adopted in April 2006.

**Waushara County Solid Waste Plan Update.** The Waushara County Solid Waste Plan Update 1999 inventories current waste management activities, projects future waste volumes, and discusses alternatives that the county may want to consider as they proceed into the future.<sup>76</sup>

### ***Local***

**City of Berlin Extraterritorial Zoning Ordinance.** The City of Berlin's Extraterritorial Zoning Ordinance regulates property in the part of the Town of Aurora that is within 1.5 miles of the City.<sup>77</sup>

These goals are consistent with Aurora's and Bloomfield's visions for the future to provide residents with the services they need, to protect the surface and groundwater of the area, to cooperatively work to keep down service fees for water, sewer, solid waste and other municipal services, to supply a range of educational, library, medical, financial, retail and other business services, and to offer a diversity of recreational and entertainment opportunities.

## **Federal, State and Regional Programs**

### ***Federal Agencies***

#### **United States Environmental Protection Agency (USEPA)**

**Water Pollution Control Act.** The Federal Water Pollution Control Act (1977), more commonly known as the Clean Water Act, established the basic structure for regulating discharges of pollutants into surface waters. Effluent standards for wastewater treatment plants and other industrial facilities were established by this landmark legislation. The legislation also provided grants to communities to assist with planning and construction of upgraded facilities. Today, increasing levels of growth and changing treatment standards have caused more recent expansions and improvements of these systems.

**National Pollutant Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act also established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two-phased program addresses the non-agricultural sources of stormwater discharges which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.

**Safe Drinking Water Act (SDWA).** Drinking water standards are set by the USEPA. The Safe Drinking Water Act (SDWA) requires the USEPA to set primary standards, while individual public water systems must ensure that they are met. Drinking water standards apply to public water systems which supply at least 15 connections or 25 persons at least 60 days of a calendar year. Standards have been set for 90 chemical, microbiological, radiological, and physical

<sup>76</sup> Waushara County Parks, Recreation, and Solid Waste Department. 1999. *Solid Waste Plan Update*.

<sup>77</sup> City of Berlin. 2006. *Code of Ordinances: City of Berlin, Wisconsin*.

contaminants. Non-enforceable guidelines are also set for secondary standards for contaminants that may cause cosmetic effects such as poor taste or odors.

## **United States Department of Agriculture**

**Rural Emergency Responders Initiative.** The Rural Emergency Responders Initiative can be utilized to strengthen the ability of rural communities to respond to local emergencies. Public bodies and non-profit organizations are eligible to receive funds. Eligible projects include the purchase of equipment, vehicles or buildings for the following types of projects: fire protection, rescue/ambulance, civil defense/early warning systems, communication systems, training facilities, and several other projects. More information can be found at [http://www.rurdev.usda.gov/rhs/cf/Emerg\\_Responder/rural\\_emergency\\_responders\\_initi.htm](http://www.rurdev.usda.gov/rhs/cf/Emerg_Responder/rural_emergency_responders_initi.htm).

**Water and Waste Grant and Loan Program.** The Water and Waste Grant and Loan Program offers grants and loans to communities with populations of up to 10,000. The funds are utilized to develop water and wastewater systems, including water supply, storage, waste disposal and storm drainage in rural areas. Eligible projects involve the original construction, modification or extension of existing projects. More information can be found at <http://www.usda.gov/rus/water/programs.htm>.

**Community Facilities Grant Program.** The Community Facilities Grant Program provides assistance to rural communities in the development of essential community facilities. Eligible applicants include public entities with populations less than 20,000. Grant funds may be used to purchase equipment or construct, enlarge, or improve facilities associated with health care, public safety, or community and public services. More information can be found at [http://www.rurdev.usda.gov/rhs/cf/brief\\_cp\\_grant.htm](http://www.rurdev.usda.gov/rhs/cf/brief_cp_grant.htm).

## **Federal Emergency Management Administration (FEMA)**

FEMA offers several annual grant awards to fire departments. Eligible project costs include equipment, supplies, training, emergency work (evacuations, shelters, etc.), and mobilization/demobilization activities. All municipal jurisdictions with a population of less than 50,000 are eligible to receive funding. Recipients must provide a 10 percent match for all project costs. FEMA also operates disaster relief programs. For additional information see <http://www.fema.gov>.

## **Other Federal Agencies**

Federal regulation of telecommunications, radio, and television towers is currently under the auspices of the **Federal Communications Commission (FCC)**, the **Federal Aviation Administration (FAA)**, and the **Occupational Safety and Health Administration (OSHA)**. The FCC issues licenses for new telecommunication facilities by determining the overall need, coordinates frequencies, and regulates tower placement. Communication towers must be located at the most central point at the highest elevation available. The FAA regulates tower height, coloring, and lighting to ensure aircraft safety. OSHA regulates the occupational exposure to non-ionizing electromagnetic radiation emitted from radio, microwave, television, and radar facilities.

### ***State Agencies and Associations***

**Public Service Commission (PSC).** Public utilities in Wisconsin are regulated by the PSC, an independent regulatory agency. The PSC sets utility rates and determines levels for adequate and safe service. More than 1,400 utilities are under the agency's jurisdiction. PSC approval must be obtained before instituting new rates, issuing stock or bonds, or undertaking major construction projects such as power plants, water wells, and transmission lines.

### **Wisconsin Department of Agriculture, Trade, and Consumer Protection (DATCP)**

Rural areas are governed by several non-point pollution prevention programs. Small-scale drains are prevalent throughout Waushara County. Administrative rules relating to agricultural runoff include NR-151, ATCP-50, NR-88, and ATCP-48. The first two regulations govern the total suspended solids (TSS) loadings; a 20 percent reduction is required by 2008 and 40 percent reduction by 2013. The latter two regulations pertain to the daily operations and functions of agricultural drainage districts. Primary responsibility for planning for, administering, and enforcing drainage district regulations resides with the county drainage board.

### **Wisconsin Department of Commerce**

COMM 83 is a health and safety code that sets standards for private on-site wastewater treatment system (POWTS). Recently revised in the early 1990s, COMM 83 provides a technical and administrative framework for enforcing POWTS related issues. This legislation regulates traditional septic and mound systems as well as delineates alternative options in which soil conditions and other factors limit the use of these traditional methods of private domestic wastewater treatment. The updated code prescribes specific effluent standards for POWTS.

**Community Development Block Grant – Public Facilities (CDBG – PF).** The Community Development Block Grant – Public Facilities (CDBG – PF) is a versatile tool that allows local units of government to finance public works projects. Projects must enhance the economic vitality of a community by undertaking public investment that contributes to overall community and economic development. Funds can be allocated to a wide array of infrastructure and public building projects, excluding buildings for the conduct of government. Typically, funded projects include improvements or construction of municipal sewer systems, wastewater treatment plants, municipal water systems, and other related projects. More information can be found at <http://www.commerce.state.wi.us/CD/CD-bcf-cdbg-pf.html>.

**Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED).** The Community Development Block Grant Public Facilities for Economic Development (CDBG – PFED) helps underwrite municipal infrastructure development that retains or promotes business development by creating employment opportunities. Eligible projects include water and sewer systems and roads that are owned by a special purpose unit of government. All local governmental units with populations of less than 50,000 are eligible for funding. More information can be found at <http://www.commerce.state.wi.us/CD/CD-bcf-cdbg-pfed.html>.

**Wisconsin Fund.** The Wisconsin Fund provides grants to homeowners and small commercial businesses to repair, rehabilitate, or replace an existing private on-site wastewater treatment system (POWTS). Since 1978, the program has provided \$77 million in assistance. Waushara County residents living in areas not serviced by municipal sewer systems are eligible to participate if the annual household income is less than \$45,000. Small businesses with gross revenues totaling less than \$362,700 are also eligible. Waushara County provides assistance to county residents to prepare grant applications. A portion of the funds is used to develop more environmentally friendly systems. More information can be found at <http://www.commerce.state.wi.us/SB/SB-WisconsinFundProgram.html>.

### **Wisconsin Department of Natural Resources**

Federal legislation such as the Clean Water Act has served as the impetus for state legislation. Areawide Water Quality Management under Section 208 and the Facility Planning Grant Program under Section 201 mandated the preparation of sewer service area plans for urban areas. These principles have been embodied into Chapters NR-121 and NR-110 of the Wisconsin State Statutes respectively. NR-121 specifies the standards and processes for initiating and continuous areawide wastewater treatment management planning. As provided by NR-121, the WDNR's role is to review and approve every sewer service area plan and its amendments, taking into account water quality impacts and cost-effectiveness. NR-110 regulates site-specific facility planning and sanitary sewer extensions. Decisions regarding the extension or expansion of wastewater collection facilities are made primarily at the local level.

**Wisconsin Solid Waste Management Program.** Begun in the 1970s, the Wisconsin Solid Waste Management Program regulates existing landfills and provides assistance to local governments. The program delineates all environmental regulations and standards that landfills must adhere to including construction specifications, water monitoring requirements, and sanitary procedures. The program inventories and licenses all operating and proposed solid waste facilities. Periodic updates are performed to ensure that environmental protection standards are the most current based on data collection.

**Wisconsin Act 335.** In 1989, Wisconsin Act 335 was passed. This law governs the recycling programs within the state. Recycling programs for all commercial and residential entities were mandated under this legislation. The intent of the legislation is to divert recyclable material and various household hazardous wastes from landfills. Municipal governments are responsible for arranging residential programs, and the WDNR oversees and supports these efforts.

**NR-809.** Drinking water standards are also maintained at a state level. NR-809 regulates the design, construction, and proper operation of public water systems. The WDNR also assures that regulated contaminants are adequately monitored.

**Knowles-Nelson State Stewardship.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Created by the state legislature in 1989, \$60 million dollars per year is utilized to purchase lands for parks and other recreational purposes. An important component of the program is the cooperation between the DNR and local governments and non-profit organizations. The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition



projects (picnic equipment, playgrounds, etc.). More information can be found at <http://dnr.wi.gov/org/caer/cfa/lr/stewardship/stewardship.html>.

**Clean Water Fund Program (CWFP).** The Clean Water Fund Program (CWFP) offers loans and hardship grants to any town, village, city, county utility district, public inland lake protection & rehabilitation district, metropolitan sewerage district or federally recognized American Indian tribe or band to construct or modify municipal wastewater systems or construct urban storm water best management practices. More information can be found at <http://dnr.wi.gov/org/caer/cfa/BUREAU/CleanWaterFund.pdf>.

**Safe Drinking Water Loan Program (SDWLP).** The Safe Drinking Water Loan Program (SDWLP) offers loans to any city, village, town, county, sanitary district, public inland lake protection & rehabilitation district, or municipal water district to construct or modify public water systems to comply with public health protection objectives of the Safe Drinking Water Act. More information can be found at <http://dnr.wi.gov/org/caer/cfa/EL/Section/drinkingwater.html>.

**Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control ( $\geq 1$  acre in size), post construction site stormwater management, and pollution prevention. More information can be found at <http://dnr.wi.gov/org/water/permits/wpdes.htm>.

**Well Compensation Program.** The Well Compensation Program provides grants to owners of contaminated private water supplies that serve a residence or are used for livestock. Contamination can not be bacterial in nature. Eligibility is determined based on annual family income. More information can be found at <http://dnr.wi.gov/org/caer/cfa/Grants/wayside.html>.

## **Department of Public Instruction (DPI)**

The Wisconsin Constitution as it was adopted in 1848 provided for the establishment of district schools that would be free to all children age 4 to 20. Subsequent laws allowed a property tax to be collected to fund school programs. Today, the Department of Public Education (DPI) oversees the operations of school systems and sets state standards for educational curricula, teacher certification standards, and other educational programs.

## **Wisconsin Community Action Program Association (WISCAP)**

**Rural Community Assistance Program (RCAP).** Rural Community Assistance Program (RCAP) offers training and technical assistance to small (under 10,000), rural, low income communities, sanitary districts, and isolated rural areas for problems related to water and wastewater system development. More information can be found at [http://www.rcap.org/what\\_we\\_do/rural\\_communities.html](http://www.rcap.org/what_we_do/rural_communities.html).

## **Board of Commissioners of Public Lands (BCPL)**

**State Trust Fund Loan Program.** The State Trust Fund Loan Program offers loans to municipalities, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of municipal purposes. More information can be found at <http://bcpl.state.wi.us/asx/Index.asp?target=TFMANAGE>.

## **Wisconsin Rural Water Association**

The Wisconsin Rural Water Association offers rural communities with populations of less than 10,000 grants, loans, and technical assistance for approved Rural Utility Service, Clean Water, Safe Drinking Water and Brownfield projects. More information can be found at <http://www.wrwa.org>.

## ***Regional Agencies***

**East Central Wisconsin Regional Planning Commission (ECWRPC).** ECWRPC acts in an advisory and regulatory role for Sewer Service Area (SSA) Plans. ECWRPC has prepared detailed long range plans for 26 wastewater treatment plants to address growth and ensure water quality within the region. These plans were developed and administered by East Central through an agreement with the Wisconsin DNR. ECWRPC also acts in an advisory capacity to WDNR and provides recommendations on various plan updates, amendments, facilities plans, and sewer extensions.

**EXHIBIT 6-1**  
**COMMUNITY FACILITIES**

## UTILITIES AND COMMUNITY FACILITIES – Town of Aurora

### **Goal CF 1. Encourage orderly development by providing a level of municipal services and facilities adequate to maintain public health, welfare and sustain a vital economy.**

#### **Objectives:**

- **CF 1.1. Provide adequate services and facilities in a fiscally responsible manner.**

#### **Strategies:**

- **Prepare a Capital Improvement Program (CIP) to comprehensively and systematically address the Town of Aurora future needs by programming the timing and funding for undertaking identified projects.**
  - Monitor the growth occurring within the town and appropriately plan any necessary public and community facilities.
- **Continue to explore opportunities for shared services with Waushara County, neighboring municipalities, the school district, and other public entities.**
  - Conduct a cost-benefit analysis for service consolidation.
  - Work with local school districts to plan new facilities and community based educational and recreational programs. Consider a program that would provide benefit to elderly residents for light home and/or lawn maintenance.
  - Support community-based organizations involved in re-vitalization and other community betterment activities.
  - Work with Waushara County to cooperatively address the needs of the area's aging population when planning new facilities.
- **Promote the exchange of information with utilities, adjacent municipalities, Waushara County Highway Department, WisDot and others to encourage the coordinated scheduling of planned roadway and utility improvements.** Communication is key to controlling costs. Projects are often scheduled many years in advance. If a road is scheduled for reconstruction, it is more cost effective to do all improvements at the same time. This will eliminate the need to tear up and patch a new road.
  - Set up periodic meetings with utilities (gas, electric, telecommunications), adjacent municipalities, Waushara County Highway Department and WisDOT to discuss upcoming projects.
- **Promote coordination and cooperation between community partners (civic organizations, local government, schools districts and others).**
  - Set up periodic meetings with community organizations and others to discuss community needs.
- **Accommodate new development in ways that its infrastructural costs are not a tax burden for existing residents.**
  - Require land developers to pay a fair share of services costs up front.
  - Encourage infill development and revitalization projects. While single lot residential development predominates within the town, in certain areas,

such as Auroraville and near the City of Berlin, opportunities for infill development exist.

- **Develop and maintain an up-to-date municipal website to educate residents about available services and facilities.**
  - **Develop a local message board at the town hall and/or quarterly newsletter to facilitate communication within the community.**
  - **Create opportunities for community interaction such as farmer's markets, festivals, community potluck dinners, etc.**
  - **Work with Waushara and Green Lake County's departments of Aging and Human Services to assess the current level of services and identify any system gaps.**
- **CF 1.2. Encourage the use of existing structures for placement of new communication system towers.**

**Strategies:**

- **Monitor compliance with county ordinances which would allow the use of existing structures for mounting new communication equipment.**
  - **Promote opportunities for shared mountings.** Some types of structures are conducive to hosting more than one provider. When possible, structures should be utilized that can accommodate multiple installations, thus reducing the total number of separate towers.
- **CF 1.3. Provide adequate active and passive recreational opportunities for municipal residents.**

**Strategies:**

- **Encourage Waushara County to maintain a quality county park system and provide improvements identified in its Outdoor Recreation Plan.** The county park system not only provides recreational opportunities for local residents, it also helps meet some of the demand created by visitors to the county.
- **Continue to actively recruit the manpower and funding support of volunteers and service organizations for undertaking local park improvements.** Parks in many small communities, where little funds are budgeted for park improvements, often suffer from deteriorated facilities, lack of upkeep, and inadequate day-to-day maintenance. Soliciting the support of volunteers can be an effective way to make local parks more attractive and provide the funding for building or upgrading facilities.
- **Encourage local residents to consider estate planning techniques that gift land and/or money for local parks or specific park projects.** Major donations can be effective in enabling a community to provide parks and recreational facilities it could not undertake relying strictly on local taxes. To stimulate future donations, communities must demonstrate their appreciation of gifted parks and facilities by providing adequate funds to ensure they are well-maintained.
- **Promote existing public access points to surface waters and improve public access/recreation activities.** The town encourages Waushara County

and the WDNR to work together with the Town of Aurora to improve the functionality of the Aurora Millpond.

- **The Town of Aurora should develop a small park at the existing town hall site.** While the site of the existing town hall is not large, it is big enough to support a small park area that could be used in conjunction with town events. Facilities could include picnic tables.

- **CF 1.4. Reduce the frequency and scale from future flood events.**

**Strategy:**

- **To reduce the frequency and scale of flooding, the culverts on Dakota Avenue are scheduled for replacement.**

## CHAPTER 7: AGRICULTURE, NATURAL, AND CULTURAL RESOURCES

### TABLE OF CONTENTS

Introduction .....	7-1
Vision Statement .....	7-1
Inventory and Analysis .....	7-1
Agricultural Resources .....	7-2
Agricultural Land Cover .....	7-2
Farmland Losses .....	7-2
Farmland Soils .....	7-4
Natural Resources .....	7-5
Soils .....	7-6
On-Site Waste Disposal .....	7-7
Building Site Development .....	7-8
Septage Spreading .....	7-9
Geology and Topography (Scenic Resources) .....	7-9
Steep Slopes .....	7-10
Water Resources .....	7-10
Watersheds and Drainage .....	7-10
Lakes, Ponds and Quarries .....	7-11
Rivers and Streams .....	7-12
Floodplains .....	7-12
Wetlands .....	7-13
Groundwater .....	7-14
Natural Springs and Artesian Wells .....	7-16
Groundwater Planning .....	7-16
Wildlife Resources .....	7-17
Wildlife Habitat .....	7-17
Rare, Threatened and Endangered Species and Natural Communities .....	7-17
Exotic and Invasive Species .....	7-18
Woodlands .....	7-18
Parks, Open Space and Recreational Resources .....	7-19
WDNR and Public Lands .....	7-19
Environmental Corridors .....	7-20
Mineral Resources .....	7-20
Solid and Hazardous Waste .....	7-20
Air Quality .....	7-21
Cultural Resources .....	7-21
State and National Register of Historic Places .....	7-21
Architecture & History Inventory .....	7-21
Archaeological Sites Inventory .....	7-22
Museums/Other Historic Resources .....	7-22
Local History .....	7-23
Interrelationships with other Plan Elements .....	7-23
Economic Development .....	7-24

Housing .....	7-24
Transportation.....	7-25
Utilities and Community Facilities.....	7-25
Land Use .....	7-26
Intergovernmental Planning .....	7-26
Policies and Programs.....	7-27
State, Regional, County and Local Policies.....	7-27
Regional.....	7-28
County .....	7-30
Local.....	7-31
Federal and State Programs .....	7-31
Federal.....	7-31
State.....	7-32
Goals, Objectives and Strategies .....	7-53

## TABLES

Table 7-1	Percent of Land Cover, 1991 to 1993 .....	7-2
Table 7-2	Trends in Farm Numbers, 1989 - 1997 .....	7-3
Table 7-3	Loss of Farm Acres, 1990 - 1997.....	7-3
Table 7-4	Farmland Sales, 1990-1997.....	7-4
Table 7-5	Important Farmland Classes .....	7-5
Table 7-6	Soil Limitations for On-Site Waste Disposal .....	7-8
Table 7-7	Soil Potential for Building Site Development.....	7-8
Table 7-8	Soil Limitations for Septage Spreading.....	7-9
Table 7-9	Steep Slopes.....	7-10
Table 7-10	Lakes and Ponds .....	7-11
Table 7-11	Floodplains .....	7-13
Table 7-12	Wetlands .....	7-14
Table 7-13	Nitrate-Nitrite (ppm) in Waushara County Wells.....	7-15
Table 7-14	Depth to Groundwater.....	7-16
Table 7-15	Woodlands.....	7-18
Table 7-16	Managed Forest Law Lands.....	7-19

## EXHIBITS

Exhibit 7-1	Important Farmland Classes .....	7-37
Exhibit 7-2	Soil Limitations for On-Site Waste Disposal .....	7-39
Exhibit 7-3	Soil Potential for Building Site Development.....	7-41
Exhibit 7-4	Soil Limitations for Septage Spreading.....	7-43
Exhibit 7-5	Steep Slopes.....	7-45
Exhibit 7-6	Floodplains .....	7-47
Exhibit 7-7	WDNR Wetlands.....	7-49
Exhibit 7-8	Depth to Groundwater.....	7-51



## **AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES**

### **INTRODUCTION**

Agricultural, natural, and cultural resources give definition to a community and strongly affect its quality of life. For communities in eastern Waushara County, a tapestry of working farms interwoven with large stands of woodlands and wetlands continue to dominate the rural landscape and help shape the area's identity and culture. The County's natural features such as topographic relief, lakes, streams, wetlands and soils also have a significant bearing on historic and contemporary land use, development patterns and contribute to a strong heritage of outdoor recreational pursuits. Fishing, swimming, hunting, and other outdoor activities are important past-times. The area's numerous lakes and other scenic landscape features provide attractive home sites for many permanent and seasonal residents. At the same time, many of these environmental elements have limiting conditions that make them less than ideal for supporting particular types of activity or development. Understanding the relationship between these environmental characteristics and their physical suitability to accommodate specific types of activity or development is a key ingredient in planning a community's future land use.

#### ***Agricultural, Natural, and Cultural Resources Vision for 2030***

*In 2030, the Town of Aurora is a vibrant rural community. Areas of its most productive farmland and natural resources have been preserved and protected from development. Farms and farm operations have become profitable by working closely with the educational and business community to identify new markets, products and processes. These efforts have been aided by new agricultural-based and/or light industrial and commercial development that can be found near the STH 21 and 49 intersection. Land owners, developers and local government are cooperating to maintain a reasonable balance of growth and preservation.*

*While new residential and commercial growth continues to occur in proximity to these features, it has generally occurred in ways that do not jeopardize the integrity or use of these resources. These efforts have also been effective in preserving the rural character so valued by local residents.*

*Utilizing a survey of historical, architectural and archeological resources that was completed for the town, a group of interested residents has spearheaded efforts to preserve and restore important historic sites and structures. The town has placed an importance on historic preservation and local officials continue to consult this survey and solicit input from informed residents when making decisions involving existing structures and properties.*

### **INVENTORY AND ANALYSIS**

This chapter provides an inventory of existing agricultural, natural, and cultural resources of the area. In addition, existing policies associated with these resources are discussed, along with a vision and supporting goals and objectives.

## Agricultural Resources

The towns of Aurora and Bloomfield have a farming history and tradition that have attracted residents to the area. Waushara County farmers produce a variety of feed and cash crops. Farming and other agricultural activities contribute significantly to the local economy. As with elsewhere in rural Wisconsin, these trends are changing as new developments encroach on productive farmland. The suburbanization trend is of great concern to both farmers and residents of both towns. This section will look at important farmland classifications, agricultural land cover and farmland losses, and sales between 1990 and 1997.

### *Agricultural Land Cover*

Agricultural land cover includes row crops (corn, peas, potatoes, snap beans, soybeans and other row crops); forages (hay and hay/mix); and grassland (timothy, rye, pasture, idle, Conservation Reserve Program land, grass and volunteer grasses).<sup>1</sup> Agricultural land cover comprises over 57 percent of the total area of the towns of Aurora and Bloomfield and 56 percent of the total area of the county (Table 7-1).<sup>1</sup>

**Table 7.1. Percent of Land Cover, 1991—1993**

Community	Row Crop	Forages	Grassland	Total Farmland
T. Aurora	39.8%	14.9%	3.1%	57.8%
T. Bloomfield	31.8%	20.5%	5.9%	58.2%
County	26.6%	9.0%	20.4%	56.0%

Source: UWEX Program on Agricultural Technology Studies, 1999

### *Farmland Losses*

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential and recreational development. Within the state and nation there has been a steady decline in the number of farms and farmland acreage. Trends have indicated that, while the number of farms has declined, the acreage per farm has increased.

In 1997, an estimated 148 farms (defined as producing at least \$1,000 worth of agricultural products in that year) existed within the area (towns of Bloomfield and Aurora). This represents a net gain of 17 farms from 1990 (Table 7-2) when it was estimated that 131 farms met this definition. Increases in the total number of farms occurred within both towns. The numbers of the farms within the area have also increased more than the county as a whole. The towns of Aurora and Bloomfield also have a higher percentage of farms based on land area than the county. The towns of Aurora and Bloomfield had 1.9 and 2.3 farms per square mile respectively, while the farming density of Waushara County was 1.2 farms per square mile.<sup>2</sup>

<sup>1</sup> Jackson-Smith, D., and E. Finnin. 2001. *Wisconsin County Agricultural Trends in the 1990s*.

<sup>2</sup> UWEX Program on Agricultural Technology Statistics. 1999. *Wisconsin Land Use Databook: Town-level Farming and Land Use Trends 1990-1998, Waushara County*.

Dairy farms within the area and Waushara County have declined significantly since 1990 (Table 7-2). In 1990, there were 62 dairy farms in the area and 232 in Waushara County; by 1997, these numbers had declined to 33 and 131 respectively.

**Table 7.2. Trends in Farm Numbers, 1990 – 1997**

Community	Estimated Farms				Dairy Farms			
	1990	1997	% Change	Per sq. mile (1997)	1990	1997	% Change	Per sq. mile (1997)
T. Aurora	61	67	9.8%	1.9	23	11	-52.2%	0.3
T. Bloomfield	70	81	15.7%	2.3	39	22	-43.6	0.6
County	709	710	0.1%	1.2	232	131	-43.5	0.2

Source: UWEX Program on Agricultural Technology Studies, 1999

Although the total number of farms increased, the total amount of farmland decreased during this time frame. Between 1990 and 1997, 342 acres (2.6%) of farmland were lost in the Town of Aurora, and 257 acres (2.0%) of farmland were lost in the Town of Bloomfield (Table 7-3). Waushara County experienced a larger decline in the amount of farmland (4.4%) than either of the towns. The average farm size has decreased since 1990 for all three entities. The decline in the average farm size was larger in the towns of Aurora (11.2%) and Bloomfield (15.8%) than for Waushara County (4.5%). The average farm size in Aurora, Bloomfield, and Waushara County in 1997 was 191 acres, 155 acres, and 277 acres respectively. The percent of town taxed as farmland represents the overall percentage of the town that is considered agricultural by the local assessor.

**Table 7.3. Loss of Farm Acres, 1990 – 1997**

Community	Farmland (Acres)		Percent Change	% of Town Taxed as Farmland (1997)
	1990	1997		
T. Aurora	13,110	12,768	-2.6%	57.9%
T. Bloomfield	12,853	12,596	-2.0%	55.6%
County	206,263	197,197	-4.4%	54.1%

Source: UWEX Program on Agricultural Technology Studies, 1999

When agricultural land is sold in the State of Wisconsin, information is collected by the Wisconsin Department of Revenue regarding whether the land is going to remain in agricultural use. It should be noted that the Wisconsin Department of Revenue only collects information on larger parcels. In 1990 a "large" parcel was 20 acres in area and in 1997 a large parcel was increased to 35 acres in area. Between 1990 and 1997, 132 parcels encompassing 6,208 acres was sold in the area (Table 7-4). In Aurora, approximately 74 percent of this land remained in agricultural use, while 26 percent was converted to other uses. In Bloomfield, only 68 percent of land sold remained in agricultural uses, while 32 percent was converted. Losses of agricultural lands in both communities exceeded the average conversion rates throughout Waushara County; approximately 22 percent of land sold was converted to non-agricultural uses.

**Table 7.4. Farmland Sales, 1990 – 1997**

Community	No. Parcels Sold	Remain Agricultural	Converted to Other	Total Acres
T. Aurora	59	2,110	741	2,851
T. Bloomfield	73	2,288	1,069	3,357
County	974	33,881	9,558	43,439

Source: UWEX Program on Agricultural Technology Studies, 1999

### **Farmland Soils**

Waushara County's farmland contributes to the quality of life, provides an open agricultural landscape, and contributes to the economy of the area. A classification system rating the suitability of a specific area based on soil type and condition was developed by the U.S. Department of Agriculture.<sup>3</sup> These classifications in order of importance are: 1.) prime farmland, 2.) unique farmland, 3.) farmlands of statewide importance, 4.) farmlands of local importance, and 5.) other lands. Table 7-5 and Exhibit 7-1 summarize the distribution of available farmland in these categories.

**Prime farmland**, as defined by the U.S. Department of Agriculture is "the land that is best suited for food, feed, forage, fiber, and oilseed crops" when managed according to acceptable farming methods. These lands may be cultivated land, pasture, woodland, or other land, however the land cannot be built-up, urbanized, or a water area. Prime farmland produces the highest yields with minimal inputs of energy and economic resources with the least damage to the environment. Criteria used to determine prime farmland include an adequate and dependable supply of moisture from precipitation or irrigation, few or no rocks, high permeability, gently sloping terrain (0 to 6%) and a low erodibility. Prime farmland is not frequently flooded during the growing season or saturated with water for long periods of time. Soils that have a seasonal high water table may qualify as prime farmland if this limitation is overcome by drainage measures.

**Unique farmland** is defined as land other than prime farmland that is used to produce specific high-value food or fiber crops. It has a moisture supply, either from stored precipitation or irrigation systems, and combines favorable factors of soil quality, growing season, temperature, humidity, drainage, elevation, aspect or other conditions. Examples of specialty crops that typically require a high management and investment level include apple orchards, lettuce, carrots, celery, and cauliflower.

**Farmlands of statewide importance** are lands in addition to prime and unique farmland that are important to the State of Wisconsin for crop production.

**Farmlands of local importance** are lands in addition to the previous three categories which are important to Waushara County for crop production.

**Other lands** are areas which have little value for producing crops.

<sup>3</sup> USDA. 1993. *USDA Handbook 18: Soil Survey Manual*.

**Table 7.5. Important Farmland Classes**

Farmland Class	T. Aurora		T. Bloomfield	
	Acres	Percent	Acres	Percent
Prime Farmland	12,540	56.7%	10,680	46.5%
Unique Farmland	8,119	36.7%	6,784	29.5%
State Importance	660	3.0%	880	3.8%
Local Importance	519	2.3%	4,200	18.3%
Other Lands	14	0.1%	79	0.3%
Water	265	1.2%	339	1.5%
<b>Total</b>	<b>22,117</b>	<b>100%</b>	<b>22,962</b>	<b>100%</b>

Source: USDA-NRCS, 1982; Waushara County, 2003.

According to the above criteria, the highest percentage of land within the towns of Aurora and Bloomfield is considered prime farmland. Within the Town of Aurora, 57 percent (12,540 acres) is classified as prime farmland, and 47 percent (10,680 acres) of the Town of Bloomfield is prime farmland. Prime farmland is scattered through out the Town of Aurora with large areas located along STH 49 and CTH X. Prime farmland in the Town of Bloomfield is concentrated in areas west of STH 49. When appropriately drained, some lands immediately east of STH 49 and surrounding Lake Poygan are considered prime farmland.

Unique farmlands are the second most abundant category of farmland in both communities. In Aurora, 37 percent (8,119 acres) of land is considered unique farmlands; 30 percent (6,784 acres) of land within the Town of Bloomfield is considered unique farmland. Much of the unique farmland within both communities must be drained to be utilized. In Aurora, unique farmland is associated with the system of agricultural ditches within the center of the town. Unique farmlands (when drained) are located throughout the central and northeastern areas of Bloomfield.

Farmlands of statewide importance are approximately 3 percent (1,540 acres) of the planning area. This soil class comprises 3 percent of land within Aurora and 4 percent of land within Bloomfield.

The amount of locally important farmland differs between the two towns. These areas encompass only 2 percent (519 acres) of land within Aurora and are more abundant in Bloomfield, where the areas account for approximately 18 percent (4,200 acres) of land. Locally important farmlands are concentrated within the north central regions of the Town of Bloomfield.

Other lands and water account for a minimal percentage of the total land area; less than 2 percent of the total area in both communities are within these categories.

## Natural Resources

This section will describe the general soils' associations of the area together with the soils' suitability for on-site waste disposal, septage spreading, the potential for building site development and steep slopes. It will also explain the water resources of the area including watersheds and drainage; lakes, ponds and quarries; rivers and streams; floodplains; wetlands and ground-water. Wildlife, parks, open space, recreational and mineral resources will also be touched upon.

## **Soils**

Soils provide the physical base for development and agriculture within a community. Knowledge of their limitations and potential difficulties is important in evaluating crop production capabilities and other land use alternatives such as residential development, and utility installation. The criteria considered by the Natural Resource Conservation Service (NRCS) in establishing the severe rating of soils include wetness, shrink–swell potential, bearing strength, susceptibility to flooding, land spreading, slope steepness, and frost action.<sup>4</sup> Severe soil limitations do not necessarily exclude areas from being developed, but instead indicate that more extensive construction measures must be taken to prevent environmental and property damage.

Soils are classified according to their associations, which are a grouping of similar soil types based on geographic proximity, physical characteristics, and permeability. There are five major soil associations within the study area.

**Plainfield-Okee-Richford Association soils** are sloping to steep sandy soils located on moraines, hills, and terraces. Plainfield soils are rapidly permeable and excessively drained, while Okee and Richford soils are moderately permeable and somewhat excessively drained. Slopes range from 6 to 30 percent. While some of the Richford soils are used for cropland, most acreage in this association is used for woodlands. These soils are especially suited for pine species.

This soil association is found only in the northwesterly section of Bloomfield.

**Houghton-Adrian-Willette Association soils** are nearly level, very poorly drained, mucky soils located in depressions on outwash plains, in glacial lake basins, and on moraines. Most of the area in this association contains native wetland vegetation. As such, water tolerant trees, shrubs, marsh grasses, cattails, and sedges are the most common plants. A few areas are drained and used for specialty crops.

Soils in this association are located throughout both communities. Large areas are located along Barnes Creek, Willow Creek, and the agricultural ditch system in Aurora. In Bloomfield, the soil is associated with wetland complexes in the south central portions of the town.

**Hortonville-Symco-Manawa Association soils** are nearly level to sloping soils found in glacial basins and on moraine ridge tops. Slope varies between the soil types. Both Manawa and Symco soils are nearly level to gently sloping, whereas Hortonville soils are gently sloping to sloping. Moisture content also differs. Hortonville soils are well drained, while Symco and Manawa soils are somewhat poorly drained. The soils in this association are well suited for trees. If adequately drained, these soils may be used for agricultural production. They are poorly suited for septic tank absorption fields due to slow permeability rates.

The Hortonville-Symco-Manawa Association soils are located in several areas. In the Town of Aurora, this association is found in the easternmost sections as well as immediately northwest of the City of Berlin. This soil is also found in areas parallel to Willow Creek along both STH 21 and STH 49. In Bloomfield, these soils are located in the western two-thirds of the town as well as along the northern border.

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<sup>4</sup> U.S. Department of Agriculture Soil Conservation Service. 1989. *Soil Survey of Waushara County, Wisconsin*.

**Poy-Zittau-Poygan Association soils** are clayey and silty soils which are nearly level to gently sloping. These soils are found in glacial lake basins and on moraines. The soils within this association range from poorly drained (Poy and Poygan) to somewhat poorly drained (Zittau). Permeability is slow in the subsoil. Most of the acreage in this association is drained and used as cropland. Forests are also well suited in this soil association.

These soils are found in both communities. In the Town of Aurora, they are located along the Fox River and in areas parallel to Barnes Creek. The soil association is also located in the northeast corner of the town along CTH XX. In the Town of Bloomfield, these soils are restricted to areas adjacent to the northwestern shores of Lake Poygan.

**Morocco-Kingsville-Keowns Association soils** are nearly level and gently sloping sand and silty soils found in glacial lake basins. Slopes range from 0 to 3 percent. The soils range from somewhat poorly drained (Morocco) to poorly drained (Kingsville and Keowns). If properly drained, these soils are well-suited for agriculture; however, they are better suited for woodlands. The main management concerns are wetness, low available water capacity, and hazard of blowing soils in areas of the Morocco and Kingsville soils. Wetness is a major concern for the Keowns soil.

Soils in this association are located in a small area in the southwestern corner of the Town of Aurora. A larger expanse of this classification is located from the northeast sections of the Town of Bloomfield extending westward along Alder Creek.

### ***On-Site Waste Disposal***

Exhibit 7-2 identifies suitability for on-site waste disposal options based on an evaluation of soil characteristics. This map is not intended to serve as a substitute for on-site soil investigations, but rather as an indicator of reasonable expectations for soils underlying a site.

Evaluation of the soil data indicates that about half of the soils in Aurora (50.9%) and Bloomfield (58%) are rated suitable for conventional or at-grade in-ground pressure or mound systems (Table 7-6). Generally, soils near streams and rivers are the least suitable for on-site waste disposal. Areas with high groundwater or characterized by poorly drained soils (Houghton-Adrian-Willette, and Poy-Zittau-Poygan associations) are also more likely to be unsuitable for on-site systems.

Almost two-thirds of the soils in Aurora are capable of supporting private on-site wastewater disposal systems. About 3.1 percent of the area (693 acres) is suitable for conventional systems. An additional 47.8 percent (10,571 acres) is suitable for at-grade systems, and another 12.5 percent (2,763 acres) is suitable for holding tanks. The remaining 35.4 percent (7,824 acres) of the soils in Aurora are rated unsuitable for on-site systems due primarily to wet soil conditions and low permeability. Water features account for about 1 percent of the surface area within the town.

Almost three-quarters of the soils in Bloomfield are capable of supporting private on-site wastewater treatment systems. About 10.4 percent of the area (2,394 acres) is suitable for conventional systems. An additional 47.6 percent (10,931 acres) is suitable for at-grade systems, and another 16.4 percent (3,755 acres) is suitable for holding tanks. Due primarily to

wet soil conditions and low permeability, 24.1 percent (5,542 acres) of the soils in Bloomfield are rated unsuitable for on-site systems. Water features account for about 1 percent of the surface area within the town.

Currently, public sanitary sewer collection and treatment is available in the unincorporated village of Tustin. Therefore, soil suitability is not an issue in these areas. However, the majority of the land within both towns is not sewered, and these soil capabilities should be of concern.

**Table 7.6. Soil Limitations for On-Site Waste Disposal**

Community	Conventional		At-Grade <sup>1</sup>		Holding Tank <sup>2</sup>		Unsuitable		No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Aurora	693	3.1%	10,571	47.8%	2,763	12.5%	7,824	35.4%	2	0.0%	265	1.2%	22,117
T. Bloomfield	2,394	10.4%	10,931	47.6%	3,756	16.4%	5,542	24.1%	0	0.0%	339	1.5%	22,962
<b>Total</b>	<b>3,087</b>	<b>6.8%</b>	<b>21,502</b>	<b>47.7%</b>	<b>6,519</b>	<b>14.5%</b>	<b>13,366</b>	<b>29.6%</b>	<b>2</b>	<b>0.0%</b>	<b>604</b>	<b>1.3%</b>	<b>45,079</b>

<sup>1</sup>Includes in-ground pressure and mound systems.

<sup>2</sup>Includes new technology systems producing 10<sup>4</sup> or less coliform fecal units (cfu) per 100ml.

Source: USDA-NRCS, 1982; Waushara County, 2003.

### **Building Site Development**

The USDA-Natural Resource Conservation Service has evaluated soil characteristics and rated soil potential for building site development based upon wetness, shrink-swell potential, bearing strength, susceptibility to flooding, slope steepness, and frost action. The ratings range from low to very high potential. Typically, areas near flowages and in wetlands have the lowest ratings. Exhibit 7-3 identifies soil potential for building site development. About 2.1 percent (469 acres) of the area within Aurora has soils that are considered to have a very high suitability for building site developments, while an additional 17.2 percent (3,805 acres) have a medium suitability for building site developments (Table 7-7). However, the majority of the town (79.5%, 17,578 acres) is rated very low or is not rated for building site developments. Water accounts for slightly greater than one percent of the area.

The Town of Bloomfield has a slightly greater area with soils better suited to development than the Town of Aurora. About 8 percent (1,844 acres) of the area has soils that are considered to have a very high suitability for building site developments, while an additional 19.4 percent (4,463 acres) have medium suitability for building site developments (Table 7-7). However, almost three quarters of the town (71.1%, 16,316 acres) is rated low to very low for building site development. Approximately 1.5 percent of the Town of Bloomfield is water.

**Table 7.7. Soil Potential for Building Site Development**

Community	Very High		Medium		Very Low, No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Aurora	469	2.1%	3,805	17.2%	17,578	79.5%	265	1.2%	22,117
T. Bloomfield	1,844	8.0%	4,463	19.4%	16,316	71.1%	339	1.5%	22,962
<b>Total</b>	<b>2,313</b>	<b>5.1%</b>	<b>8,268</b>	<b>18.3%</b>	<b>33,894</b>	<b>75.2%</b>	<b>604</b>	<b>1.3%</b>	<b>45,079</b>

Source: USDA-NRCS, 1982, Waushara County, 2003.



## ***Septage Spreading***

The Waushara County Land Conservation Office has evaluated soil characteristics for the suitability of septage spreading based on groundwater depths, permeability, soil texture, slope, wetness, and soil depths (Exhibit 7-4). The ratings range from none or slight to severe. Soils rated slight are relatively free of limitations that affect the intended use or have limitations that are easily overcome. Soils with moderate limitations can normally be overcome with corrective planning, careful design, and good management. Soils rated severe have physical limitations which are severe enough to make the use of the soil doubtful for the proposed use. Septage spreading cannot occur within 300 feet of rivers and streams or within 1,000 feet of lakes unless they are incorporated into the soil within 72 hours of application. Spreading rates will need to be based on current soil tests, on-site vegetation, and a septic nutrient test.

The majority of the soils within both towns are unsuitable for septage spreading. Almost 80 percent (79%, 17,479 acres) of the soils within Aurora and 70 percent (70.1%, 16,103 acres) within Bloomfield have severe limitations. Only 1.0 percent (219 acres) of the land area within Aurora and 5.4 percent (1,249 acres) within Bloomfield have slight or no limitations for septage spreading.

**Table 7.8. Soil Limitations for Septage Spreading**

Community	None to Slight		Moderate		Severe		No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Aurora	219	1.0%	4,150	18.8%	17,479	79.0%	4	0.0%	265	1.2%	22,117
T. Bloomfield	1,249	5.4%	5,271	23.0%	16,103	70.1%	0	0.0%	339	1.5%	22,962
<b>Total</b>	<b>1,468</b>	<b>3.3%</b>	<b>9,421</b>	<b>20.9%</b>	<b>33,582</b>	<b>74.5%</b>	<b>4</b>	<b>0.0%</b>	<b>604</b>	<b>1.3%</b>	<b>45,079</b>

Source: Waushara County, 2005.

## ***Geography and Topography (Scenic Resources)***

The local communities in the eastern Waushara County area are defined by diverse topographical features. Evidence of several phases of the Wisconsin Glacier can be found in this area.<sup>5</sup> The southernmost areas were once occupied by Lake Oshkosh and the area is characterized by relatively flat to gently rolling plain. Recessional moraines located throughout northwestern areas of the Town of Bloomfield and western reaches of the Town of Poy Sippi create a stark contrast. The latter areas are characterized by gentle to steep slopes characteristic of western areas of Waushara County. The glacial plain has expansive deposits of red clay and organic-rich soils.<sup>6</sup> This combination has resulted in expansive wetlands and valuable agricultural areas.

As a result of glacial activity, land relief within eastern Waushara County is quite varied.<sup>7</sup> Within the Town of Aurora, land relief is approximately 60 feet. The lowest elevation (750 feet above sea level) is found within the wetland complexes located south of the Fox River. The highest elevation (810 feet above sea level) is located near the Welsh Cemetery on STH 49. Land relief

<sup>5</sup> Dutch, S. 2003. *Lake Oshkosh Drainage*. <http://www.uwgb.edu/dutchs/geolwisc/geohist/wi12ka.htm>

<sup>6</sup> Attig, J., et al. 2005. *Glacial Lakes Wisconsin and Oshkosh: Two Very Different Late-Glacial Ice-Marginal Lakes*. [http://gsa.confex.com/gsa/2005NC/finalprogram/abstract\\_86950.htm](http://gsa.confex.com/gsa/2005NC/finalprogram/abstract_86950.htm)

<sup>7</sup> USGS. 1984. *USGS 7.5 Minute Quadrangle Maps*.

within the Town of Bloomfield is more dramatic (approximately 150 feet) due to the presence of glacial moraines. Elevations range from 747 feet above sea level on the northwest corner of Lake Poygan to 900 feet above sea level in Section 8.

### ***Steep Slopes***

Exhibit 7-5 indicates areas that have slopes greater than 12 percent. Less than one percent (78 acres, 0.3%) of the Town of Bloomfield is classified as having slopes in excess of 12 percent (Table 7-9). In Bloomfield, steep slopes are located at the intersection of STH 49 and Apache Avenue and southeast of the intersection of CTH I and CTH HH. Slopes do not exceed 12 percent in the Town of Aurora. Steep slopes are found in conjunction with moraines, drumlins, and other glacial features.

**Table 7.9. Steep Slopes**

Community	0-12 Percent		>12 Percent		No Rating, Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	
T. Aurora	21,848	98.8%	0	0.0%	269	1.2%	22,117
T. Bloomfield	22,545	98.2%	78	0.3%	339	1.5%	22,962
<b>Total</b>	<b>44,393</b>	<b>98.5%</b>	<b>78</b>	<b>0.2%</b>	<b>608</b>	<b>1.3%</b>	<b>45,079</b>

*Source: USDA-NRCS, 1982; Waushara County, 2003.*

### **Water Resources**

Water resources are sources of water that are useful or potentially useful to humans. Water is important because it is needed for life to exist. Water is used for household, agricultural, recreational, industrial and environmental activities<sup>8</sup>. Essentially all these uses require fresh water.

### ***Watersheds and Drainage***

The WDNR has divided the state into 24 hydrological based geographic management units (GMUs) or basins. Each GMU is further divided into smaller units based on smaller watersheds.<sup>9</sup>

The Town of Bloomfield is located entirely within the Wolf River Basin. The Wolf River Basin (3,690 square miles) includes the entire Wolf River, Pine River, and Willow Creek. The Wolf River Basin joins the Fox River Basin at the southeasterly shore of Lake Winneconne. The northern portions of the Town of Aurora are located in the Wolf River Basin, while the southern third is located in the Upper Fox River Basin. The Upper Fox River Basin covers 2,090 square miles in Waushara, Green Lake, and Marquette Counties. The northernmost waters first flow southward to the Upper Fox or White Rivers. These rivers drain into either Lake Winnebago or Lake Butte des Morts.

The area is divided into three watersheds. The Pine River and Willow Creek watershed is the southernmost watershed in the Wolf River Basin. Water flows in an easterly direction from the

<sup>8</sup> Wikipedia, [http://en.wikipedia.org/wiki/Water\\_resources](http://en.wikipedia.org/wiki/Water_resources), 2/16/07.

<sup>9</sup> WDNR. 2005. *About WDNR's Hydrologic Areas*. <http://dnr.wi.gov/org/gmu/sidebar/whatis.htm#gmus>.

Town of Rose until it reaches either Lake Poygan or Lake Winneconne. The Little River and Walla Walla Creek watershed drains portions of Waupaca, Winnebago, and Waushara Counties. Originating in Waupaca County, water flows in a predominantly southeasterly direction; the watershed discharges into Lake Poygan. The Fox River–Berlin watershed lies in northern Green Lake, southeastern Waushara, and southwestern Winnebago counties. Water flows in a northeasterly direction until it empties into Lake Butte des Morts.

The Wisconsin DNR has completed several reports analyzing water quality for designated GMUs. The *State of the Upper Fox River Plan* was completed in 2001.<sup>10</sup> The Fox River–Berlin watershed has a nonpoint source ranking of medium. The *State of the Wolf Basin Plan* was completed in 2001.<sup>11</sup> Both the Pine River–Willow Creek and Little River–Walla Walla Creek watersheds were designated as high priority watersheds due to the abundance of agriculture in the area.

### ***Lakes, Ponds and Quarries***

The majority of lakes within Waushara County are natural and of glacial origin. Sandy soils readily allow for the percolation of precipitation into the ground rather than overland flow directly to surface waters. This results in a continual recharge of the shallow aquifer underlying the county and surrounding region.<sup>12</sup> Table 7-10 lists the lakes and impoundments found within the two communities.

**Table 7.10. Lakes and Ponds**

Name	Municipality	Acres	Maximum Depth Feet	Development Status
Aurora Millpond	T. Aurora	209	4	Partial
Lake Poygan	T. Bloomfield	14,102	11	Partial

Source: WDNR, 1970; ECWPC, 2005.

### **Town of Aurora**

The **Aurora Millpond** is an impoundment of Willow Creek located in downtown Auroraville. The Millpond is a 209-acre waterway. Although it is the third largest lake in Waushara County, navigation is rather difficult due to an abundance of aquatic vegetation. Water levels are maintained at a depth of approximately four feet by a dam on Willow Creek. Several residences and businesses are located adjacent to the millpond.

### **Town of Bloomfield**

Within Waushara County, **Lake Poygan** borders both the towns of Bloomfield and Poy Sippi. Lake Poygan, encompassing 14,102 acres, is the second largest natural lake in Wisconsin. The maximum depth of the Lake is approximately 11 feet. This waterway is the northwesterly-most water body of the Winnebago Lakes Chain. Streams within the Pine River–Willow Creek watershed drain into the Lake; Lake Poygan is also fed by the Wolf River. An extensive wetland complex is located on the northwest corner of the lake.

<sup>10</sup> WDNR. 2001. *The State of the Upper Fox River Basin*. <http://dnr.wi.gov/org/gmu/upfox/upfox1.pdf>.

<sup>11</sup> WDNR. 2001. *The State of the Wolf Basin*. [http://dnr.wi.gov/org/gmu/wolf/wolf\\_final\\_801.pdf](http://dnr.wi.gov/org/gmu/wolf/wolf_final_801.pdf).

<sup>12</sup> WDNR. 1970. *Surface Water Resources of Waushara County*.

## ***Rivers and Streams***

### **Town of Aurora**

**Barnes Creek** originates in the Town of Marion. It flows easterly and joins the Upper Fox River near the City of Berlin. Much of the stream has been channelized for agriculture uses.

The **Upper Fox River** is best characterized as a larger stream with a low gradient. It flows in a predominantly northeasterly direction and terminates at Lake Butte des Morts. Sedimentation occurs throughout the river due to agricultural practices. The river still maintains an impressive sport fishery.

**Willow Creek** originates from springs in the southeast corner of the Town of Rose. Additional water is supplied from the outlet of Little Silver Lake. Willow Creek flows through both Aurora and Poy Sippi in a predominately easterly direction and terminates at Lake Poygan.

### **Town of Bloomfield**

**Alder Creek** is a 14-mile tributary of Lake Poygan. This spring-fed waterway originates in the center of the town. This stream is subject to streambank erosion.

**Hatton Creek** is a medium sized, clear water stream which originates from Magdanz Creek. The stream is fed by several springs in addition to flow from the impoundment. Hatton Creek feeds into Walla Walla Creek in Waupaca County. Little is known about the fishery in the stream.

**Mosquito Creek** originates in the northern portions of the Town of Bloomfield. The stream flows northeasterly into Waupaca County.

There are several unnamed creeks located in both towns. In addition, an extensive system of agricultural ditches has been constructed in the Town of Aurora and the Town of Bloomfield to drain excess water from the agricultural fields in the area.

### ***Floodplains***

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Flood Insurance Rate Maps for the unincorporated portions of Waushara County identify areas lying within the towns of Aurora and Bloomfield.<sup>13</sup>

### **Town of Aurora**

In the Town of Aurora, floodplains are predominantly associated with navigable waterways; floodplains are located along the Fox River, Barnes Creek, and Willow Creek. An extensive system of drainage ditches has been constructed in the low-lying agricultural fields in the center and northwest regions of the town; these areas are also prone to flooding (Exhibit 7-6).

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<sup>13</sup> FEMA. 1985. *Flood Insurance Rate Maps*.

## **Town of Bloomfield**

Floodplains in the Town of Bloomfield are restricted to waterways and their associated wetlands; these areas are located along Mosquito Creek, Alder Creek, and two unnamed creeks in the southern third of the town. Wetlands associated with Lake Poygan are also prone to flooding (Exhibit 7-6).

Table 7-11 indicates the total number of acres and overall percentages of land which are subject to flooding in each municipality. Approximately 11.4 percent (2,620 acres) of the land within the Town of Bloomfield lies in a floodplain. Floodplains are more prevalent in the Town of Aurora, where they constitute 23.0 percent (5,076 acres) of land area.

**Table 7.11. Floodplains**

Community	Acres	Percent
T. Aurora	5,076	23.0%
T. Bloomfield	2,620	11.4%
Total	7,696	17.1%

*Source: FEMA, 1985, Waushara County, 2001*

Waushara County has adopted a floodplain ordinance requiring certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the Federal Flood Insurance Administrative Flood Insurance Program. The program requires all structures that are constructed or purchased in designated flood areas utilizing loans from federally insured banks to be insured by a flood insurance policy.

## ***Wetlands***

Wetlands act as a natural filtering system for nutrients such as phosphorous and nitrates. More importantly, wetlands also serve as a natural buffer protecting shorelines and stream banks from erosion. Wetlands are essential in providing wildlife habitat, flood control, and groundwater recharge. Consequently, local, state, and federal regulations place limitations on the development and use of wetlands and shorelands. The Shoreland/Wetland Ordinance adopted by Waushara County regulates development within 1,000 feet of the ordinary high water elevation mark of navigable lakes, ponds, or flowages or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. The U.S. Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres and larger or adjacent to navigable waters. The Wisconsin Department of Natural Resources and United States Department of Agriculture also have jurisdiction over wetlands within Wisconsin. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted to receive authorization.

The wetlands surveyed according to the Wisconsin Wetlands Inventory Map are shown in Exhibit 7-7.<sup>14</sup> They were identified on aerial photographs by interpreting vegetation, visible

<sup>14</sup> WDNR. 1979. *Wisconsin Wetland Inventory Maps*.

hydrology, and geography based on the U.S. Fish and Wildlife Service.<sup>15</sup> Extensive wetland areas and several different wetland types are found in the planning area.

### **Town of Aurora**

Wetlands in the Town of Aurora are predominantly located along either navigable waterways or the agricultural drainage ditches. A larger wetland complex is also located in the western edge of the town. Wetlands are categorized according to several major classes and subclasses (subclasses are denoted in parentheses): forested (deciduous), forested (broad-leaved deciduous), scrub/shrub (deciduous), scrub/shrub (broad-leaved deciduous), scrub/shrub (needle-leaved deciduous), and emergent/wet meadow (persistent). Forested (needle-leaved deciduous) wetlands are common near the agricultural ditches. There are also several cranberry bogs located in the town.

### **Town of Bloomfield**

A diverse variety of wetland areas are dispersed throughout the town. Major wetland complexes are located along Lake Poygan, Alder Creek, Hatton Creek and Mosquito Creek; other wetlands are scattered throughout the town. Wetlands are categorized according to several major classes and subclasses (subclasses are denoted in parentheses): forested (deciduous), forested (broad-leaved deciduous), forested (needle-leaved evergreen), forested (needle-leaved deciduous), forested (needle-leaved), scrub/shrub (broad-leaved deciduous), emergent/wet meadow (persistent), and emergent/wet meadow (narrow-leaved persistent).

Table 7-12 shows the number of acres and the percentage of wetlands within each municipality. Not including small tracts of wetlands (less than five acres); approximately one-third (33.8%, 7,481 acres) of the Town of Aurora is classified as wetlands, while over a quarter (28.1%, 6,459 acres) of Bloomfield is classified as wetland. The amount and variety of wetlands have moderate limitations on the future growth and development of the area.

**Table 7.12. Wetlands**

Community	Acres	Percent
T. Aurora	7,481	33.8%
T. Bloomfield	6,459	28.1%
Total	13,940	30.9%

*Source: WDNR, 1999; Waushara County, 2003.*

### ***Groundwater***

In Waushara County, groundwater occurs mostly in the alluvium and glacial drift of the Quaternary Age and in the sandstone of the Cambrian Age. Precipitation in the form of either rain or snow is the largest contributor to recharge of the groundwater aquifers. Recharge is generally greatest in spring when water from melting snow and heavy rains saturates the ground and percolates to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, the elevation where the groundwater is extracted will

<sup>15</sup> USFWS. 1979. *Classification of Wetland and Deepwater Habitats of the United States.*

fall and a local depression in the water table will result. Lower water levels cause the pumping lifts to increase, and the yields of some wells will be diminished.

Groundwater within the county occurs under both water table and artesian conditions. Water in the unconsolidated beds of sand and gravel is generally unconfined and occurs under water table conditions. Confined or artesian conditions exist locally where the water in the sand and gravel deposits is confined by layers of silt or clay.

A groundwater divide, located west and parallel to the topographic, cuts through the county diagonally from the Marquette County line through the Town of Coloma and the Village of Hancock, east of the Village of Plainfield, and northeasterly to the Portage County line. East of this divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. West of this divide groundwater moves westerly toward the Wisconsin River.

Significant changes occur in the water table levels between the two communities. The groundwater table in Aurora varies from a level of 750 feet above sea level near the northeastern corner of the town to almost 760 feet above sea level in the western sections of the town. Greater differences in water table levels are seen in Bloomfield. Water table levels are approximately 750 feet above sea level adjacent to Lake Poygan; the water table steadily increases to 820 feet along CTH A. The majority of wells within both towns are low capacity.<sup>16</sup>

According to the well water information obtained from the Central Wisconsin Groundwater Center in Stevens Point, some private wells located in this area contain nitrate levels that are higher than the EPA Safe Drinking Water Act standards of 10 mg/L.<sup>17</sup> These standards apply to municipal water sources only, but are strongly suggested thresholds for private systems. Nitrates originate in both agricultural and residential fertilizers, human sewage, and farm animal waste. Excessive levels of nitrates in drinking water have caused serious illness or death in infants under six months of age. Pregnant women are also advised not to drink water in which nitrate levels exceed the EPA standards. Due to sandy soils within the County, there is potential for groundwater contamination in the shallower aquifers. However, this potential is greatly reduced in the deeper aquifers. Table 7-13 lists the results of water sample tests conducted between 1990 and 2001.<sup>18</sup> For conversion purposes, 1 part per million (ppm) is the same concentration as 1 mg/L.

**Table 7.13. Nitrate Levels (ppm) in Waushara County Wells**

Community	None Detected	0.1 - 2.0 ppm	2 -10 ppm	10 -20 ppm	> 20 Ppm
T. Aurora	12	1	1	0	0
T. Bloomfield	7	1	7	2	0

*Source: Central Wisconsin Groundwater Center, UW – Stevens Point, 2001.*

None of the tested wells within the Town of Aurora exceeded the 10 ppm threshold level for nitrate, while two wells in the Town of Bloomfield exceeded the 10 ppm threshold. Other wells in the area may need to be monitored as the presence of nitrates was confirmed.

<sup>16</sup> Lippelt, I.D., and R.G. Hennings. 1981. *Irrigable Lands Inventory Phase I: Groundwater and Related Information.*

<sup>17</sup> USEPA. 2005. *List of Drinking Water Contaminants & MCLs.* <http://www.epa.gov/safewater/mcl.html>.

<sup>18</sup> Central Wisconsin Groundwater Center. 2001. *UWEX Private Well Project: Waushara County.*

According to Waushara County, the majority of homes within the Towns of Aurora and Bloomfield are serviced by private wells. Although groundwater is found at varying depths throughout the two communities, the majority of groundwater in the Town of Aurora and the Town of Bloomfield is found at relatively shallow depths (Table 7-14 and Exhibit 7-8). In the Town of Aurora groundwater depths are less than two feet for more than one-half (58.6%, 12,970 acres) of the land area and an additional 20.3 percent (4,485 acres) of the area has groundwater depths of 2 to 6 feet. In Bloomfield, 66.8 percent (15,336 acres) of the area has groundwater depths of less than two feet; an additional 5 percent (1,137 acres) has groundwater depths of 2 to 6 feet. Groundwater depths exceed 6 feet in 19.9 percent (4,394 acres) of Aurora and 26.8 percent (6,150 acres) of Bloomfield. The remaining 1.2 percent (269 acres) in Aurora has either no rating or is surface water, while the remaining 1.5 percent (339 acres) in Bloomfield is surface water. In general, there is a strong correlation between areas of high groundwater and wetlands.

**Table 7.14. Depth to Groundwater**

Community	< 2 Feet		2-6 Feet		> 6 Feet		No Rating		Water		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent	
T. Aurora	12,970	58.6%	4,485	20.3%	4,394	19.9%	4	0.0%	265	1.2%	22,117
T. Bloomfield	15,336	66.8%	1,137	5.0%	6,150	26.8%	0	0.0%	339	1.5%	22,962
<b>Total</b>	<b>28,305</b>	<b>62.8%</b>	<b>5,622</b>	<b>12.5%</b>	<b>10,544</b>	<b>23.4%</b>	<b>4</b>	<b>0.0%</b>	<b>604</b>	<b>1.3%</b>	<b>45,079</b>

Source: USDA-NRCS, 1982. Waushara County, 2005.

**Natural Springs and Artesian Wells**

The Town of Aurora and the Town of Bloomfield have a few natural springs and are within an area that has artesian wells. A natural spring can occur when an impermeable layer (usually consisting of clay) forces the water table to the surface or when water-bearing crevasses in fractured rock intersect the surface. An artesian well is created when a well is drilled into a confined aquifer which is recharged from a source located at a higher elevation<sup>19</sup>. The majority of springs within Waushara County are gravity depression springs. One natural spring is located within the Town of Aurora and the Town of Bloomfield has two natural springs<sup>20</sup>.

**Groundwater Planning**

Water quality and quantity have been a concern for area communities over the past few years. Low lake levels throughout Waushara County underscore a more pressing problem: groundwater quantity and quality preservation. Communities across the East Central region have been challenged with a number of issues ranging from potable water supply shortfalls to contamination issues such as elevated arsenic and radium levels. A prolonged drought coupled with increased water demands may be contributing to a declining water table. The anticipated population increases, agricultural irrigation demands, and growing recreational demands will continue to place significant demands on Waushara County’s groundwater resources. Furthermore, more diverse interest groups are placing demands on available water resources.

<sup>19</sup> Wisconsin Department of Natural Resources, Source Water Springs and Natural Wells <http://dnr.wi.gov/org/water/dwg/OpCert/HTML/chapter2/sw2a.htm>,

<sup>20</sup> U.S. Department of the Interior. *Geology and Ground-Water Resources of Waushara County, Wisconsin. Geological Survey Water-Supply Paper 1809-B.* 1965.



With an ever increasing demand on current groundwater supplies, local communities must assess how local and county-wide land use decisions will continue to affect groundwater quantity and quality.

Identifying soil characteristics, water table levels, and groundwater susceptibility is just a beginning step in this process. The Town of Aurora and the Town of Bloomfield should join in a county-wide planning effort to create a water management plan. Other underlining geological characteristics such as bedrock, groundwater flow direction, private well information, community groundwater pumping rates, and water table depth will be essential in understanding the current status of groundwater. Moreover, the abundance and quality of surface water is directly tied to groundwater supplies. Many streams and lakes rely on groundwater as their primary source of water; thus, local lake levels are directly tied to groundwater levels. Human impacts such as high capacity wells, irrigation systems, and others also place demands on groundwater supplies. Communities should cooperatively identify, delineate, and map significant wellhead protection areas, groundwater recharge areas, wellhead remediation areas, local cropping agreements, and water conservation programs which affect water quality and quantity. Targeted areas can include major recharge areas as well as local important areas. Upon completion, local communities should incorporate the detailed information from the county-wide groundwater management plan into their comprehensive plans.

Additional information and technical expertise is available from several governmental and academic agencies statewide. The Center for Land Use education has completed several case studies and groundwater planning assistance documents for local communities. Additional information can be found at <http://www.uwsp.edu/cnr/landcenter/groundwater/index.html>.

## **Wildlife Resources**

### ***Wildlife Habitat***

Numerous habitat types enable the Towns of Aurora and the Town of Bloomfield to support a varied and abundant wildlife and fish community. Habitats found within the towns include streams, lakes, rivers, woodlands, marshes, open wet meadows, and fallow/abandoned farmland. White-tailed deer and small mammals such as opossum, raccoon, gray squirrels and fox squirrels are abundant in wooded areas. Lakes and streams support diverse warm water fisheries. Wetlands attract waterfowl during spring and fall migrations as well as during the nesting season. Other wildlife found in the area include grassland and wetland birds, cottontail rabbits, mink, otter, muskrats, red fox, and a wide variety of songbirds and similar passerines.

### ***Rare, Threatened and Endangered Species and Natural Communities***

The Wisconsin Department of Natural Resources maintains a database of rare, special concern, threatened, and endangered species and natural communities in Waushara County.<sup>21</sup> In order to protect these communities from harm, their exact locations are not released to the public; however, Waushara County has access to this database. When a development proposal is presented to the county, the WDNR database is consulted prior to granting approval. Prior to development, precautions should be taken to minimize adverse impacts which could disturb potential habitats for these flora and fauna. In addition, design elements which provide

<sup>21</sup> WDNR. 2005. *Natural Heritage Inventory Program*. <http://dnr.wi.gov/org/land/er/nhi/>.

additional habitat areas should be considered where appropriate. A list of the rare, threatened, and endangered species and natural communities is included in Appendix F.

### ***Exotic and Invasive Species***

Non-native species commonly referred to as exotic or invasive species have been recognized in recent years as a major threat to the integrity of native ecosystems, habitats, and the species that utilize those habitats. Invasive species disrupt native ecosystems by out-competing native plants and animals for valuable resources such as food and space. The resulting competition between native and invasive species has the potential to completely displace native species. Invasive species are found in both aquatic and terrestrial habitats. Invasive species include zebra mussels, purple loosestrife, Eurasian water milfoil, Phragmites, gypsy moths, garlic mustard, wild parsnip, multi-colored Asian lady beetles, and common and glossy buckthorn. Human livelihood and quality of life are greatly altered by invasive species; they hamper boating, swimming, fishing, and other water recreation; place an economic burden on local communities in eradication and control costs; and in some instances present a potential fire hazard. Prior to introduction of any non-native fish or wildlife, a permit from the WDNR is required pursuant to Wisconsin Statutes 29.736 and 29.745.

### **Woodlands**

Originally, the majority of Waushara County contained vegetation consisting of a mixture of oak forest species interspersed with pine forests and oak openings with an understory of prairie grasses. Eastern Waushara County once encompassed substantial areas of wetland conifers, lowland hardwoods, wet meadows with lowland shrubs, and marshes. Currently, upland forest areas are characterized by an oak-hickory association. Pine species are found throughout much of the county, while the wetland conifers have been replaced largely by shrub wetlands and general agriculture. Woodlands are found in large stands as well as scattered throughout the towns. Woodlands comprise about 21 percent of the total land area in Aurora and 34 percent in the Town of Bloomfield (Exhibit 8-1). Some wetlands, especially along stream corridors, are predominantly forested.

Forests and woodlands within the area can be classified into one of two categories: general (unplanted) woodlands and planted woodlands. General woodlands are naturally occurring forests and hedgerows. Planted woodlands are tree plantations in which trees are found in rows; these areas include orchards, timber tracts, Christmas tree production and other general uses. In Aurora, there are 4,387 acres of general woodlands and 307 acres of planted woodlands. In Bloomfield, there are 7,625 acres of general woodlands and 249 acres of planted woodlands. These woodlands should be considered as prime wildlife habitat areas; efforts to protect them from encroaching development should be evaluated.

**Table 7.15. Woodlands**

Community	General Woodlands		Planted Woodlands		Total Woodlands		Total Acres
	Acres	Percent	Acres	Percent	Acres	Percent	
T. Aurora	4,387	19.8%	307	1.4%	4,694	21.2%	22,118
T. Bloomfield	7,625	33.2%	249	1.1%	7,875	34.3%	22,962
<b>Total</b>	<b>12,012</b>	<b>26.6%</b>	<b>556</b>	<b>1.2%</b>	<b>12,569</b>	<b>27.9%</b>	<b>45,080</b>

Source: ECWRPC, 2005.

**Table 7.16. Managed Forest Law Lands**

Community	Acres	Percent
T. Aurora	480	2.2%
T. Bloomfield	2,775	12.1%
Total	3,255	7.2%

Source: WDNR, 2006.

The Forest Crop Law of 1927 (FCL) and the Woodland Tax Law of 1954 (WTL) were established to encourage sound forestry practices on private lands. In 1985, the Managed Forest Law (MFL) replaced both the FCL and WTL.<sup>22</sup> Enrollment in the FCL closed in 1986, and renewal in the program is not permitted. The last WTL contract expired in 2000. The MFL ensures the growth of future commercial crops while balancing individual property owner objectives and society's need for compatible recreational activities, forestry aesthetics, wildlife habitat, erosion control and protection of endangered resources. As of 2005, over 40,000 acres in Waushara County were enrolled in the MFL program. Within the Town of Aurora 480 acres were actively managed, while 2,775 acres were enrolled in the program in the Town of Bloomfield.

### **Parks, Open Space, and Recreational Resources**

Public open space such as parks and parkways are important to the quality of life within a community. These lands serve many purposes including outdoor recreation and education; buffers between different land uses; flood and stormwater management; habitat preservation; air and surface water quality improvements; protection of groundwater recharge areas; and aesthetics. They can also enhance the value of nearby properties.

### ***Wisconsin Department of Natural Resources (WDNR) and Public Lands***

The WDNR granted Waushara County a permanent easement to the land associated with Pony Creek County Park in Bloomfield. Located west of Tustin at the mouth of Pony Creek, the park has been designed to provide an extensive shoreline fishing area. Future plans call for a nature trail and boardwalk.

Although the WDNR does not currently own property within the Town of Aurora, several properties are key to the preservation of natural resources within the two communities. The WDNR has purchased the development rights for approximately 500 acres of agricultural land adjacent to STH 21 in sections 9, 10, 15, and 16 in the Town of Aurora. In addition, the Willow Creek State Fisheries Area (central Waushara County) is vital in protecting water quality in the Town of Aurora. State Fishery Areas (SFAs) protect important waterways in Wisconsin by providing a natural buffer from agricultural practices and urban runoff. SFAs often preserve and manage the headwaters or springs of streams which serve as the biological base for fish and other aquatic life. SFAs also increase the availability of public access to navigable waterways throughout the state.

<sup>22</sup> WDNR. 2005. *Managed Forest Law*. <http://dnr.wi.gov/org/land/forestry/ftax/mfl.htm>.

### ***Environmental Corridors***

Environmental corridors are continuous systems of open space created by the natural linkage of environmentally sensitive lands such as woodlands, wetlands, and habitat areas that provide important travel ways for a variety of wildlife and bird species. These features are sensitive natural resources; preserving the corridors from development protects habitat and keeps non-point source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

The WDNR has purchased land along the Pine River and Willow Creek to preserve these resources and more specifically to protect the invaluable trout habitat these streams provide. However, land still remains unprotected in these areas. It is important that development is directed away from these areas and that they continue to be recognized as important environmental corridors.

### **Mineral Resources**

**Non-metallic Mineral Resources.** Non-metallic mineral resources include all mined minerals other than those mined as a source of metal. Economically important non-metallic minerals include building stone, lime, sand, gravel, and crushed stone. There are two active non-metallic mining sites in the Town of Bloomfield. See Exhibit 8-1.

**Metallic Mineral Resources.** Metallic mineral mining refers to mining of mineral deposits that contain recoverable quantities of metals such as copper, zinc, lead, iron, gold, silver, and others. There are no metallic mineral resources in the towns of Aurora or Bloomfield.

### **Solid and Hazardous Waste**

The Wisconsin Department of Natural Resources has inventoried the past and current sites which have been used for solid and/or hazardous waste disposal.<sup>23</sup> The list includes active, inactive, and abandoned landfills and collection sites. Inclusion of a site on the Registry does not mean that environmental contamination has occurred, is occurring, or will occur in the future. Instead, the document is intended to be utilized as a general information resource and planning tool. These landfills are depicted on Exhibit 8-3. According to the WDNR, the following sites are listed within the Towns of Aurora and Bloomfield:

#### Town of Aurora

- NE ¼ of the NW ¼ of Section 18 (current Waushara County Collection site)

#### Town of Bloomfield

- SE ¼ of the NW ¼ of Section 8
- NE ¼ of the SE ¼ of Section 26

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<sup>23</sup> Wisconsin Department of Natural Resources. 1999. *Registry of Waste Disposal Sites in Wisconsin*.

## **Air Quality**

Air quality, particularly good air quality, is often taken for granted. Clean air is vital to maintain public health. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use. As communities become more spread out, the use of automobiles increases dramatically, resulting in more emissions and subsequent decreases in air quality. As residential development moves into rural areas, there are increased conflicts between non-farm residents and agricultural operations that emit odors and dust. Emissions from certain industrial uses also have the potential to impact air quality.

There are no areas in Waushara County which exceed the limits of the National Ambient Air Quality Standards (NAAQS) for ozone, particulates, or carbon monoxide. The nearest ozone monitoring sites are in Brown and Outagamie Counties; all sites are within attainment standards.<sup>24</sup>

## **Cultural Resources**

Cultural resources, like natural resources are valuable assets which should be preserved. These resources define a community's unique character and heritage. Included in this section is an inventory of historic buildings, sites, structures, objects, archeological sites and districts.

### ***State and National Register of Historic Places.***

The Wisconsin Historical Society's Division of Historical Preservation (DHP) is a clearing house for information related to the state's cultural resources including buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The program is maintained by the National Park Service in the U.S. Department of the Interior. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage. The inventory is maintained by the DHP. Both listings include sites, buildings, structures, objects, and districts that are significant in national, state, or local history. Sites are chosen based on the architectural, archaeological, cultural, or engineering significance.

At the present, no properties within the Town of Aurora or the Town of Bloomfield are listed on the National Register. However, the National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties. This can be found by accessing the DHP website (<http://www.wisconsinhistory.org/histbuild/register/index.html>) or by contacting the DHP at (608) 264-6500.

### ***Architecture and History Inventory (AHI)***

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such

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<sup>24</sup> U.S. Environmental Protection Agency. 2004. *County Air Quality Report – Criteria Air Pollutants.*

as highway construction projects. A minimal amount of this type of survey work has been done in Waushara County. The Wisconsin Historical Society records indicate that a survey of Aurora was completed in 1981, 1991, and 2001 and that a survey of the Town of Bloomfield was conducted in 1992.

A search of the DHP's on-line Architecture and History Inventory (AHI) reveals the following about the Towns of Bloomfield and Aurora:

- One property, the Brushville School located at the intersection of State Highway 49 and CTH M, in the Town of Bloomfield is included in the AHI.
- Thirty properties within the Town of Aurora are included in the AHI.

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. As was the case in the Town of Aurora, some of these properties may no longer exist. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated. Information can be found on the DHP web site (<http://www.wisconsinhistory.org/ahi/search.asp?cnty=WS>).

### ***Archaeological Sites Inventory (ASI)***

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available on-line. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up to date information on sites within a given area, contact the DHP at (608) 264-6500.

### ***Museums/Other Historic Resources***

Museums protect valuable historic resources for community enjoyment. Residents are welcome to learn from the exhibits and amenities they have to offer. Although there are no museums in either Aurora or Bloomfield, several museums are located in close proximity to the towns. The **Berlin Historical Society Museum** is located in the City of Berlin. This museum documents the history of the City of Berlin and the surrounding area. Exhibits re-tell the discovery and early settlement of the area. The **Waushara County Museum** is housed in the former county jail in Wautoma. The Waushara County Historical Society maintains several exhibits detailing the genealogy, antiques, and the history of the sheriffs department. The original doors and bars of the jail cells have been preserved. Other nearby museums are located in the Oshkosh and Appleton areas.

## **Local History**<sup>25</sup>

The earliest inhabitants of Waushara County were Native Americans. Considerable evidence of their civilization has been found. A total of 332 mounds, 49 camp and village sites, two spirit stones, two cemeteries, and several other archeological sites have been identified within the County. In the Group F Planning Area, a trail used by Native Americans and early settlers bisected the Town of Aurora from the southeast corner to the western edge of Mill Pond and a tribal village was located on Willow Creek east of Mill Pond. The Town of Aurora also contains three mound sites and two garden beds located along the north and south banks of Willow Creek, east of the Aurora Millpond.

On October 18, 1846, the Menominee Tribe ceded their land, including Waushara County, to the U.S. Government. In 1848, Isaac and William Warwick, the first white settlers to the area, built a log cabin in the Town of Marion. During the winter of 1848 to 1849, Philip Green settled on the site of the former Village of Wautoma. Other settlers soon followed. By 1849 a crude dirt road was built between Berlin (Strong's Landing) and Wautoma (Shumway Town). The 1849 road roughly corresponds with present day CTH F. The community of Sacramento, located on the south side of the Fox River, was platted in either 1849 or 1850 and a post office was established for the community in 1852. On February 15, 1851, the Wisconsin Legislature established Waushara County and selected Sacramento as the county seat. The community of Auroraville, located in the northwest corner of the Town of Aurora, was established in the 1850s. Willow Creek played a key role in early life within the Town of Aurora. Early settlers gathered wild rice along the creek banks and by the early 1850's a dam had been constructed across Willow Creek to power a saw mill and grist mill within the hamlet of Auroraville. The Town of Aurora became a popular stopping place for travelers between Milwaukee and Stevens Point. Early settlers north of the present City of Berlin established the State's first cranberry industry. The cranberry industry, made possible by the amount of marshy wet land within the Town of Aurora, was an important element of the area's early economy. The community of Sacramento gradually declined after the relocation of the county seat to Wautoma in 1854 and the expansion of the Milwaukee and Horicon railroad to Berlin in 1857.

The Town of Bloomfield was settled in 1850. The hamlet of Tustin, located on the north bank of Lake Poygan, became a fishing and shipping center for the area. In the late 1850's, daily water transportation of freight and passengers began on Lake Poygan and the Wolf River. By 1905, the water based transportation industry expanded to include pleasure boats, with daily scheduled runs between Tustin and Oshkosh, and two commercial fishing companies. The commercial fishing industry thrived until regulation of the industry limited production in 1923.

## **INTERRELATIONSHIPS WITH OTHER COMPREHENSIVE PLAN ELEMENTS**

Wisconsin's important agricultural base is strongly integrated with its natural resources. Complex agricultural patterns are mixed with the state's natural features to form a patchwork of different land uses. Natural resource issues and concerns are closely linked to activities taking

<sup>25</sup> Reetz, E. 1981. *Come Back in Time: Vol. 1.*

Stertz, N. 1996. *Auroraville, Wisconsin.*

Fox, G., and E.C. Tagatz. *The Wisconsin Archeologist.* [http://www.wisconsinhistory.org/turningpoints/tp-061/?action=more\\_essay](http://www.wisconsinhistory.org/turningpoints/tp-061/?action=more_essay)

place on agricultural lands, not only adjacent to one another, but in the area. Soil erosion from farm fields and surface water runoff of crop nutrients and agricultural chemicals can impact the quality of streams, rivers, and lakes. Leaching of pesticides and nutrients has the potential to impact underground aquifers and affect drinking water supplies. There is a growing concern, especially in areas where rural residential development is occurring, about the impact of livestock farming on air quality. However, it is important to note that individual farming operations differ in management practices and vary widely in their contribution to these environmental problems.

Although agricultural activities can have negative impacts on the environment, they can also provide positive benefits. People value the open agricultural landscape and the benefits of maintaining wildlife habitats. Other benefits include nutrient recycling and enhanced water recharge.

The long, rich history of farming in Wisconsin has led to the creation and exposure of many of the state's archaeological sites. In the area it is not uncommon to find evidence of native villages and burial mounds. Architecturally distinctive homes, barns, or entire farmsteads can reflect a significant time period, be associated with a notable person, reflect ethnic building types and construction practices, or represent an example of a once important agricultural specialty.

### **Economic Development**

Agriculture, natural and cultural resources should be considered when developing an economic development plan. It is important to remember that farming is still an important segment of Waushara County's rural economy. There may be specific economic development strategies that could help improve the well-being of local farmers; as long as financial conditions remain difficult, farmers will continue to find alternative uses for their land. Natural resources can provide a positive economic benefit to the area through recreational uses and overall aesthetics. However, protection and impact to the area's natural resources should be considered whenever a new business or development is proposed.

Cultural and natural elements provide opportunities for enhanced quality of life for current residents and can be a valuable tool to bring new workers and employers to the area. Historic preservation can be used to enhance unique qualities found in the Towns of Aurora and Bloomfield.

### **Housing**

Agriculture and natural resources need to be considered when planning for the housing element. Most new residential construction is occurring on agricultural land or adjacent to significant natural resources such as a lake, stream, river, wetland, steep slope, or woods. Although these natural features provide aesthetically pleasing views for new homeowners, residential encroachment has detrimental impacts to the natural resource base. In many areas, housing development patterns have been rather haphazard. Scattered housing patterns have resulted in high costs to local communities in the form of lost farmland, increased demand for public services, and conflicts between homeowners, farmers, environmentalists, and



recreationalists. Demand for home sites also drives land costs upward, reducing the ability of farmers to buy land to either begin farming or expand existing operations.

Existing older housing stock provides community character and reflects the historical development of the area. Older neighborhoods often offer the best opportunities for low income housing that can be rehabilitated using community improvement programs. Abandoned historic industrial buildings and old schools can be retrofitted and preserved to provide unique and attractive affordable housing for the community.

## **Transportation**

Transportation planning should consider the transportation needs of the area. Transportation is critical to the agricultural community because it provides access to suppliers, processors, haulers, and other support industries. The transportation network also allows goods to be brought to local, regional, national, and international markets. An efficient transportation network can increase income levels for Wisconsin farmers. Additionally, when planning for transportation, it is important to consider how rural residential developments and expanding agricultural operations will affect the transportation infrastructure and safety of the local area. Development and subsequent transportation improvements may impact the area's natural resources, wetland areas, and farmland adjacent to existing highway corridors. To minimize this impact, the Town of Aurora, Town of Bloomfield, and Waushara County should monitor these situations and consider development techniques that offer greater environmental protection.

When transportation corridors are expanded or proposed, care should be taken to minimize the effects on historical and cultural resources. Sensitivity must be shown for historic buildings and markers as well as archaeological sites and objects. The integrity and identity of a community is dependent on the preservation of its historic character and distinctive natural features. For example, the identity and aesthetics of a historic neighborhood can easily be threatened by a street widening project that removes large trees and narrows street terraces.

## **Utilities and Community Facilities**

Planned development leads to an efficient use of public infrastructure and reduces the amount of sprawl, which leads to the consumption of the rural landscape and other natural resources. Educating local officials and citizens about how local land use decisions impact the agricultural industry is important if the ability to grow and raise food is to be preserved. Diminishing farmland also affects a community's ability to land spread bio-solids, a byproduct of the wastewater treatment process. As large areas of farmland in close proximity to suburban areas decrease, communities must travel longer distances to dispose of this waste, thereby increasing the cost of sewage disposal.

Similar to farmland, our natural resources are limited and are being consumed at an alarming rate. Fossil fuel emissions lead to persistent health and environmental problems; regional haze; acidification of surface waters and forests; mercury in fish and other wildlife; acidic damage and erosion to buildings and other materials; ozone damage to forests; and eutrophication of water bodies. Renewable energy, or an alternative energy source, is created from sustainable natural

resources. Corn and other cellulose products can be used to produce ethanol for alternative fuel vehicles. Wind energy provides an alternative to coal and natural gas boilers.

To maintain our quality of life, it is essential that not only is growth accommodated but that it be done while protecting our natural environment. The quality of the region's surface and groundwater resources are linked to the proper siting, installation, and maintenance of individual on site wastewater systems. Improper treatment and discharge of human waste and bacteria can contaminate public and private water supplies. The impact of increased development and associated impervious area can adversely affect groundwater quality and quantity.

Public buildings such as city or town halls, county courthouses, schools, water treatment plants, water towers, libraries, and fire stations are often architecturally significant landmarks in a community and are an important element of the community's character. Even when these buildings have outgrown their original use, they are often converted into a community center, senior center, housing or another productive use due to the community's attachment to them.

### **Land Use**

Land use is an integral part of all the elements in the plan. Residents have clearly indicated through the community survey that preservation of agricultural land and the area's natural resources is very important to them. People also expressed the need for planning to protect the rural atmosphere while allowing for controlled orderly development. Opportunities for historical preservation should also be considered in all future planning, zoning, and development decisions.

### **Intergovernmental Cooperation**

Many agricultural and natural resource issues go beyond local boundaries. Watersheds and other ecosystems, economic conditions, transportation patterns, and housing can impact regions as a whole. Air and water pass over the landscape so that one jurisdiction's activities can affect other jurisdictions located downwind or downstream. Regional development patterns and neighboring municipal land use policies also affect land price, availability of land, and the economic performance of local farms in adjoining towns. Unless towns, cities, villages, and counties communicate and coordinate effectively, it will be difficult to control growth in agricultural areas that preserves farmland and protects natural resources.

Preserving a community's heritage allows people to connect with the past. Unfortunately, little has been done in the area to establish a base of historically significant buildings and other features. The Wisconsin Historical Society's Division of Historic Preservation provides funding to local governments and non-profit organizations. These funds can be sought independently or collectively with neighboring communities to fund architectural and historical surveys. Communities should also work together to utilize existing local expertise on not only the history of the area, but also on historic preservation issues.

## POLICIES AND PROGRAMS

### State, Regional, County, and Local Policies

**Wisconsin Administrative Code.** Comm 83, revised during the 1990s to add provisions for new wastewater treatment system technologies and land suitability criteria, came into effect on July 1, 2000. Unlike the code it replaced, the new rules prescribe end results – the purity of wastewater discharged from the system – instead of specific characteristics of the installation. This rule provides land owners with more on-site wastewater treatment options, while at the same time protecting natural resources and groundwater. Within Waushara County, holding tanks are banned for new construction and are not allowed for replacement systems unless the property cannot support any other on-site sewage disposal systems.

NR-103, Water Quality Standards for Wetlands, establishes water quality standards for wetlands.

NR-115, Wisconsin's Shoreland Management Program, requires counties to adopt zoning and subdivision regulations for the protection of all shorelands in unincorporated areas.

NR-116, Wisconsin's Floodplain Management Program, requires municipalities to adopt reasonable and effective floodplain zoning ordinances.

NR-117, Wisconsin's City and Village Shoreland-Wetland Protection Program, establishes minimum standards for city and village shoreland-wetland zoning ordinances.

NR-135 was established to ensure that nonmetallic mining sites are properly abandoned. This law promotes the removal or reuse of nonmetallic mining refuse, removal of roads no longer in use, grading of the nonmetallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative groundcover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing nonmetallic mining sites, and development and restoration of plant, fish and wildlife habitat if needed to comply with an approved reclamation plan.

NR-243, Animal Feeding Operations, purpose of this chapter is to implement design standards and accepted manure management practices for concentrated animal feeding operations. This chapter also establishes the criteria under which the department may issue a notice of discharge or a permit to other animal feeding operations which discharge pollutants to waters of the state or fail to comply with applicable performance standards and prohibitions in [ch. NR 151](#).

**Wisconsin State Statutes.** The towns of Aurora and Bloomfield have adopted village powers under Wis. Stats. Ch 60, S. 60.62. This allows the towns to adopt their own zoning regulations, provided they are at least as restrictive as the Waushara County's. However, since Waushara County has already adopted a County Zoning Ordinance, the towns would need to obtain permission from the County prior to adopting town zoning.

Wis. Stats. S. 93.90 and rule ATCP 51, Livestock Facility Siting Law regulates the siting of new and expanded livestock operations. The statute limits the exclusion of livestock facilities from agricultural zoning districts. It establishes procedures local governments must follow if they

decide to issue conditional use or other local permits for siting livestock facilities. It also creates the [Livestock Facility Siting Review Board](#) to hear appeals concerning local decisions on permits.

Wis. Stats. S. 823.08, Actions against agricultural uses. The "Right to Farm" law protects farmers from nuisance law suits related to odor and noise in normal agricultural operations provided that public health and safety are not endangered.

### ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central is currently working on a regional comprehensive plan. As a part of this planning effort, East Central has proposed several core policies and/or goals for agricultural, natural, and cultural resources.

### **Agricultural Resources**

- Encourage appropriate and practical conservation oriented land and wildlife management practices.
- Promote management of renewable resources in ways compatible with sustained yield.
- Support land use patterns which are consistent with soil suitability and other environmental considerations.
- Encourage development on lands not suitable for farming and community recreation.
- Maintain employment and increased income in the agricultural sector.
- Encourage contiguous planned development to eliminate the intermingling of farms and urban land uses.
- Preserve land suitable for the production of food and fiber to meet present and future needs.
- Promote adoption of exclusive agricultural zoning districts to ensure that valuable farming lands are not lost or disrupted by urban land uses.

### **Natural Resources**

- Improve and protect surface and groundwater quality.
- Improve and/or maintain high air quality.
- Preserve and protect environmentally sensitive areas and promote the linking of these areas into environmental corridors.
- Manage wildlife and wildlife habitat in a manner that maintains ecological stability and diversity while considering the social and economic impacts.

- Protect nonmetallic mineral deposit sites.
- Ensure sufficient natural public open space is provided to meet the active and passive recreational needs of all residents while preserving and protecting the region's natural and cultural resources.
- Promote the consideration of design and aesthetics as a means of ensuring that communities and the region as a whole remain attractive as places to live, work, and play.

### **Cultural Resources**

- Establish a regional cultural resource implementation committee to work on pursuing implementation of the regional cultural resources plan.
- Hold an annual Cultural Resources Summit where local organizations, preservation professionals, HP commissioners, and the general public could hear speakers, exchange ideas and interact with each other, raise and address current issues and needs, and encourage support for cultural resource appreciation, enhancement, and protection.
- Create a web-based clearinghouse to serve the region, offering a variety of resources to support preservation of our prehistoric and historic, archeological, and cultural heritage.
- Ensure that decision makers have an understanding of, and an appreciation for, cultural resource protection.
- Make the public better aware of the tax benefits and protections which are available to local landmarks, state and national register site properties, as well as associated responsibilities.
- Work with the Wisconsin Historical Society to increase access to the WHS WHPD database and expand its usefulness to a broader user base.
- Develop an easy, reliable way to alert local government officials conducting permit reviews, and prospective buyers making land/home purchase decisions, as to the location of culturally significant properties by including these cultural resource status designations in all title transfer records.
- Work with local and regional groups to update the State's list of archaeological and historical inventories.
- Revise the Wisconsin State Statutes (709.02) to expand and include "archaeological sites" as well as historic buildings and sites, in the items which realtors must make known to potential buyers.
- Prevent generational loss of cultural heritage by encouraging the use of more cultural resource programming in the history and social studies curriculum of K-12 and higher education institutions in the region.

- Establish a Cultural Resource Center for the ECWRPC region.
- Encourage greater interaction and sharing of ideas, resource materials, etc. between the private sector and the public sector, volunteers and professionals.

These policies and goals are consistent with the Town of Aurora and the Town of Bloomfield visions for the future to preserve the natural resource base while allowing for environmentally sound development and provision of recreational needs.

### ***County***

**Waushara County Zoning Ordinance.** The Waushara County Zoning Ordinance regulates zoning in the towns of Aurora and Bloomfield. The following Chapters contain relevant information.

Chapter 22, Manure Waste Storage Ordinance regulates the location, design, construction, installation, alteration, closure, and use of manure storage facilities in order to prevent water pollution and the spread of disease. The county does not currently regulate large animal farming operations (CAFOs); however, regulation of these operations is being investigated and may be included under the Manure Waste Storage Ordinance.

Chapter 58, Zoning defines the different zoning categories and identifies what land uses are permitted in a given zone (Exhibit 8-2). Approximately 59 percent of Aurora and 84 percent of Bloomfield is zoned for General Agriculture (A-G) with the bulk of the remaining area in each town zoned as Natural Resource Preservation (NR). Each town also has a limited amount of land assigned to other zoning districts, including Agricultural Residential (A-R) and Single Family (R-20), which allow for on-site conventional septic systems. Exclusive agricultural zoning is not practiced within the county. The A-G zone is designed primarily for large-scale agricultural uses of land related to growing of crops and the raising of livestock. However, single family residential homes are permitted. The A-R zoning provides a semi-rural type of environment, allowing for general agricultural use. According to the Waushara County Zoning Ordinance, all unincorporated areas within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages within 300 feet of the ordinary high water mark of a navigable river or stream fall under Shoreland Jurisdictional Area. Restrictions meant to protect these areas address lot size, setbacks, building, permitted uses, vegetative shore cover, grading and filling.

**Waushara County Farmland Preservation Plan.** Waushara County adopted a Farmland Preservation Plan on June 9, 1981. The goal of program is to preserve productive and potentially productive agricultural land, forest land, and environmentally sensitive areas while providing other areas for well planned growth in other appropriate areas of the county. Adoption of this plan allows farmers in preservation areas (existing farms with a minimum of 35 acres of productive cropland that are mapped as preservation areas) to sign a voluntary agreement under the State's Farmland Preservation Act for tax credits. Even though existing cropland is enrolled in this program, farmland in the County continues to be lost as more people seek homesites in rural areas.

***Local***

**City of Berlin Extraterritorial Zoning.** The City of Berlin has adopted extraterritorial zoning within the Town of Aurora. The City of Berlin Zoning Ordinance regulates zoning within 1.5 miles of the corporate limits of the City of Berlin.

**Federal And State Programs*****Federal*****United States Department of Agriculture**

**Conservation Reserve Program (CRP) and Conservation Reserve Enhancement Program (CREP).** These programs protect sensitive land by reducing erosion, increasing wildlife habitat, improving water quality, and increasing forestland. CREP, a partnership between federal and state agencies and county land conservation departments, allows a landowner to enroll agricultural lands into various land conservation management practices. To be eligible under this program, farmland needs to be highly prone to erosion and must have been planted for 4 to 6 years before the enactment of the 2002 law. Marginal pastureland is also eligible. Producers need to develop and follow a plan for the conversion of cropland to less intensive use and to assist with the cost, establishment, and maintenance of conservation practices. More information can be found at <http://www.nrcs.usda.gov/Programs/crp/> and <http://www.fsa.usda.gov/FSA/webapp?area=home&subject=copr&topic=cep>.

**Grassland Reserve Program (GRP).** This program is used to protect private grasslands, shrublands, and pasturelands. Agricultural areas which were formerly one of these ecosystems are also eligible for enrollment. The program helps to restore native grasslands and forbs by banning any agricultural practice which requires breaking the ground. Landowners must place their land into an easement for a period of between 10 and 30 years. An accompanying restoration plan delineates how best to return the area to a natural state. Program participants must share in installation costs. More information can be found at <http://www.fsa.usda.gov/FSA/webapp?area=home&subject=copr&topic=grp>.

**Wildlife Habitat Incentives Program (WHIP).** This voluntary program is used to develop or improve wildlife habitat on privately owned land. All private land is eligible for this program unless the land is enrolled in CRP, WRP, or other similar programs. Producers must design and implement a wildlife habitat development plan and assist in the implementation costs. More information can be found at <http://www.nrcs.usda.gov/Programs/whip/>.

**Grazing Lands Conservation Incentive.** This program provides cost sharing to improve grazing land management. More information can be found at <http://www.nrcs.usda.gov/Programs/glci/>.

**Environmental Quality Incentives Program (EQIP).** This voluntary conservation program promotes agricultural production and environmental quality and compatible goals. Financial assistance and technical help are offered to assist eligible participants in the installation and implementation of structural improvements and management practices which better protect agricultural land from environmental degradation. All private agricultural land is eligible for enrollment including cropland, grassland, pastureland, and non-industrial private forestland.

Participants are required to develop and implement a EQIP plan that describes the conservation and environmental purposes to be achieved. Participants must share in the overall costs. More information can be found at <http://www.nrcs.usda.gov/Programs/eqip/>.

**Forest Land Enhancement Program (FLEP).** This program aids landowners in the application of sustainable forestry on private land. The program places a permanent easement on farmland. All non-industrial private forestlands are eligible for financial, technical, and educational assistance. Landowners must develop and implement a management plan to harvest timber while protecting the environmental quality of the forest. More information can be found at <http://www.fs.fed.us/spf/coop/programs/loa/flep.shtml>.

**USDA Farmland Protection Policy Act (FPPA).** The purpose of this program is to maintain prime farmland in agricultural use through agricultural conservation easements. This program provides funding for state, tribal, or local government to purchase development rights on prime agricultural land. More information can be found at <http://www.nrcs.usda.gov/programs/fppa/>.

**Wetland Reserve Program.** This program which provides financial and technical assistance to private landowners to restore, protect, and enhance wetlands. The management goals include restoring both the functional values of the wetlands and providing optimal wildlife habitat. Most private wetlands that were converted to agricultural uses prior to 1985 are eligible. Participants must develop and follow a plan for the restoration and maintenance of the wetland and, if necessary, assist in the cost of restoration. More information can be found at <http://www.nrcs.usda.gov/PROGRAMS/wrp/>.

## **US Environmental Protection Agency**

**Clean Water Act (1977).** The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the United States.

**National Pollution Discharge Elimination System (NPDES) Storm Water Program.** The NPDES program addressed the non-agricultural sources of storm water discharge and the Safe Drinking Water Act.

## ***State***

### **Wisconsin Department of Agriculture, Trade and Consumer Protection**

**Wisconsin Farmland Preservation Program.** The 1977 Wisconsin Farmland Preservation Program was developed to preserve farmland through local planning and zoning; promote soil and water conservation; and provide tax relief to participating landowners. Landowners qualify if their land is located in an exclusively agricultural zoning district or if they sign an agreement to use their land exclusively for agricultural purposes. Participating landowners must comply with soil and water conservation standards set by the state Land Conservation Board.

### **Wisconsin Department of Revenue**

**Farmland Tax Relief Credit Program.** The Farmland Tax Relief Credit Program provides tax relief to all farmland owners with 35 or more acres. The credit is computed as a percentage of



the first \$10,000 in property taxes up to a maximum credit of \$1,500. The DOR determines the actual percentage based on the estimated number of claims and amount appropriated for the credit.<sup>26</sup>

## **Wisconsin Department of Natural Resources**

**Wisconsin Pollutant Discharge Elimination System Permits (WPDES).** The Wisconsin Pollutant Discharge Elimination System Permits (WPDES) was instituted as a complement to the NPDES program. WPDES regulates municipal, industrial, and agricultural operations which discharge (or have the potential to discharge) into local surface waters. Depending on the site-specific land use, the program regulates three different uses. Wastewater discharge permits regulate effluents discharged by industries and municipalities into surface and groundwater. Construction sites greater than one acre and industrial sites (non-metallic mining) are regulated through stormwater runoff permits.<sup>27</sup> Concentrated Animal Feeding Operations (CAFOs) with 1,000 animal units or more are regulated as a result of potential contamination from animal waste.<sup>28</sup> If an individual operation is found to be a significant contributor of pollutants, it may be considered a medium-sized CAFO; permits can be issued for medium-sized CAFOs which exceed 300 animal units.

In order to be defined a CAFO, the agricultural operation must first be defined as an animal feeding operation (AFO). AFOs are facilities which animals are stored, stabled, or fed for at least 45 days within a 12 month period and which vegetation or post-harvest residues are not sustained in the normal growing season over any portion of the facility.<sup>29</sup> Permits require CAFOs to provide runoff management plans for outdoor lots and feed storage areas; a manure storage facility plan/diagram, an annually updated comprehensive manure management plan; and routine monitoring and reporting of daily operations. Permits are issued for a maximum of five years. The permit system regulates land application, manure storage, and runoff management; it does not address noise, land values, traffic, odors, or other similar types of issues because there is no statutory authority to do so. These issues must be regulated by county and local ordinances.

**Forest Crop Law and Managed Forest Law.** In 1927, the Wisconsin Legislature enacted the Forest Crop Law (FCL), a voluntary forest practices program to encourage sound forestry on private lands. It has promoted and encouraged long-term investments as well as the proper management of woodlands. This law allowed landowners to pay taxes on timber only after harvesting, or when the contract is terminated. Since the program expired in 1986, participants are not allowed to re-enroll in the program. Since 1986, the Managed Forest Law has replaced the Forest Crop Law.

The Managed Forest Law (MFL), enacted in 1985, encourages the growth of future commercial crops through sound forestry practices. To be eligible, a landowner must own at least 10 contiguous acres of woodlands in a village or town. The landowner must implement a forestry management plan for future commercial harvests on the land. Contracts can be entered for a

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<sup>26</sup> Wisconsin Department of Revenue. 2002. *Division of Research and Policy Farmland Preservation Credit Program and Farmland Tax Relief Credit Program.*

<sup>27</sup> Wisconsin State Statutes NR 135 and NR 216.

<sup>28</sup> Wisconsin State Statutes NR 243.

<sup>29</sup> U.S. Environmental Protection Agency and U.S. Department of Agriculture. 1999. *Unified National Strategy for Animal Feeding Operations.*

period of either 25 or 50 years. Portions of the land enrolled are open to public access for hunting, fishing, cross-country skiing, sight-seeing, and hiking. The program recognizes individual property owners' objectives while providing for society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources.

**Wisconsin Forest Landowner Grant Program.** The Wisconsin Forest Landowner Grant Program assists private landowners in protecting and enhancing their woodlands. Only private non-industrial forest owners of at least 10 acres but no more than 500 acres who have an approved or pending forest stewardship management plan are eligible for assistance. Qualified projects include reforestation; soil and water protection; wetland and riparian protection, restoration, and creation; fish and wildlife habitat enhancement; recreational, historic, and aesthetic forest enhancement; and endangered or threatened resources protection.

**Forest Land Enhancement Program (FLEP).** The purpose of this program is to assist private landowners in protecting and enhancing their forested lands and water by providing cost-share reimbursement for sustainable forestry practices.

**Partners for Fish and Wildlife.** Partners for Fish and Wildlife is a program which provides financial and technical assistance to private landowners to restore, protect, and enhance wildlife habitats on their land. This is a voluntary incentive based program. State resource agencies and individual landowners work closely with the Service to help establish priorities and identify focus areas. The restoration of degraded wetlands, native grasslands, streams, riparian areas, and other habitats to conditions as close to natural is emphasized. The program's philosophy is to work proactively with private landowners for the mutual benefit of declining Federal trust species and the interests of the landowners involved. A 50 percent cost sharing is required from individual landowners. Landowners must sign an agreement to retain the restoration for a minimum of 10 years. During this time period, no other private property rights are lost.

### **Wisconsin Historical Society**

The Wisconsin Historical Society (WHS) Division of Historic Preservation (DHP) provides funds for conducting surveys to identify and evaluate historical, architectural, and archaeological resources, nominating properties and districts to the National Register, and carrying out a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identified target communities during each funding cycle. In recent years the DHP has favored underrepresented communities: unincorporated communities or villages or fourth-tier cities with a population less than 5,000. A set of funds is also designated for use by Certified Local Government (CLG) status communities. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

**Federal Historic Preservation Credit.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in the federal income taxes. To qualify, buildings must be income producing historic buildings, must be listed on the National Register of Historic Places, or contribute to the character of a National Register Historic District.

**Wisconsin Supplemental Historic Preservation Credit.** This program returns an additional 5 percent of the cost of rehabilitation to owners as a discount on their Wisconsin state income taxes. Owners that qualify for the Federal Historic Preservation Credit automatically qualify for the Wisconsin supplement if they get National Park Service approval before they begin any work.

**25-Percent State Income Tax Credits.** This program can be used for the repair and rehabilitation of historic homes in Wisconsin. To qualify, buildings must be either listed on the state or national register; contribute to a state or national register historic district; or be eligible for individual listing in the state register.

**EXHIBIT 7-1**  
**IMPORTANT FARMLAND CLASSES**

**EXHIBIT 7-2**

**SOIL LIMITATIONS FOR ON-SITE WASTE DISPOSAL**

**EXHIBIT 7-3**

**SOIL POTENTIAL FOR BUILDING SITE DEVELOPMENT**

**EXHIBIT 7-4**

**SOIL LIMITATIONS FOR SEPTAGE SPREADING**

**EXHIBIT 7-5**  
**STEEP SLOPES**



**EXHIBIT 7-6**  
**FLOODPLAINS**

**EXHIBIT 7-7**  
**WDNR WETLANDS**

**EXHIBIT 7-8**  
**DEPTH TO GROUNDWATER**

## **AGRICULTURAL RESOURCES - Town of Aurora**

### **Goal AG 1. Maintain the economic viability of the area's agricultural community.**

#### **Objectives:**

- **AG 1.1. Preserve the "right to farm" in the Town of Aurora.** Increasing residential development in rural areas leads to conflicts with existing agricultural operations. Modern day agriculture is an industrial activity; too often, residents new to living in rural areas find that many aspects of a farming operation are objectionable. Their collective voices can often make it difficult for a farmer to operate at his convenience and, more importantly, at maximum efficiency and profitability. While the town does not want to preclude farmers from selling off agricultural land for residential development, it would like to support farmers that wish to remain in farming. Even though Wisconsin State Statutes 823.08 protects farmers from nuisance actions, the town would like to lesson the number of potential conflicts that can occur.

#### **Strategies:**

- **The town should identify all farms and/or properties based on objective criteria.** This list should be updated every 5 years.
  - **The town should invite farmers to an annual town board meeting to keep communications open and share ideas.**
  - **The town should develop an informational fact sheet that acknowledges the fact that farming operations may exhibit noise, odor, dust and hours of operation may begin before dawn and extend well past dark.**
  - **The town should require that a "Right to Farm" statement be added to all plats within the Town of Aurora.**
- **AG 1.2. Maintain a critical mass of farmers needed to sustain the agribusiness community and other support businesses.** The decline in the number of farms has hurt many support businesses, some of which no longer exist in the area. As a result, farmers often have to travel greater distances for equipment, supplies, and other services. To sustain the agribusiness community, enough farmers need to remain in farming to make it cost effective for support businesses to remain or relocate to the area.

#### **Strategy:**

- **Encourage farmers in the town and county to explore opportunities for alternate specialty agricultural products, methods and services.** Even though traditional farming operations are decreasing in the town, other rural based businesses are being developed. The town supports an agricultural economic base and encourages farmers in both the town and the county to explore opportunities for alternative product and services. Non-traditional businesses that have been developed in the town include small hobby farms, equestrian facilities, nurseries and elk farms.
- **AG 1.3. Encourage farmers to work with educators and other resource specialists to make their operations more economically viable.** New tools,

techniques and trends in equipment, products and crops are constantly being developed. To enhance their ability to compete not only locally, but also globally, farmers need to keep apprised of the latest information.

**Strategy:**

- **The County and UW-Extension should provide information and resources to farmers who are seeking to innovate, modernize or maintain their operation.** A sound business plan combined with adequate financing at a favorable rate could well be the key driver in a farmer's decision to continue in agriculture. Information that is provided should support a wide range of agricultural interests and could include information similar to the Main Street program.
- **AG 1.4. Solicit the expansion and/or creation of new complementary industrial and commercial agribusinesses and support local farm product processing and marketing initiatives.** Local farm markets can provide an outlet for locally produced products. Area grocers, restaurants, schools, nursing homes, and other food providers can help the local farm economy by making an effort to purchase directly from local farmers.

**Strategies:**

- **Participate in a countywide effort to organize, promote and market agriculture as a tourist attraction.** This could include a bed and breakfast that incorporates life on the farm; expansion of "Breakfast on the Farm", which could include additional weekends around the county along with weekend long community activities and the marketing of farm or homemade products or restaurants that promote farm or Amish cooking, country store, Amish or homemade wood products that are made locally, pumpkin patch, wagon rides, apple orchard, lease tree or hive for a year, life on the farm 100 years ago, etc.
- **Promote the expansion of commercial agribusinesses within the county.** To help keep agriculture viable, farmers need an outlet to market or sell products; this could include the addition of a cannery in the county. Local restaurants should be encouraged to buy, use and promote local products in their menus. Local stores should also be encouraged to market and sell products that are produced locally.
- **AG 1.5. Provide incentives to maintain land in agricultural use.** The decline in the number of farms has hurt many support businesses, some of which no longer exist in the area. As a result, farmers often have to travel greater distances for equipment, supplies, and other services. It is in the town's interest to join the county, other towns, and area communities to sustain the agribusiness community by retaining enough farmers that the local farm economy is sufficiently viable to make it cost-effective for support businesses to remain or relocate to the area. Property taxes and high land cost can often make it difficult for a farmer to justify staying in farming. While use value assessment has helped address the tax issue, a farmer wishing to expand his operation or a new farmer wishing to get into farming cannot afford to purchase land when the cost of raw land is inflated to reflect its development potential.

**Strategies:**

- **Encourage enrollment in agricultural assistance programs.**
  - **Distribute fact sheet of agricultural assistance programs as requested.**
  - **Encourage environmentally friendly agricultural practices.**
- **AG 1.6. Manage growth and development so that the agricultural base, rural character and aesthetics of the town are preserved.**

**Strategy:**

- **Establish a 300 foot maximum setback for residential structures within the general agricultural zoning district.** The 300 foot maximum setback pertains to any lot on a public thoroughfare and is measured from the right-of-way line.

**Goal AG 2. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.****Objectives:**

- **AG 2.1. Educate new rural residents about the rural lifestyle and its implications.** An understanding of rural lifestyles and its implications has the potential to eliminate many of the conflicts that occur between residents and farming operations. Education will give the non-farm community more awareness of farming issues and lifestyles.

**Strategies:**

- **Develop community suppers.** Community suppers could promote the "sense of community" and would allow neighbors and other members of the community to connect with each other for a common bond. These suppers could rotate throughout the county, between the various communities and could be expanded to include family activities.
  - **Encourage the farm bureau, UW-Extension and FFA to work with the non-farm community to promote rural lifestyles and activities.** This could include expansion of the county fair to include farm machinery and other agricultural events.
- **AG 2.2. The Town should take measures to ensure that existing agricultural and residential land uses are not in conflict with each other, and that new development does not disrupt the existing agricultural community.**

**Strategy:**

- **The town encourages the use of appropriate "buffer zones" between new rural residential development and existing farming operations to minimize land use conflicts.** Development adjacent to existing farming operations can cause land use conflicts. The town recommends that a 1,000 foot buffer zone be established around existing working farm operations. Encroachment upon these buffer zones automatically implies acceptance of the farm and its operations.

**Goal AG 3. Provide opportunities for farmers to profit from the equity in their land.**

**Objectives:**

- **AG 3.1. Educate farmers on how to take advantage of their land's development potential in ways that maintain the utility of remaining lands for productive agricultural activities.** Many farmers hope to use proceeds from the sale of a portion of their lands for non-farm uses to help underwrite their ability to continue a viable farming operation. Farmers benefiting the most from selling off parts of their farm are those who carefully weigh the profits earned from the sale of smaller less productive parcels with the loss of productivity on the farm's remaining acreage. Without adequate forethought, the ability to maintain a viable farming operation (and the remaining raw land value) once portions of a farm are sold can be inadvertently compromised. Another option may include a farmer subdividing his land for hobby farms.

**Strategy:**

- **Establish a list of relevant informational sources.**
- **AG 3.2. Identify ways to enable retiring farmers to pass farms on to their heirs or other farmers.** Not all farmers can or want to sell off their farms for development. Many hope that their children or someone else will continue to operate their farms following their death. Estate planning can help make the ensuing transfer orderly and less financially painful.

**Strategies:**

- **Encourage farmers to become educated in the various methods that may enable them to pass their farm onto their heirs or other farmers.** This could include Deed restrictions, permanent easements, estate planning or use value assessment. Deed restrictions and permanent easements are voluntary approaches to land management and preservation. This restriction or easement could be placed on the property or portions of the property that could preclude farmers from developing or subdividing their land thus preserving this use for future generations. Estate planning addresses the need for farmers to consider what will happen to their farm in the future. Use value assessment requires assessors to calculate real estate taxes in accordance with a property's use.
- **Encourage high schools and vocational schools to incorporate education in their curriculum that encourages and educates young people about farming.** This curriculum is available in other schools and could be promoted by FFA.

## NATURAL RESOURCES - Town of Aurora

### **Goal NR 1. Preserve the quality and quantity of the area's groundwater supplies.**

#### **Objectives:**

- **NR 1.1. Ensure that adequate amounts of safe drinking water are available throughout the town.** The Town of Aurora is served by private wells. Maintaining an adequate supply of safe drinking water is critical to the well-being of both existing and future residents.

#### **Strategies:**

- **Monitor on-site waste disposal systems.** The Town of Aurora supports a uniform county requirement regarding the inspection of on-site systems at the time of property transfers and the ongoing periodic inspections of these existing systems.
  - Support appropriate mechanisms to ensure testing on a regular basis.
  - Support the requirement of on-site system testing as part of ownership transfers.
- **Limit development near the town's former landfill.** Encourage the county to continue to inform potential landowners and new property owners at the time of property transfer and prior to approval of a building permit if the property is within 1,200 feet of the former town landfill. Notification should indicate that more information be obtained before constructing a well.
- **Encourage the county to evaluate the groundwater quality and quantity within the county.**
  - Encourage the county to develop a County-wide Water Management Plan.

### **Goal NR 2. Maintain and improve the water quality of our lakes, streams and rivers.**

#### **Objective:**

- **NR 2.1. Reduce non-point nutrient runoff into lakes, streams and rivers.** Maintaining the water quality in area lakes and rivers helps preserve a high-quality aquatic ecosystem. Nutrient loads raise water temperature, contributing to the growth of excessive aquatic vegetation including invasive species. When these conditions exist, opportunities for quality water-based recreation (boating and swimming as well as fishing) are greatly diminished. Additionally, particularly for shoreline residents, poor surface water quality adversely impacts the aesthetic values of the water resource and can lead to decreased property values.

#### **Strategies:**

- **Encourage farmers to use best farm management practices (i.e. fertilizer use/timing, no-till planting, contour plowing, fencing water bodies from livestock, re-establishing windbreaks).**
  - Encourage UWEX to provide growers with appropriate educational materials on best management practices.



- **Control storm water runoff from construction activities and impervious surfaces.**
    - Provide an informational fact sheet that describes new techniques for storm water management.
    - Enforce mandatory construction site erosion requirements.
    - Incorporate storm water runoff and detention requirements from impervious surfaces such as building footprints, parking areas, and other hardscapes as specific site criteria in the building permit application.
  - **Maintain a buffer of native vegetation along shorelines and wetlands.**
    - Support the county enforcement of current regulations that protect wetlands from development.
    - Support the county enforcement of current regulations regarding shoreline vegetation removal.
  - **Minimize nutrient contributions from private on-site septic systems.**
    - Work with the county to discourage development in areas poorly suited for on-site waste disposal by using available regulatory tools to protect critical areas from development.
    - The Town of Aurora supports a uniform county requirement regarding the inspection of on-site systems at the time of property transfers and the ongoing periodic inspections of these existing systems.
- **NR 2.2. Work with the WDNR and the County to enhance the quality of the Aurora Millpond area and Willow Creek.**

**Strategy:**

- **Monitor the recommendations from the WDNR and the County Land Conservation Committee's study for the Fox River, Aurora Millpond, Willow Creek, Barnes Creek, and Pine River.**

**Goal NR 3. Protect key natural features and resources.**

**Objectives:**

- **NR 3.1. Work toward the control of invasive species in the Millpond, river, streams, wetlands, and forests.** Since most invasive plant and animal species have been introduced from overseas, they generally have no natural enemies to control their spread. Their unchecked growth destroys native habitat, reduces the ability of the natural resource base to accommodate high-quality recreational experiences, and can result in significant economic loss for individuals as well as the area in general.

**Strategies:**

- **Increase public awareness of its role/responsibility in introducing/containing invasive species.**
  - Use media and educational materials to inform the public of issues and preventative measures.

- **Encourage property owners and other groups to address local problems.**
  - Direct local property owners and others towards state and federal agencies and non-profits that can provide technical assistance and funding incentives for undertaking control and preventative measures.
  - Encourage annual work days involving conservation groups, youth organizations, service clubs, etc.
- **Support a countywide coordinated approach to deal with specific problem species on a countywide basis.**
  - Encourage local input to conduct an inventory and establish priorities for addressing concerns at the countywide level.
- **NR 3.2. Preserve the natural shoreline areas of our waterways.** Areas of the Fox River, Aurora Millpond, and Willow Creek remain mostly undeveloped. While the majority of these areas are surrounded by wetlands and other conditions that restrict development, others remain unprotected. Most are also environmentally fragile and their naturally vegetated shorelines are essential to protect them from materials that result in diminished water quality. Since the amount of shoreline is a relatively finite resource, however, these water bodies may face development pressure in the future and could quickly suffer environmental degradation unless their shoreline areas are preserved.

**Strategy:**

- **Discourage future shoreline development of the Fox River, Willow Creek and the Aurora Millpond in areas identified by the community as worth preserving in their natural state.**
  - Encourage innovative development techniques that minimize the impact on resources and the environment.
- **NR 3.3. Maintain wetland areas in native vegetation.** Wetlands provide important benefits in maintaining water quality, minimizing potential flooding, and providing habitat for a variety of native wildlife species. Although the loss of wetlands has been significant and dates back to the area's early settlement, for the most part, current regulations have been relatively effective in protecting remaining wetlands from a similar fate.

**Strategies:**

- **Support existing county zoning that requires a buffer of native vegetation adjacent to all designated wetlands.**
- **Control the spread of invasive species.**
  - Support the removal of non-native vegetation adjacent to wetlands and water bodies.
- **NR 3.4. Maintain a quality forest resource.** About a quarter of the town's total area is presently wooded. These woodlands provide attractive building sites but, equally important, also are an important economic resource for individual property owners and provide employment opportunities for area residents. Additionally, most of the wooded

acreage is a natural ecosystem, providing wildlife habitat and playing a major role in the scenic character so highly valued by residents and visitors alike.

**Strategies:**

- **Encourage private landowners to manage their forests and woodlots as sustainable resources.**
  - The town should provide literature to interested landowners on available incentive and technical assistance programs.
- **Support controls for the spread of diseases and insects which threaten the resource.**
  - Use educational materials to help the public identify diseases and insect pests when they occur in the landscape.
  - Support regulatory tools designed to protect identified areas from development.
- **Work with the County to minimize fragmentation of larger forested areas.**
  - Work with UW-Extension to develop an information sheet that could be distributed to area realtors and new landowners.
  - Promote alternatives to land development/parcelization such as development rights and conservation easements.
  - Inform and educate property owners about alternatives to traditional land subdivisions.

**Goal NR 4. Strive to preserve the intrinsic visual qualities of our landscape that define its rural character.**

**Objectives:**

- **NR 4.1. Consider the visual impact of non-farm development on the rural landscape.**

**Strategies:**

- **Influence the types and locations of rural residential development.**
    - Encourage innovative development techniques that minimize the impact on resources and the environment.
    - Target specific areas in the town for small lot residential development.
  - **Regulate the placement of cell towers and/or wind generators.**
    - Support criteria and address these special uses where appropriate in the zoning ordinance.
- **NR 4.2. Eliminate unsightly properties and other elements generally regarded as eyesores.** Unkempt properties and other elements such as unscreened junkyards and discarded machinery and appliances are generally acknowledged as eyesores that contradict the common perception of scenic beauty. Although some aspects of the rural landscape and way of life by necessity are not always tidy, and in fact, some state of deterioration is often viewed as rural charm, those eyesores that are considered a blight on the landscape by most town residents are not looked on favorably.

**Strategies:**

- **Work with the county to enforce existing nuisance/litter ordinances and building codes.**
- **Reduce roadside littering.**
  - Commit to stronger support of county litter ordinances.
  - Step up educational efforts.
  - Promote expansion of the "Adopt-a-Highway" program.
- **NR 4.3. Preserve the night sky.** Until they have spent time in a rural area, most urban residents have no idea of the number of stars in the sky. Rural residents often comment that their ability to experience the night sky is one of the most rewarding aspects of rural living. For them, the glare and diffuse light from commercial activities and other illuminated sources is considered an intrusion they would like to see minimized or eliminated.

**Strategy:**

- **Consider controls for the direction, intensity, and "leakage" of exterior lighting.**
  - Work with the county to enact a light ordinance addressing shielding, light directing, and similar measures to address these concerns.

## **CULTURAL RESOURCES - Town of Aurora**

**Goal CR 1. Preserve the community's important cultural resources.** Integral to the tapestry of structures, fields, woodlands, and other features that define a community's visual character are those cultural resources that over time have been intrinsically interwoven into its growth and development. Preserving those resources deemed by residents to having made meaningful contributions to their community's heritage allows them to connect with its past history and provides an opportunity to pass on this heritage to future generations. These cultural resources often include archaeological sites dating from the area's pre-history, more recent historical sites and structures, important and unique architecture, elements reflecting its ethnic heritage, and other significant cultural features.

### **Objectives:**

- **CR 1.1. Compile an updated inventory of the significant cultural resources.** A survey of historical, architectural and archeological resources would give the town a base of information for future planning endeavors. It would also identify properties that are potentially eligible for inclusion on the National Register of Historic Places (NRHP).

### **Strategy:**

- **The Town of Aurora should consider seeking Certified Local Government (CLG) status through the DHP.** Participation in CLG program allows a local government to apply for sub-grants for certain preservation activities, review State and National Register nominations for properties within municipal boundaries, and use the Wisconsin Historic Building Code for locally designated historic buildings.
- **CR 1.2. Develop and utilize existing local expertise on historic preservation issues.** Waushara County has a local historical society that may have information on the area's history, including past events and personalities, as well as sites and structures. They and other individuals in the area may have an extensive collection of early photographs, artifacts and other memorabilia. This is an excellent resource that should be involved when decisions are needed regarding the potential remodeling/renovation or removal/demolition of key sites and structures.

### **Strategy:**

- **Support local historic preservation of structures and landmarks.**
  - Seek out local residents that have knowledge and are interested in historic preservation.
  - Seek input from these residents when decisions need to be made.
  - Utilize the City of Berlin Historical Society.
- **CR 1.3. Consistent with smart growth, consider opportunities for historic preservation in all future planning, zoning, and development decisions.** Land-use decisions made about transportation, zoning, and subdivisions can directly impact local efforts to preserve a historic building, an archaeological site or a historic area. Available information that has been assembled in the community is an important tool that provides a valuable reference for sound decision making.

**Strategies:**

- **The Town of Aurora should consider cultural resources and historic preservation in any future land use planning and development decisions it may undertake in the future.**
  - **The Town of Aurora should consistently seek the input from informed individuals when making decisions that involve existing sites and structures.**
- **CR 1.4. Educate local officials and the public at large on the importance of historic preservation.** Too often, local officials and residents alike have little understanding of why it is important to preserve certain sites and structures in their community. Preserving important sites and structures not only enables a community keep in touch with its past, it also can help promote a “sense of place”.

**Strategies:**

- **Work with owners of historic properties to seek available grants and other favorable funding sources.**
  - Encourage UWEX to take a lead role in making educational materials that provide guidance on building renovation and restoration projects readily available.
- **Provide educational materials related to the benefits available to properties enrolled on the National Register.**
  - Benefits include:
    - Protective consideration during state and federal projects
    - Tax credits for historic buildings (25% Historic Preservation Tax Credit for Income-Producing Properties, and the 25% Historic Homeowners Tax Credit).

## CHAPTER 8: LAND USE

### TABLE OF CONTENTS

Introduction .....	8-1
Vision Statement .....	8-1
Inventory and Analysis .....	8-1
Existing Land Use .....	8-1
Land Use Categories .....	8-2
Current Land Use Inventories .....	8-3
Town of Aurora .....	8-4
Town of Bloomfield .....	8-6
Zoning .....	8-7
Waushara County .....	8-7
City of Berlin.....	8-10
Development Trends.....	8-12
Town of Aurora .....	8-15
Town of Bloomfield .....	8-15
Building Permits .....	8-15
Town of Aurora .....	8-16
Town of Bloomfield .....	8-16
Density and Intensity.....	8-16
Density .....	8-16
Intensity.....	8-17
Development Considerations.....	8-17
Recommended State, Regional, and County Goals .....	8-17
State of Wisconsin .....	8-18
East Central Wisconsin Regional Planning Commission .....	8-18
Waushara County .....	8-19
Local Land Use Issues.....	8-20
Environmental and Public Utility .....	8-20
Land Supply .....	8-20
Land Price.....	8-20
Town of Aurora .....	8-21
Town of Bloomfield .....	8-21
Energy Demands .....	8-22
Future Land Use Projections .....	8-22
Future Land Use Map.....	8-22
Future Land Use Projections.....	8-23
Town of Aurora .....	8-24
Town of Bloomfield .....	8-26
Land Use Issues and Conflicts .....	8-29
Interrelationships with other Plan Elements .....	8-30
Economic Development .....	8-30
Housing .....	8-30
Transportation.....	8-31

Utilities and Community Facilities.....	8-31
Agriculture Resources .....	8-31
Natural Resources .....	8-31
Cultural Resources.....	8-32
Intergovernmental Cooperation .....	8-32
Policies and Programs.....	8-32
Regional, County and Local Policies .....	8-32
Zoning Ordinances.....	8-32
County Policies .....	8-33
Local Policies .....	8-34
Federal, State and Regional Programs .....	8-35
State of Wisconsin .....	8-35
Goals, Objectives and Strategies .....	8-43

## TABLES

Table 8-1	Aurora and Bloomfield Existing Land Use Summary, 2005/2006 .....	8-4
Table 8-2	Town of Aurora Existing Land Use, 2006 .....	8-5
Table 8-3	Town of Bloomfield Existing Land Use, 2005 .....	8-6
Table 8-4	Aurora and Bloomfield Zoning .....	8-12
Table 8-5	Residential Density, 1990 to 2000 .....	8-17
Table 8-6	Intensity, 2005/2006 .....	8-17
Table 8-7	Town of Aurora Land Use Projections .....	8-25
Table 8-8	Town of Bloomfield Land Use Projections.....	8-28

## FIGURES

Figure 8-1	Town of Aurora Existing Land Use, 2006 .....	8-5
Figure 8-2	Town of Bloomfield Existing Land Use, 2005 .....	8-7

## EXHIBITS

Exhibit 8-1	Existing Land Use.....	8-37
Exhibit 8-2	Existing Zoning .....	8-39
Exhibit 8-3	Future Land Use.....	8-41



## LAND USE

### INTRODUCTION

Land use directly influences all the various elements presented in the previous chapters. Many aspects of daily life within the planning area are impacted by elements of the previous chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions for factors including housing growth and the protection of natural resources. For example, rural areas in Waushara County are under pressure from scattered rural residential and vacation home development. Large lot development in rural areas has fragmented farmland and forests and placed greater stress on the lakes, streams, and other environmentally sensitive areas.

This chapter describes existing land use patterns and current zoning ordinances. Development trends over the past 20 years were analyzed, and future land use needs were extrapolated. Finally, the chapter discusses the land use policy context and the need for additional intergovernmental cooperation. Several potential land use conflicts are identified, and issues that must be addressed are discussed.

#### ***Land Use Vision for 2030***

*New growth has been accommodated in ways that preserve the Town's rural character and natural features (woodlands, farmland, wetlands, water features and other open space). Success has been achieved in siting new residential development so that the integrity of existing land uses, open space and the area's highly valued environmental features are protected. As a result, land use conflicts such as those between rural residential development and the ongoing farming operations and light industrial/commercial are minimal.*

*A heightened sense of community has been achieved in the town through an annual community "pride" day and potluck. This has not only given residents a chance to connect with neighbors and other members in the community, but it has been successful in improving and maintaining private and public properties and facilities.*

*The upgrade of STH 21 has greatly reduced congestion through the town and inspired the development of new highway oriented commercial development near the junction of STH 21 and 49. Extraterritorial planning activities have strengthened the relationship that the town has with the City of Berlin. Through this avenue, land use and boundary disputes have been resolved to the satisfaction of all involved.*

### INVENTORY AND ANALYSIS

#### **Existing Land Use**

A detailed field inventory of land uses was conducted in the towns of Aurora and Bloomfield in 2000. Subsequent updates to the original inventory were completed during the comprehensive

planning process. Land use information was compiled into the general land use categories and is presented in Table 8-1 and Exhibit 8-1. As a result of this inventory, a number of conclusions and issues have been identified, and recommendations have been made to guide future land use planning efforts in the planning areas.

### **Land Use Categories**

**Agricultural.** Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

**Residential.** Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family includes apartments of three or more units; condos; room and boarding houses; residence halls; group quarters; retirement homes; nursing care facilities; religious quarters; and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under residential.

**Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing; motion picture and sound recording; telecommunications; information systems; banks and financial institutions; real estate offices; insurance agencies and carriers; waste management; accommodations; restaurants and drinking places; repair and maintenance; personal and laundry; social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

**Industrial.** Industrial land uses represent a broad category of activities which involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction; manufacturing (includes warehousing with factory or mill operation); mining operations and quarries; and other industrial facilities (truck facilities).

**Transportation.** Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation is divided into two separate categories: transportation and airport. Transportation uses include highway and street rights of way; support activities for transportation (waysides, freight weigh stations, bus stations, taxi,

limo services, park and ride lots); rail related facilities; and other related categories. Airports included areas that are dedicated specifically to air traffic.

**Utilities/Communications.** Utilities and communications are classified as any land use which aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks); water treatment plants; wastewater processing (plants and lift stations); landfills (active and abandoned); and recycling facilities.

**Institutional Facilities.** Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools); hospitals; assemblies (churches, religious organizations); cemeteries and related facilities; all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.); and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

**Recreational Facilities.** Recreational facilities are defined as land uses which provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts, etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

**Water Features.** Water features include all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

**Woodlands.** Woodlands are forested areas which are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

**Other Open Land.** This category includes land which is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

### **Current Land Use Inventories**

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses

have been separated to obtain an accurate total of all related activities. Less than eight percent of land is developed in both the Town of Aurora and the Town of Bloomfield (Table 8-1). The primary developed land uses in both municipalities are single family residential, farmstead, and transportation. Unplanted woodlands, non-irrigated cropland, and other open land are the three most common land uses within the towns. In both towns, non-irrigated cropland comprises over 38 percent of the total land area, with unplanted woodlands comprising from a fifth to a third of the total land area.

**Table 8.1. Aurora and Bloomfield Existing Land Use Summary, 2005/2006<sup>1</sup>**

Land Use	Percent of Total	
	T. Aurora	T. Bloomfield
Single Family Residential	1.3%	0.8%
Farmstead	1.0%	0.9%
Multi-Family Residential	0.0%	0.0%
Mobile Home Parks	0.0%	0.0%
Commercial	0.3%	0.1%
Industrial	0.1%	0.0%
Recreational Facilities	1.9%	0.1%
Camps & RV Parks	0.0%	0.0%
Institutional Facilities	0.1%	0.1%
Utilities/Communication	0.1%	0.0%
Transportation	2.5%	2.6%
Total Developed	7.3%	4.5%
Non-irrigated Cropland	38.1%	42.7%
Irrigated Cropland	2.7%	0.0%
Planted Woodlands	1.4%	1.1%
Unplanted Woodlands	19.8%	33.2%
Quarries	0.0%	0.0%
Other Open Land	29.1%	16.9%
Water Features	1.5%	1.6%
Total Acreage	100.0%	100.0%

*Source: East Central Wisconsin Regional Planning Commission, 2005/2006*

A detailed analysis of existing land use for each community is found below. Residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family units, and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

### **Town of Aurora**

The Town of Aurora encompasses approximately 22,118 acres (Table 8-2 and Figure 8-1). Approximately 7 percent (7.3%) of the total area is developed. The primary developed uses include residential (single family, farmstead and multi-family, 32.3%), recreational facilities (26.6%) and transportation (34.7%). Collectively these uses account for about 94 percent (93.6%) of the developed area.

<sup>1</sup> Town of Aurora, updated by committee, 2006. Town of Bloomfield, updated, 2005.

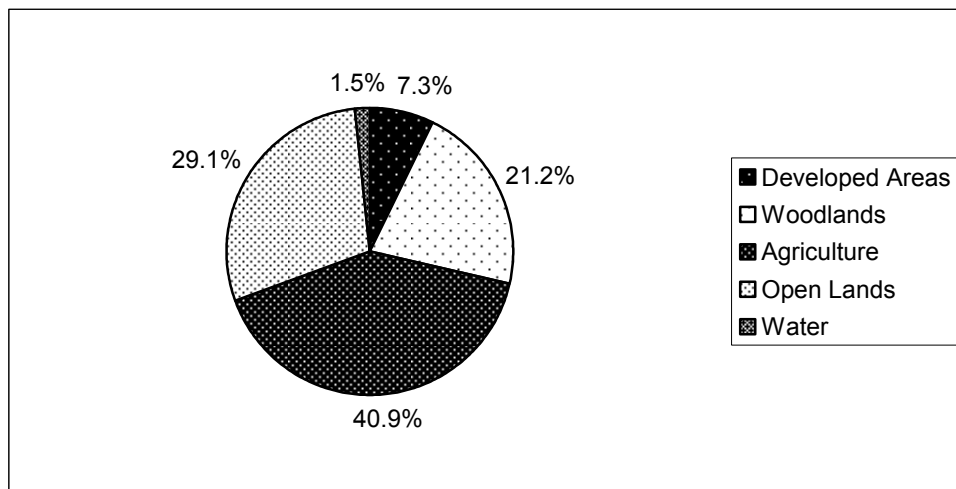
Overall, cropland (irrigated and non-irrigated) accounts for about 41 percent (40.8%) of the total land use, while other open land makes up another 29 percent (29.1%). Woodlands (planted and general, 21.2%) and water features (1.5%) comprises the remaining 23 percent (22.7%) of the remaining land uses.

**Table 8.2. Town of Aurora Existing Land Use, 2006**

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	290	18.1%	1.3%
Farmstead	220	13.7%	1.0%
Multi-Family Residential	9	0.5%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Commercial	60	3.7%	0.3%
Industrial	17	1.0%	0.1%
Recreational Facilities	428	26.6%	1.9%
Camps & RV Parks	0	0.0%	0.0%
Institutional Facilities	13	0.8%	0.1%
Utilities/Communication	15	0.9%	0.1%
Transportation	557	34.7%	2.5%
Total Developed	1,608	100.0%	7.3%
Non-irrigated Cropland	8,435		38.1%
Irrigated Cropland	606		2.7%
Planted Woodlands	307		1.4%
Unplanted Woodlands	4,387		19.8%
Quarries	9		0.0%
Other Open Land	6,428		29.1%
Water Features	338		1.5%
Total Acreage	22,118		100.0%

Source: East Central Wisconsin Regional Planning Commission, 2006

**Figure 8.1. Town of Aurora Existing Land Use, 2006**



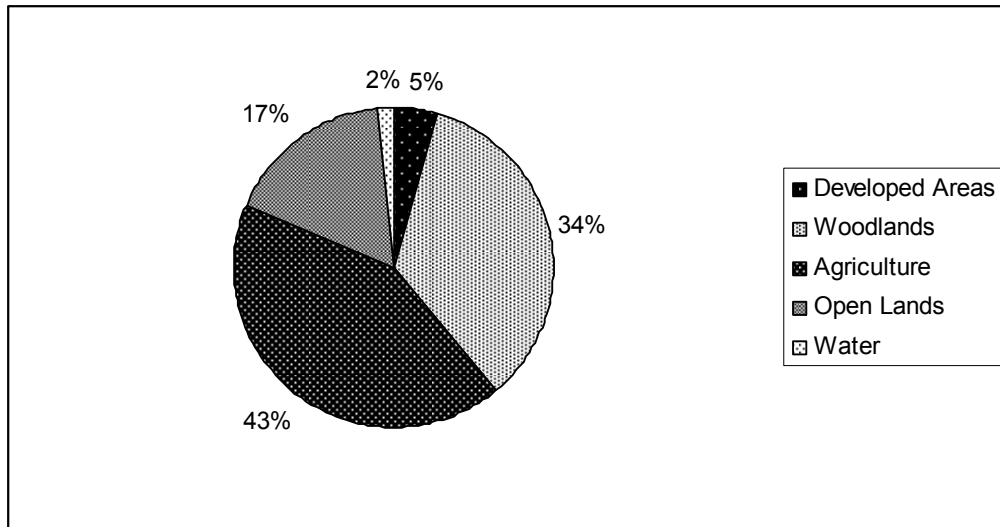
## **Town of Bloomfield**

The Town of Bloomfield is a largely undeveloped town in which agriculture is the most predominant land use (Table 8-3 and Figure 8-2). About 43 percent (42.7%) of the total undeveloped land in the town is non-irrigated cropland. Other major land uses are woodlands (34.3%) and other open land (16.9%). Less than five percent (4.5%) of the 22,962 acres are developed. Farmsteads (0.9%), single family residential (0.8%), and transportation (2.6%) are the most prevalent developed land uses; they comprise about 96 percent of the total developed land.

**Table 8-3. Town of Bloomfield Existing Land Use, 2005**

Land Use	Acres	Percent of Developed Land	Percent of Total
Single Family Residential	181	17.6%	0.8%
Farmstead	213	20.7%	0.9%
Multi-Family Residential	0	0.0%	0.0%
Mobile Home Parks	0	0.0%	0.0%
Commercial	16	1.5%	0.1%
Industrial	3	0.3%	0.0%
Recreational Facilities	13	1.3%	0.1%
Camps & RV Parks	0	0.0%	0.0%
Institutional Facilities	13	1.2%	0.1%
Utilities/Communications	0	0.0%	0.0%
Transportation	590	57.4%	2.6%
<b>Total Developed</b>	<b>1,029</b>	<b>100.0%</b>	<b>4.5%</b>
Non-irrigated Cropland	9,811		42.7%
Irrigated Cropland	0		0.0%
Planted Woodlands	249		1.1%
Unplanted Woodlands	7,625		33.2%
Quarries	11		0.0%
Other Open Land	3,877		16.9%
Water Features	360		1.6%
<b>Total Acreage</b>	<b>22,962</b>		<b>100.0%</b>

*Source: East Central Wisconsin Regional Planning Commission, 2005.*

**Figure 8.2. Town of Bloomfield Existing Land Use, 2005**

## Zoning

Zoning is a major tool used to regulate land uses. A zoning ordinance regulates the use of property in order to advance public health, safety, and welfare through orderly development. Zoning is performed at several levels in Waushara County. Each incorporated city or village has general zoning powers.<sup>2</sup> Waushara County has general zoning jurisdiction within most unincorporated areas of the county; the ordinances are administered by the Zoning and Land Conservation Department (WCZLC).<sup>3</sup> The Town of Warren has not adopted county zoning and the county has limited powers within the portion of the Town of Aurora that falls within the extraterritorial zoning jurisdiction for the City of Berlin. However, a general county zoning ordinance only becomes effective if individual towns approve the county ordinance. The towns of Aurora and Bloomfield have each adopted the general Waushara County Zoning ordinances. Towns with "village powers" can adopt their own zoning ordinances as long as they are at least as restrictive as the general county ordinance.<sup>4</sup> The City of Berlin has adopted its own zoning ordinance and performs extraterritorial zoning within 1.5 miles of its incorporated limits.

## Waushara County

The towns of Aurora and Bloomfield adhere to Waushara County Zoning.<sup>5</sup> All zoning district information is contained within the Waushara County Zoning Ordinance adopted in 2003. A summary of the usage requirements and restrictions of the districts found within the area is listed below.

- *(A-G) General Agriculture Zone:* This zone is designed primarily for large-scale agricultural uses of land related to growing of crops and the raising of livestock. Permitted uses include airstrips, general farming, single family residential homes, home occupations, and other uses. Residential lot sizes vary. Minimum lot sizes are indicated by the suffix. For example, lots zoned AG-5 must be a minimum of 5 acres.

<sup>2</sup> *Wisconsin Statutes* 62.23 for cities and *Wisconsin Statutes* 61.35 for villages.

<sup>3</sup> *Wisconsin Statutes* 69.69.

<sup>4</sup> *Wisconsin Statutes* 60.22.

<sup>5</sup> WCZLC. 2003. *Code of Ordinances: Waushara County, Wisconsin*.

- *(A-R) Agricultural Residential Zone:* This zone is intended to provide a semi-rural type of environment which allows general agricultural use. Single family residential development on minimum one acre lots, general farming, and home occupations are permitted under this classification.
- *(C-G) General Commercial:* This zone provides for uses found in small commercial areas located throughout the county. Permitted uses include banking; bed and breakfast establishments; professional offices; medical clinics; funeral homes; Laundromats; storage garages; restaurants; semi-public uses; warehouses; and retail stores. Single family dwellings are permitted only as accessory to a principal use.
- *(C-C) Community Commercial:* This zone provides for uses found in the central business districts of small communities. Permitted uses include banks, bed and breakfasts, professional offices, medical clinics, funeral homes, laundromats, storage garages, restaurants, semi-public uses, warehouses, and retail stores. Single family dwellings are permitted only as accessory to a principal use.
- *(C-S) Service Commercial:* This zone is designed for small commercial service businesses which are oriented toward the traveler, tourist or vacationer. Lots sizes must be a minimum of 10,000 square feet. Permitted uses include bed and breakfasts; boat sales and service; clubs or lodges; and public swimming pools.
- *(M-G) General Manufacturing Zone:* This zone is intended for any manufacturing or industrial operation which, on the basis of actual physical and operational characteristics, would not be detrimental to the surrounding area or the county as a whole by reason of noise, dirt, smoke, odor, traffic, physical appearance, or any other similar features. Automotive-heavy repair and upholstery; cleaning, pressing, and dyeing establishments; commercial bakeries, greenhouses, and recycling operations; distributors; farm machinery sales and/or service; food locker plants; laboratories; machine shops; manufacturing and bottling of nonalcoholic beverages; manufacturing, fabrication, processing, packaging, and assembly of selected products; printing or publishing; storage and sale of machinery and equipment; trade and contractors' offices; warehousing and wholesaling; offices, storage, power supply, and other such uses normally incidental to the principal use are permitted uses that fall under this classification. Lot sizes must be a minimum of 20,000 square feet.
- *(M-I) Intensive Manufacturing Zone:* This zone is intended to provide for uses which by their nature can exhibit characteristics harmful, noxious, or detrimental to surrounding uses. Permitted uses include all those permitted under General Manufacturing Zone, as well as freight yards and depots, breweries, and inside storage. Lot sizes must be a minimum of 20,000 square feet.
- *(O-N) Natural Resource Preservation Zone:* This zone provides for the conservation and protection of natural resources. Generally this zone includes swamps, marshlands, river and lakeshore and other land of natural aesthetic value. Residential development is allowed within these areas on one-acre lots. Permitted uses include agriculture, wildlife preserves, fish hatcheries, and farm ponds. Camping trailers, mobile campers, and houseboats are permitted for temporary living quarters within the district.



- *(GWPOD) Groundwater Protection Overlay District:* The purpose of this district is to institute land use regulations to protect the municipal water supplies and to promote the public health, safety and general welfare of the residents of the county. The residents of the county depend exclusively on groundwater for a safe drinking water supply. Certain land use practices and activities can seriously threaten or degrade groundwater quality.
- *(O-F) Forest Zone:* This zone provides for the continuation of forestry practices and related uses in those areas best suited to this activity. This zone is further intended to encourage forestry and to recognize the value of the forest as a recreational resource. Permitted uses include all uses within the O-N zone; debarking operations; maple syrup processing plants; and portable sawmills. Single family dwellings are allowed as a conditional use. Residential lot sizes must be a minimum of one acre.
- *(O-P) Park and Recreation Zone:* This zone provides for the orderly and attractive grouping of recreational oriented service establishments and is further intended to encourage the maintenance and protection of natural resources. Permitted uses include all agriculture, wildlife preserves, fish hatcheries, and farm ponds. Camping trailers, mobile campers, and houseboats are permitted for temporary living quarters within the district.
- *(O-SW) Shoreland/Wetland Zone:* This purpose of this zone is to maintain safe and healthful conditions; to prevent water pollution; to protect fishing and spawning grounds and aquatic life; and to preserve shore cover and natural beauty.
- *(RS-10) Residential Single-Family:* This zone provides a suitable environment for single-family residential development on moderate size lots in areas with public sewer systems. Permitted uses include agriculture and single-family dwellings. The minimum lot size is 10,000 square feet.
- *(RS-20) Residential Single-Family Zone:* This zone is intended to provide a suitable environment for single-family residential development on large lots in areas without public sewage systems. Permitted uses include single-family residential lots of a minimum of 20,000 square feet and agricultural uses.
- *(R-M) Residential Multiple-Family Zone:* This zone provides for multiple-family dwellings in a residential environment. Permitted uses include single-family dwellings, duplexes, and multiple-family dwellings and duplexes. The regulations for this zone apply to multiple-family dwellings served by public sewer systems. Multi-family dwellings not served by a public sewer must have an approved septic system. Sewered lot sizes must be a minimum of 12,000 square feet.
- *(RS-P) Residential Single-Family Planned Development Zone:* The purpose of this zone is to provide the means whereby land may be planned and developed as a unit for residential uses under standards and conditions which encourage good design and promote a stable living environment.
- *(RM-P) Residential Multifamily Planned Development Zone:* The purpose of this zone is to provide the means whereby land may be planned and developed as a unit for residential uses under standards and conditions which promote a stable living environment. This zone is intended to permit flexibility and variety in development at increased densities, to

encourage the preservation of natural features and open space, and to minimize present and future burdens on the community as a whole which result from poor planning.

### **City of Berlin**

The City of Berlin adopted extraterritorial zoning in 1989 that establishes a one and one half mile zone extending from the city limits which includes parts of the Town of Aurora that are regulated by the Berlin Zoning Ordinance. Zoning district information is contained within the City of Berlin Zoning Ordinance.<sup>6</sup> Waushara County regulates shoreland zoning within the extraterritorial area<sup>7</sup> and issues building permits<sup>8</sup>. A summary of the usage requirements and restrictions of the districts found within the extraterritorial zone are listed below.

- *(C-1) Conservancy District:* The purpose of this zone is to protect areas which may pose a public safety hazard due to poor drainage, are valuable wetland resources, or are valuable recreation areas. Permitted uses include grazing and gardening, harvesting of wild crops, hunting, fishing, and sustained yield forestry.
- *(A-1) Agricultural District:* This zone is designed to provide for farming and other agricultural activities and related uses. Permitted uses include all uses permitted in C-1 district, all normal farming uses, keeping or raising of farm animals, churches, schools, cemeteries, parks, hospitals, etc. Single-family residences on lots or five acres or more, unless subdivided into plats or certified survey lots are allowed.
- *(A-2) Agricultural Preservation District:* The agricultural preservation zone is designed to preserve agricultural lands and open spaces, promote soil and water conservation, promote orderly land use planning and development and provide owners of lands in the A-2 district with the opportunity to participate in the state's farmland preservation program in order to obtain real property tax relief. This district is further divided into a Transmission zone and a Preservation zone. Permitted uses include beekeeping, commercial feedlots, dairying, forest and game management, grazing, orchards, nurseries, sod farm etc. Farm dwellings including single-family residences or duplexes are allowed if the occupant is related to the agricultural parcel use.
- *(R-1) Residential District:* This district is intended to provide a suitable environment for single-family residential development and to protect such areas from the encroachment of incompatible uses. Permitted uses include single-family dwellings, parks, playgrounds, schools (non-boarding), churches, libraries and home occupations. Lot sizes of not less than 20,000 square feet are allowed in the ETZA area.
- *(R-2) Residential District:* This district is intended to provide for a quality residential development of a higher density than the R-1 district. Permitted uses include all uses permitted in the R-1 district, two-family dwellings, hospitals, medical clinics, etc. Lot sizes of not less than 20,000 square feet are allowed in the ETZA area.
- *(R-3) Residential District:* This district is intended to provide for a pleasant residential development of a higher density than the R-2 district. Permitted uses include any use

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<sup>6</sup> City of Berlin. 1989. *Code of Ordinances: City of Berlin, Wisconsin.*

<sup>7</sup> Mary Lou Neubauer, Assistant City Administrator, City of Berlin.

<sup>8</sup> Town of Aurora Comprehensive Plan Committee.

permitted in the R-2 district, multi-family, school dormitories and lodging houses. Lot sizes of not less than 20,000 square feet and a lot area of not less than 3,000 square feet per unit are allowed in the ETZA area.

- *(B-1) Business District:* This district is intended to accommodate retail and office uses which are characteristic of the major shopping streets of the downtown area. No residential occupancy of first floor or ground floor stories shall be permitted. Permitted uses include retail and service shops, banks and financial institutions, utility services, business and professional services, hotels and motels, commercial recreational and entertainment establishments, funeral parlors, printing and publishing, department and variety stores, parking lots and municipal buildings, bakeries, medical and dental clinics, bed and breakfast establishments, etc.
- *(B-2) Business District:* This district is intended to provide for the orderly and attractive grouping of commercial activities of a more general retail and wholesale nature. Permitted uses include those uses permitted in the B-1 district, general merchandising and wholesaling, transportation terminals, farm implement sales, automobile sales, animal hospitals and pet shops, commercial green houses, etc.
- *(M-1) Light Manufacturing District:* This district is intended to provide for light manufacturing uses which would not be detrimental to the surrounding area or to the community as a whole by reason of noise, smoke, odor, traffic, physical appearance or other factors deemed appropriate for the type of use involved. Permitted uses include machine shops; testing and experimental laboratories; beverage bottling; electric and neon sign fabrication; light sheet metal assembly; manufacturing of light metal products, and water, heating treating equipment; vehicle repair/service; service industries; truck transfers; wholesale or distributing, lumber and building supplies establishments; municipal wastewater treatment facilities; and mini-warehousing.
- *(M-2) Medium Manufacturing District:* This district is intended to provide for more intensive uses than found in the M-1 district, but less intensive than the M-3 district. The uses are designated on the basis of actual physical and operational characteristics which would not be detrimental to the surrounding area or community as a whole by reason of noise, dust, smoke, odor, traffic, physical appearance or other factors deemed appropriate for the type of use involved. Permitted uses include knitting and textile facilities, manufacturing.
- *(M-3) Heavy Manufacturing District:* This district is intended to provide for the heaviest manufacturing uses. It is intended that most of the uses under the M-3 district shall be conditional uses so that the city may specify provisions for protection of the general public when authorizing such heavy manufacturing uses. Permitted uses include foundry; leather and tanning; paper, pulp and plastics manufacturing; painting and coating facilities; and all uses permitted in the M-1 and M-2 districts.

Several generalizations can be made about zoning in the towns of Aurora and Bloomfield (Table 8-4 and Exhibit 8-2). The predominant zoning district in both towns is General Agriculture. This category comprised 59.0 percent of the area in the Town of Aurora and 83.7 percent of the area in the Town of Bloomfield. The Natural Resource Preservation district comprises the next largest area in both towns. This district accounted for 29.9 percent of the total area in the Town of Aurora, and 13.6 percent in the Town of Bloomfield. Less than two percent of the land

area in the towns is zoned residential in either town. Similarly, less than one percent of both towns are zoned for either commercial or manufacturing uses. Table 8-4 and the percentages above do not include the areas within the Town of Aurora that are within the City of Berlin ETZA.

**Table 8.4. Aurora and Bloomfield Zoning**

Zoning Classification	T. Aurora <sup>1</sup>		T. Bloomfield <sup>2</sup>	
	Acres	Percent	Acres	Percent
Gen. Ag. (A-G)	12,530	59.0%	19,230	83.7%
Ag. Res. (A-R)	70	0.3%	36	0.2%
Gen. Comm. (C-G)	47	0.2%	18	0.1%
Community Comm. (C-C)	0	0.0%	4	0.0%
Service Comm. (S-C)	5	0.0%	0	0.0%
Gen. Man. (M-G)	0	0.0%	4	0.0%
Intensive Man. (I-G)	0	0.0%	0	0.0%
Nat. Res. Pres. (O-N)	6,349	29.9%	3,116	13.6%
Forestry (O-F)	0	0.0%	0	0.0%
Park and Re. (O-P)	1	0.0%	18	0.1%
Shoreland/Wetland (O-SW)	1	0.0%	0	0.0%
Res. S. F. (RS-10)	0	0.0%	8	0.0%
Res. S. F. (RS-20)	57	0.3%	179	0.8%
Res. M. F. (R-M)	0	0.0%	38	0.2%
Res. S. F. Plan. Dev. (RSP-10)	0	0.0%	0	0.0%
Res. M. F. Plan. Dev. (RM-P)	0	0.0%	0	0.0%
NA (NA) ■	2,182	10.3%	311	1.4%
Roads*				
Total	21,242	100.0%	22,962	100.0%

Source: WCZLC, 2005<sup>1</sup>, 2006<sup>2</sup>.

\*Waushara County does not include roads in zoning data.

■ Includes areas not zoned, surface water and City of Berlin ETZA.

## Development Trends

The growth of the area has been influenced by a number of factors. These factors include the abundance of navigable surface waters and the proximity of the area to the southern half of the state, the Fox Cities, and Oshkosh. The rural charm and abundant natural resources of the area continue to attract new residents.

Early settlers began to arrive in the late 1840s. A trading post was established, and the community of Sacramento was platted in the southeastern corner of Aurora along the Fox River in 1849. This bustling town, which served as the first Waushara County seat, supported a steam sawmill, a hotel, a school, a tavern, and several stores. After purchasing supplies trappers, traders, and hunters followed a trail northward to the Pine River and northeastern Waushara County. The vitality of Sacramento was short-lived. In 1854, the county seat was relocated to Wautoma. The extension of the Milwaukee and Horicon Railroad to Berlin and building of the Berlin Bridge drew traffic away from Sacramento. Buildings were either moved out of the area to the cranberry marshes on the north side of the Fox River or torn down. Sacramento has since been bypassed. Today, only remnants such as the Sacramento Cemetery

recall the importance of this once prosperous community which was paramount in settling Waushara County.<sup>9</sup>

Tustin, on the north shore of Lake Poygan, has not faded from memory. Due to the isolated location of this hamlet, the area is still a quaint vacation area and tourist destination. Originally settled in 1856, Tustin was once a thriving commercial center on the northwest end of the Winnebago Pool Lakes. Two commercial fishing companies shipped their daily catch to Oshkosh, Milwaukee, and Chicago. Also located within the community, sawmills, a winery, and a cheese factory also shipped consumer goods. Daily transportation of freight and passengers occurred between Oshkosh, Fremont, and Tustin. Passenger traffic was mainly for pleasure. As such, a hotel, general store, and other business establishments served local residents and tourists. Today, the Tustin area is a popular fishing, hunting and tourist area with numerous vacation homes. Commercial enterprises consist primarily of restaurants and taverns, while agriculture is dominant in rural areas.

In 1850, Eli Daniels purchased several hundred acres of land along the banks of the Willow Creek. He immediately constructed a dam across Willow Creek and built a sawmill on the north side and a grist mill on the south. In 1853, Auroraville was platted. Lots were gradually sold and several businesses, a school and a church were established. The Eli Daniels' home, south of town, served as a stagecoach station for the unincorporated village of Auroraville. The village prospered and soon catered to area residents' needs for lumber, grain, banking, cheese, blacksmith, general store and lodging. However, gradually businesses closed and people moved away. While most of the old buildings and businesses are gone, this area has recently been rediscovered. This quiet rural setting provides a nice residential area and people are slowly moving back into the community.

Current residents highly value the abundance of natural resources including the Fox River, Lake Poygan, wetlands, woodlands, wildlife, and other open spaces. These aspects as well as the friendly small community atmosphere continue to draw people to the area and have played a role in retaining existing residents. Lake Poygan has attracted vacation home development; many residential structures serve as a second home. Development around Tustin necessitated the construction of a sanitary sewer system in the early 1990s to protect these resources. While the water quality of the lake has improved, the addition of the sanitary sewer system has resulted in an increase in both residential and commercial development.

Similar to many rural areas in the state, the towns have faced development pressures. Large portions of farm and wood lands have been converted to small parcel residential development. Easy access to STH 21 and central location of the towns with respect to the Fox Cities, Oshkosh, and rest of the state have contributed to the development of the area. Highway commercial development continues to occur at the STH 21/49 intersection. Due to the construction of the Redgranite State Correctional Facility and widening of USH 10, new housing development has occurred in both Aurora and Bloomfield.

As growth occurs, land use changes in intensity and net density. Analyzing the patterns in land use provides valuable information to local communities in determining how the community has changed and assessing current needs. This information can be used to plan for the appropriate development in the future. To analyze land use changes, East Central Wisconsin Regional Planning Commission (ECWRPC) looked at a number of different data sources, including its own

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<sup>9</sup> Reetz, E. 1981. *Come Back in Time*. Fox River Publishing Co.: Princeton, WI.

land use inventories of the area, revenue data from the Wisconsin Department of Revenue (DOR), and building permit records from both the Wisconsin Department of Administration (DOA) and Waushara County Zoning and Land Conservation Department (WCZLC).

Several limitations with the information in all four data sets necessitate utilizing general summaries for land use trends. A brief discussion of the limitations follows.

ECWRPC conducted land use inventories in 1980 and again in 2000. This information was updated by the planning committees representing the communities in the cluster. Two distinct classification systems were used in the 1980 and 2000/2005/2006 land use inventories. This made it difficult to compare specific categories between the two inventories. Secondly, computer technology has changed the degree of specificity in which data is collected. In 1980, computerized parcel data was not available. Current land use utilizes parcel data; therefore if a house is located in a subdivision, the entire parcel may be included as residential. Residential areas in 1980 may have included only a portion of these areas.

A comparison of Wisconsin Department of Revenue (DOR) data was used to analyze land use changes between 1990 and 2004.<sup>10</sup> The DOR collects information by real estate class for each minor civil division in the state.<sup>11</sup> Acreage figures from DOR do not include Department of Natural Resource (DNR) lands or other tax-exempt properties.<sup>12</sup> Acreage data for incorporated communities is also incomplete, as their information is frequently provided in number of parcels, as opposed to the total acreage of the parcels. Beginning in 1996, the DOR also changed their classification system. Wisconsin Act 27 mandated that agricultural land was categorized from a standard based on use value instead of a standard based on full market value.<sup>13</sup> Therefore, some land use changes between 1990 and 2004 are a direct result of Act 27 and do not necessarily reflect a change in land use but a change in the way that the land was classified. Following the implementation of the use value standard, agricultural land with improvements was moved to other categories. If these improvements included residential, then the agricultural land with improvements was moved to residential. Additionally, following the use value assessment, less productive land was moved out of agriculture and reclassified as swamp and waste land. Furthermore, the increasing popularity of privately owned recreational land caused a shift of lands from agriculture to both forestland and swamp and wasteland.

The Wisconsin Department of Administration (DOA) collects building permit information for new construction as well as demolition information from communities within the state.<sup>14</sup> This data is annually reported by communities and includes single-family, two-family, multi-family and mobile homes. The data is an inventory of the net change in the number of residential units for each community that were reported to DOA. This data set includes information that is reported by individual communities to the DOA. If a community does not accurately report its building permit information, it is infeasible to determine actual land use changes.

Building permit data from the Waushara County Zoning and Land Conservation Department (WCZLC) is collected for new residential development.<sup>15</sup> Records are maintained for single family residential dwelling and mobile homes. WCZLC issues building permits only in towns

<sup>10</sup> DOR. 1980. *1980 Statistical Report of Property Values Waushara County, Wisconsin.*

<sup>11</sup> DOR. 1990, 2000, and 2005. *Statement of Equalized Values.*

<sup>12</sup> DOR. 1990, 2000, and 2005. *Statement of Assessments.*

<sup>13</sup> Wisconsin State Assembly. 1995. *Wisconsin Act 27 (Assembly Bill 150).*

<sup>14</sup> Wisconsin Demographics Service Center. 1990 to 2004. *Annual Housing Units Surveys.*

<sup>15</sup> WCZLC. 1981 to 2004. *Land Use Permits Issued.*

which have adopted County zoning. If a town has not adopted county zoning, building permits are issued only for areas affected by the Waushara County Shoreland Zoning Ordinance. Otherwise, building permits are issued by the minor civil division. Furthermore, this data set indicates only the number of permits issued each year. If the building is not constructed after a permit is issued, it still appears as if a new residential unit was constructed within the data set.

While the historical data from ECWRPC, DOR, DOA, and WCZLC gives us an incomplete picture of the total amount of land historically devoted to the various land uses, it does give us a picture of land consumption patterns within the communities. According to these data sources, several trends can be seen within the planning cluster. The collective summary utilizing all three sources is presented for each individual community; general trends are discussed.

### **Town of Aurora**

According to historic data from ECWRPC and DOR, the Town of Aurora experienced significant gains in residential and smaller gains in commercial land uses between 1980 and 2006. While gains were seen in these two categories, losses occurred in agricultural land. Net building permit information from the DOA, also points toward gains in residential uses. According to the DOA, 72 residential buildings (single and two-family) were added in the town between 1990 and 2000, and another 56 single-family were added between 2000 and 2004. Information from the U.S. Census Bureau further justifies that housing is being added in the town. According to the U.S. Census Bureau, there was an increase of 50 residential dwelling units between 1990 and 2000. Residential development has occurred throughout the town, and is not limited to any specific area.<sup>16</sup>

### **Town of Bloomfield**

Historical data from both ECWRPC and DOR have indicated that the Town of Bloomfield has experienced gains in residential land uses with simultaneous losses in agricultural land and forestland over the last 25 years. These local trends mirror state and national trends. A portion of the decline can be attributed to a conversion of agricultural land to residential development, while other losses are a result of differences in classification/delineation of agricultural properties and farmsteads. Large gains in residential acres were observed in the town; this corresponds to DOA data that indicates that 96 units were added in the Town of Bloomfield. According to DOR data, commercial and industrial land uses have remained constant since 1980. Forestland losses have been seen in the town. This is most likely due to the conversion of woodlands to new residential development.

### **Building Permits**

As stated above, net building permit data is available from the DOA. This data has been submitted by the jurisdictions that issue building permits. Net building data indicates the net change, not the total number of building permits. Therefore, if a building is demolished within a community, this information is subtracted from the new permit numbers. Between 1990 and 2004, 224 net units were added within the planning area. This averages to about 15 units per year (units/yr).

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<sup>16</sup> Aurora Comprehensive Plan Committee.

### **Town of Aurora**

According to the DOA, 128 residential units (8.5 units/yr) were added between 1990 and 2004. The largest growth in single family units occurred during 2001 to 2003. During these three years, an average of 15 units was added per year. According to the DOA, 16 two-family units were added in the town in 1995. This corresponds to the new housing units that were built by United Migrant Opportunities Services at its facility in the town. Building permit information from Waushara County also indicates similar gains in residential construction. According to the county, 124 new single family homes were built in the town between 1990 and 2004. It is important to note that one would expect differences in data between DOA and the county, since DOA data is net new buildings and Waushara County is based on total building permits that have been issued and not necessarily built.

### **Town of Bloomfield**

According to the DOA, 96 single-family units (6.4 units/yr) were added in the town. The fastest period of growth occurred between 1997 and 2001; a total of 43 single-family units (8.6 units/yr) were added. Single family residential development has remained consistent, albeit slower, since 2002 (6.3 units/yr). WCZLC data shows that a higher number of building permits have been issued when compared with DOA data. Between 1997 and 2001, WCZLC issued 10.4 building permits per year; this figure increased to 10.6 permits per year between 2002 and 2004. As stated previously, the accuracy of both data sources is dependent on timely reporting by local officials.

## **Density and Intensity**

### ***Density***

Density is broadly defined as "a number of units in a given area"<sup>17</sup>. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/ sq. mile), excluding water. Between 1990 and 2000, residential densities increased throughout the county, state, and towns of Aurora and Bloomfield. As the population of the area has grown, so has the overall housing density (Table 8-5). The total number of housing units has increased by 9.4 percent in the Town of Bloomfield and 14.7 percent in the Town of Aurora.

Residential densities varied between the two towns. The Town of Bloomfield continues to maintain a higher housing unit density than the Town of Aurora. In 2000, the residential density in Bloomfield was 13.22 units/ sq. mi. compared to a residential density of 11.36 units/ sq. mi. in Aurora. While the Town of Bloomfield has a higher residential density, the Town of Aurora saw more growth from 1990 to 2000 (1.46 units/sq. mi.) than the Town of Bloomfield (1.10 units/sq. mi.).

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<sup>17</sup> Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscape, University of Minnesota.



**Table 8.5. Residential Density, 1990 to 2000**

	Land Area Sq. Miles	1990		2000	
		Tot. Units	Units/Sq. Mi.	Tot. Units	Units/Sq. Mi.
Wisconsin	54313.7	2,055,774	37.85	2,321,144	42.74
Waushara County	626.1	12,246	19.56	13,667	21.83
Town of Aurora	34.2	339	9.90	389	11.36
Town of Bloomfield	34.4	416	12.09	455	13.22

Source: U.S. Census, 1990, 2000

### **Intensity**

Intensity is the degree of activity associated with a particular land use. Generally, higher intensity land uses also have higher environmental impacts. Due to limited information available, this report will compare the intensities of single-family versus multi-family developments in the various communities. To calculate land intensities, the ECWRPC categories single and two-family residential, farmsteads, and mobile homes as "single family."

Incorporated communities or areas served by public sewer often have more intense development patterns than rural towns. Single-family residential development is typically a less intense land use than multi-family (3 or more units) which is typically restricted to areas on public sewer. For example, there are only two structures with three or four units in the Town of Aurora. Second, incorporated areas in Waushara County are smaller in overall land area than the surrounding towns, resulting in a more intensive land use. Finally, incorporated municipalities, in the county, have areas of older development that were constructed during a period when society was less dependent on cars for transportation. This necessitated the need for smaller lot development that allowed for closer proximity to neighbors and services.

Land use was more intense in the Town of Bloomfield than in the Town of Aurora (Table 8-6). The overall intensity was greater in Bloomfield due to the presence of two unincorporated villages and a number of larger subdivisions. In 2005, single-family land use was about 1.23 units per acre (units/ac) in Bloomfield compared to 0.87 units/ac in Aurora. Multi-family land use in Aurora was 0.23 units per acre.

**Table 8.6. Intensity, 2005<sup>1</sup>/2006<sup>2</sup>**

Municipality	Single Family <sup>3</sup>			Multi-Family		
	Units	Acres	Units/Ac.	Units	Acres	Units/Ac.
T. Aurora <sup>2</sup>	443	510	0.87	2	9	0.23
T. Bloomfield <sup>1</sup>	485	394	1.23	0	0	0

<sup>1</sup>Town of Bloomfield land use data 2005

<sup>2</sup>Town of Aurora land use data 2006

<sup>3</sup>Single Family includes mobile homes and duplexes

## **DEVELOPMENT CONSIDERATIONS**

### **Recommended State, Regional, and County Goals**

State, regional, and county goals were developed to provide communities with a framework on which land use decisions could be based. These goals make the planning process and decisions

defensible to the general public when formulating alternate scenarios for developing parcels within a community.

### ***State of Wisconsin***

The State of Wisconsin requires that communities address 14 specific goals in their comprehensive plans.<sup>18</sup> These goals encourage development to occur in an orderly well-planned manner. The goals are:

- Promoting the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Encouraging neighborhood designs that support a range of transportation choices.
- Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
- Protecting economically productive areas, including farmlands and forests.
- Encouraging land uses and development patterns that promote cost-efficient government services and utility costs.
- Preserving cultural, historic, and archaeological sites.
- Encouraging coordination and cooperation with neighboring communities.
- Building community identity by improving overall appearance and attractiveness to visitors.
- Providing an adequate supply of affordable housing for all income levels.
- Providing adequate infrastructure, public services, and a supply of affordable land to meet existing needs and accommodate future growth.
- Promoting the expansion or stabilization of the current economic base and the creation of additional and better employment opportunities.
- Balancing individual property rights with community interests and goals.
- Planning and developing a pattern of land use that preserves and creates a pleasing and unique setting.
- Providing all citizens, including those that are transportation dependent, a variety of economical, convenient, and safe transportation options adequate to meet their needs.

### ***East Central Wisconsin Regional Planning Commission***

East Central Wisconsin Regional Planning Commission is currently developing a regional comprehensive plan.<sup>19</sup> As a part of this planning process, East Central has identified several key policies:

- Facilitate cost-effective, centralized, compact, and contiguous urban growth.

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<sup>18</sup> *Wisconsin State Statutes 66.1001.*

<sup>19</sup> ECWRPC, 2004. *Milestone Report #2: Issues/Opportunities and Visioning.*

- Encourage urban development that is environmentally sound and compatible with the natural resource base.
- Facilitate urban levels of development where facilities and services are readily available to support the development.
- Encourage individual community character and identity.
- Avoid intermingling urban and rural land uses.
- Promote rural land development which meets the needs of rural residents and landowners in a compatible, cost-effective, and environmentally sound manner.
- Provide government services in an efficient, environmentally sound, and socially responsible manner.
- Build community identity by improving overall appearance and attractiveness to visitors.
- Ensure that open space is available to meet the recreational needs of all residents.
- Preserve and protect natural and cultural resources.

These goals are consistent with the visions for land use development and future growth within both Aurora and Bloomfield.

### ***Waushara County***

The Waushara County Zoning Ordinance has identified the following criteria for all unincorporated areas within the county:

- Promote and protect public health, safety, comfort, convenience, prosperity, aesthetics, and other aspects of general welfare.
- Establish reasonable standards to which buildings and structures shall conform.
- Regulate and restrict lot coverage and population density.
- Conserve the value of land and buildings.
- Guide the proper distribution and location of land use patterns.
- Promote safety and efficiency of transportation networks.
- Provide adequate light, air, sanitation, and drainage.
- Prevent the uncontrolled use of shorelands and pollution of the navigable waters of the county.
- Encourage the preservation, conservation, and development of land areas for a wide range of natural resources.
- Minimize expenditures of public funds for flood control projects; rescue and relief efforts undertaken at the expense of the taxpayers; business interruptions and other economic disruptions; damage to public facilities in the floodplain; and minimize the occurrence of future flood blight areas.
- Discourage the victimization of unwary land and homebuyers.

## **Local Land Use Issues**

Citizen questionnaires were distributed to residents and landowners within the towns of Aurora and Bloomfield to gather opinions regarding land use and development issues.<sup>20</sup> According to responses that were received, the top issues that were identified included: increasing taxes; the attraction of new businesses and good paying jobs; and the protection of agricultural operations and businesses.

## **Environmental and Public Utility**

Development costs vary based on density, design, social, economical, political and environmental constraints. Public opposition can increase costs through project delays. Development often necessitates the expansion of public infrastructure such as sewer, water, streets, schools, parks and services such as fire and police protection. Increased development can infringe on wetland and floodplain areas, destroy wildlife habitat, and increase runoff to streams and lakes.

To protect and enhance the natural resource base, communities should identify and protect environmental corridors found within the planning area. Environmental corridors are areas in the community that contain and connect natural areas, open space, and other resources. They often lie along streams, rivers, and other natural features. Environmental corridors provide a beneficial buffer between sensitive natural resources and human development. These areas can provide flood control and valuable wildlife habitat and can significantly benefit the aesthetic appeal of the community.

## **Land Supply**

The amount of land available for development within the towns of Aurora and Bloomfield is finite. Factors that limit the amount of developable land include environmental restrictions (floodplains, high groundwater, wetlands, steep slopes, and water quality), zoning (setbacks, conservancy and development easements, permitted uses), and conflicts between uses.

## **Land Price**

The price of developable lands varies depending on the surrounding land uses, location, access, services, and other subjective factors. Natural amenities such as water frontage, forests, and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependant on land prices. Real estate professionals in the area can provide updated information on land values.

The Wisconsin Department of Revenue (DOR) annually reports equalized value as set by the department by real estate class per municipality in Wisconsin. Additionally, DOR reports the individual clerk's statement of assessments that includes the number of parcels (improved and unimproved), acres, and the local assessment per real estate class (Appendix G, Tables G-1 to

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<sup>20</sup> ECWRPC. 2005. *Summary Report: Town of Aurora and Town of Bloomfield Group F Planning Cluster Waushara County, Wisconsin Citizen Questionnaire Results*. The executive summary is contained in Appendix A.

G-8)<sup>21</sup>. Historical land prices within the towns of Aurora and Bloomfield were derived using acreage and equalized value.<sup>22</sup>

While data from DOR can offer insight into historical land prices, this data is not complete. Within the towns, some of the changes in land acreages and price per acre can be directly attributed to the changes that have occurred since 1980 in the way that agricultural land is assessed. Starting in 2000, agricultural land must be based on use value instead of full market value.<sup>23</sup> At that time, land formally classified as agricultural was moved to other categories based on the use of the property. For example the portion of agricultural land that contained the house and buildings were transferred to residential. Agricultural land is currently taxed at a lower rate than forestland, wetlands, or other land uses within agricultural properties. Although equalized values indicate that residential properties decreased in the 1980s, this may not be the case.

### **Town of Aurora**

According to the DOR, the number of residential acres in the Town of Aurora steadily rose between 1980 and 2005 (Appendix G, Table G-9). The largest increase in the number of acres occurred between 2000 and 2005 (a five year period), while the largest percent change in the number of acres (in one decade) occurred between 1980 and 1990. During the 1980s residential acreage increased by over 118 percent from 186 acres to 406 acres. Since the 1990s, residential acreage has continued to increase at substantial rates. Between 1990 and 2000, the growth rate slowed to 75 percent. While the growth rate between 2000 and 2005 was at only 47 percent, it happened over a five year period. Therefore, time will tell if the decade between 2000 and 2010 exceeds the previous decade for growth or falls short. In 2005, 1,043 acres was designated as residential. The average value of residential land per acre fell by 53 percent between 1980 (\$5,807) and 1990 (\$2,736). Since 1990, the value of residential acreage has steadily risen; in 2005, it was worth, on average, about \$6,884 per acre.

Commercial acreage increased slightly between 1980 and 2005 from 46 to 66 acres. While the acreage remained constant, the average value of land increased from \$5,191 in 1980 to \$8,299 in 2005. The largest increase in a decade occurred between 1990 and 2000, when the average value of commercial land increased by 45 percent. Following state, county and area trends, the acres of land devoted to agricultural use has declined since 1980. In 1980, 14,898 acres of land was designated as agricultural use, while in 2005, this number fell by 37 percent to 9,355 acres. The average value of an acre of agricultural land has declined from a high of \$687 an acre in 1980 to a low of \$163 an acre in 2005.

### **Town of Bloomfield**

Residential land acreage has progressively increased in the Town of Bloomfield since 1980 (Appendix G, Table G-10). Between 1990 and 2005, residential land acreage grew by over 300 percent. Like Aurora, land values decreased during the 1980s and subsequently increased steadily since 1990; the average price per acre rose by over 200 percent between 1990 and

<sup>21</sup> DOR *1980 Statistical Report of Property Values Waushara County, Wisconsin*. DOR 1990, 2000, and 2005. *Statement of Assessments*.

<sup>22</sup> DOR *1980 Statistical Report of Property Values Waushara County, Wisconsin*. DOR 1990, 2000, and 2005. *Statement of Equalized Values*.

<sup>23</sup> Wisconsin State Assembly. 1995. *Wisconsin Act 27 (Assembly Bill 150)*.

2005. In 1990, there were 607 acres of residential land in the town valued at an average of \$2,817 per acre. By 2005, residential acres had increased to 1,082, while the average cost per acre had risen to \$8,491. Commercial and manufacturing acreage in the town has remained constant. Similar to residential acreage, the average value of commercial and manufacturing land has risen. Commercial average land value increased by 241 percent from \$8,160 in 1980 to \$27,807 in 2005, while the average value of manufacturing acreage increased by 83 percent over this time frame from \$2,733 to \$5,000. Keeping in mind the changes in reporting and assessing agricultural land and other related real estate classes between 1990 and 2005, the number of agricultural acres fell by 39 percent from 17,321 acres to 10,514 acres. Similar to other communities, the value of agricultural land fell from \$576 in 1990 to \$105 in 2005. Forest land, however, rose in value from \$374 in 1980 to \$1,632 an acre in 2005. Forest land remained relatively constant at around 4,800 acres.

### **Energy demands**

Development is dependant on the availability of a cost-effective, abundant, efficient energy supply. Industry needs to know that reliable energy will be available to run equipment and people rely on affordable energy to heat and power their homes. Not only is energy important for heating and power, but the cost and availability of gasoline may also impact development in both Aurora and Bloomfield. Tourism is a major revenue generator for the county, and many people within the county also regularly commute to work. Over half the people in the county regularly travel further than 27.1 minutes to work. In 2000, there were about 111 seasonal units in Aurora and Bloomfield. An increase in gas prices may cause some residents to move closer to their place of employment and out of Waushara County or cause others to consider closer locations from home for their vacation destinations. Therefore, energy availability can have an impact on new and sustained development in the towns.

## **FUTURE LAND USE PROJECTIONS**

### **Future Land Use Map**

Future land use needs and the resulting future land use map represents a compilation of the previous elements (Exhibit 8-3). This map was developed using:

- Existing land use maps and patterns
- Demographics (population, housing)
- Natural resource areas with limiting conditions (wetlands, floodplains, water resources)
- Development limitations (quarries, abandoned landfills, atrazine prohibition and wellhead protection areas)
- Future land use projections
- Results from public input including the citizen questionnaire
- Committee input including the SWOT analysis and visioning exercise
- Waushara County and City of Berlin Zoning Ordinances

The following land use categories were used in the Future Land Use Map

- **Future Residential:** Future residential land is classified as land that that will be used primarily for future human habitation. Future residential land uses include single-family

residential, farmsteads, individual mobile homes and duplexes. This land use category can include mobile homes in communities that have not made a distinction between these uses. Within the Town of Aurora this designation indicates areas where the town would like to see smaller lot residential development. The Town of Bloomfield has designated three different residential classifications: future residential within the North Lake Poygan Sanitary District (compact development) and areas immediately adjacent to Tustin, and an area near Berkans Drive; future residential development north of CTH A and west of STH 49 (a minimum lot size of 5 acres) and two areas for future mixed use commercial/residential development along STH 49 and CTH HH in West Bloomfield and adjacent to Tustin.

- **Future Multi-Family.** Future multi-family land is classified as land that will be used primarily for future residential uses of more than two residential units per building.
- **Future Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade; services; and other related businesses. The Town of Aurora has combined the future commercial and industrial classification and has designated an area for future commercial and light industrial use near the intersection of STH 21 and STH 49, while the Town of Bloomfield has designated an area of mixed use commercial and residential (see future residential above).
- **Future Industrial.** Industrial land uses represent a broad category of activities not classified as future commercial such as construction, manufacturing, and other industrial facilities.
- **Future Recreational.** Recreational facilities are defined as land uses that provide opportunities for citizens to enjoy leisure activities. This category encompasses both active and passive activities. It includes designated parks; hunting and fishing areas; nature areas; areas for spectator sports, hiking, mini-golf, bowling, bicycling, skiing, golf courses, country clubs; and other related activities. The Town of Aurora has designated an area adjacent to their town hall.

These maps should be used as a planning tool by the communities in accordance with the Smart Growth Law. Elected and appointed officials should use these maps as a guide for making future land use decisions.

### **Future Land Use Projections**

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.<sup>24</sup> A summary of future land use projections and criteria follows.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations which must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current base. Their reliability depends to a large extent on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third,

<sup>24</sup> *Wisconsin State Statutes 66.1001.*

growth is also difficult to predict in areas which are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate of growth and amount of future growth communities experience can be influenced by local policies which can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns which maximize the use of land resources while minimizing the impact on the natural resource base.

### **Town of Aurora**

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future. An anticipated range of population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends and future population and household projections.

In 2000, 971 permanent residents resided in the Town of Aurora in a total of 389 dwelling units<sup>25</sup>. Of these units, 356 dwelling units were occupied year round and 21 were used on a seasonal basis. The remainder of the vacant units were for rent, sale or other purposes. The 356 occupied dwelling units (households) had an average size of 2.73 people. Based on ECWRPC projections, the population is expected to increase by 284 to 1,255 people by 2030; these people are expected to live in a total of 500 households. Due to a number of reasons including the aging population base and a decrease in the number of children that people are having, the average household size is expected to decrease to 2.51 people per housing unit. It is important to remember that the number of total dwelling units does not equal the total number of households. The total number of dwelling units in the town is a combination of occupied units and vacant units (for sale, rent, seasonal and other), while the total households is equal to the number of dwelling units times a vacancy rate. Assuming a constant vacancy rate of 8.5 percent (vacancy rate from 2000 Census held constant), it is anticipated that there will be a total of 546 dwelling units in the Town of Aurora by 2030 or 157 new units. Since current multi-family units account for less than 1 percent of the total units it is assumed that all new units will be single-family. Over a 25 year period this assumes that an average of 5 dwelling units will be added in the town per year.

Historical building permit data from the DOA indicates that between 1990 and 2000, a net total of 72 units were added in the Town of Aurora (7.2 dwelling units per year). Between 2000 and 2004, 56 dwelling units were added (11.2 dwelling units per year). According to U.S. Census data, a total of 50 additional dwelling units were built in the town between 1990 and 2000 (5 dwelling units per year). While historical building permit data from DOA and the U.S. Census indicates that town averaged 5 to 7.2 dwelling units per year between 1990 and 2000, and more between 2000 and 2003, these trends are not expected to continue. Recent building permit information from Waushara County indicates that there were 5 new residential building permits issued in 2004 and 2005. Therefore it seems reasonable to assume for planning

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<sup>25</sup> U.S. Census 2000.



purposes that on an average, 5 dwelling units per year will be added in the town over the planning period.

Based on existing information, there are approximately 443 single/two-family residential units in the town<sup>26</sup> that occupied approximately 510 acres<sup>27</sup>. As a result, the average size of a residential parcel in the Town of Aurora is approximately 1.2 acres. Given that residential land use may be based on the developed portion of a residential parcel of land not in a subdivision, it can be assumed that the actual size of a residential parcel may be higher. Since the minimum lot size for a residential parcel is one acre in a general agricultural zone<sup>28</sup> and given that the town has not designated another value, for the purpose of this planning effort, it is assumed that the average lot size of a future residential parcel will be in the range of one to five acres. This means that the Town of Aurora would likely experience an increase of about 125 to 625 acres of new residential growth. The information shown in Table 8-7 is based on an average lot size of 3 acres or an increase of 375 acres of residential development over the planning period. Per the future land use map, the town has target areas near Auroraville (section 6) and the City of Berlin (section 33, 35 and 36) for small lot residential development. It is also anticipated that infill development will occur within platted subdivisions that have not been fully developed. The remainder of the town is expected to experience scattered residential development.

The Town targeted one area for future commercial and light industrial development. Due to its location, the area near the intersection of STH's 21 and 49 has been experiencing commercial and light industrial growth. Data from the DOR indicates that commercial growth increased by 76 percent in the town between 1990 and 2000. According to the committee, part of this increase was due to a reclassification of a parcel of land. To predict the amount of commercial and light industrial land use that may occur in the Town during the planning period it was assumed that commercial/industrial growth would somewhat mirror population growth. Therefore as population increases, the amount of commercial growth would also increase. Currently there are 77 acres of land devoted to commercial/industrial uses (Table 8-2). For purposes of this planning effort it is assumed that an additional 30 acres of commercial and light industrial development will occur in the town. While the town has targeted this type of growth at the intersection of STH 21 and STH 49, it is reasonable to assume that commercial growth may also occur near the City of Berlin.

Growth within the Town of Aurora will generally occur in areas where agriculture is the current land use. Therefore it is assumed that agricultural acreage will continue to decrease in the town (Table 8-7).

**Table 8.7. Town of Aurora Land Use Projections**

Future Land Use Acreages	2005	2010	2015	2020	2025	2030
Residential S.F. <sup>1</sup>	510	585	660	735	810	885
Commercial <sup>2</sup>	77	83	89	95	101	107
Agricultural	9,041	8,972	8,903	8,834	8,765	8,696

<sup>1</sup>Assumed 1 to 5 acres per dwelling unit per year. Table reflects 3 acres per dwelling unit per year or average.

<sup>2</sup>Includes Industrial

<sup>26</sup> U.S. Census 2000 plus DOR net building data.

<sup>27</sup> ECWRPC existing land use 2006.

<sup>28</sup> Waushara County Zoning Ordinance.

## **Town of Bloomfield**

The Town of Bloomfield had a population of 1,018 persons in 2000. There were 455 housing units in the town that were divided between single family detached (414), two-family (13), and mobile homes (28). The residents of the town comprised a total of 392 individual households. Based on ECWRPC projections, the population will increase by seven (7) individuals by 2025; there will be an estimated 454 individual households. Although population levels will remain stable, the average household size is expected to decrease. This will result in an increased need for additional housing units. Assuming a constant vacancy rate of 4.2 percent (units that are available for rent and sale) and a constant seasonal percentage of 11.6 percent, this indicates 539 housing units are estimated to be inhabited in 2025. Since there are no multi-family units and the town does not wish to promote this type of development, it is assumed all new units will be single family dwellings. This indicates 84 new single family houses are anticipated to be constructed by 2025. This averages to about 4.4 new homes per year.

Past building permit data indicates that housing development has occurred at a slightly higher rate. An average of 6 new single-family homes has been constructed each year since 1990. If past construction trends remain constant, 114 new homes would be anticipated over the course of the plan.

Several factors make housing predictions problematic. First, many respondents in the citizen questionnaire indicated they are planning on building new homes on their seasonal properties in Bloomfield within the next ten years. Other areas within Waushara County have incurred a net increase in population due to the in-migration of retiring "baby-boomers." Comprehensive plan committee members felt this was occurring in Bloomfield. Although these trends and ECWRPC population projection suggest there will be an increase in the town's population, recent news stories indicated that there may be a decrease in the rate of house sales within the region.<sup>29</sup>

Slight modifications were made to ECWRPC population modeling scenarios and past building trends to complete housing projections. The planning committee developed a consensus that it was necessary to acknowledge that growth rates will most likely remain constant or decrease over the planning period. Thus, the committee agreed that it was reasonable to assume five (5) new homes would be constructed each year, or a total of 95 new homes will be constructed by 2025. To facilitate the calculation of the required five-year projections, this figure was rounded to 100 new homes.

Two primary areas were targeted for development in the town: the North Lake Poygan Sanitary District (NLPSD) surrounding the Tustin area and the unincorporated community of West Bloomfield. These rural communities serve as town centers and have existing infrastructure which can readily accommodate new development. Several subdivisions have also been platted along Berkans Drive, 37<sup>th</sup> Avenue, and other areas. Although it is anticipated that scattered residential development will continue throughout the Town, infill development within platted subdivisions is preferred and will be highly encouraged. To further protect the rural character of the Town of Bloomfield, conservation subdivisions will be promoted as an alternative to allow new residential development while preserving the open space and natural areas which town residents highly value.

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<sup>29</sup> Wisconsin Realtors Association. 2006. *Wisconsin Home Sales Moderate But Outperform Nation and Region*. [http://www.wra.org/online\\_pubs/press\\_releases/2006/pr0806.htm](http://www.wra.org/online_pubs/press_releases/2006/pr0806.htm).

Specific lot sizes have been recommended for each of the targeted areas. Compact lot development was recommended in areas currently serviced by the sanitary district and areas immediately adjacent to Tustin. Since this area is currently zoned RS-10, lots should not exceed 10,000 square feet in the sanitary district. New residential development north of CTH A and west of STH 49 has an average lot size of 5 acres in area; it is anticipated this trend will continue (See overlay on Figure 8-3.) Residential development elsewhere in the Town, including West Bloomfield, should have a minimum lot size of one (1) acre and a maximum lot size of two (2) acres. This range allows adequate area for individual on-site sewage disposal systems while retaining the rural character of the town. Where feasible, landowners should maintain their properties in natural vegetation to retain the natural beauty of the town and to improve stormwater filtration.

Land use projections were calculated assuming development would be directed towards the NLPSPD. Ideally, the town would like at least one-quarter of all new home construction to occur with the sanitary district. Residential development outside the sanitary district was assumed to be evenly distributed among the remaining areas. Utilizing these and previously discussed parameters for residential intensities, an additional 250 acres are expected to be for allocated single-family homes. In standard residential developments, approximately 25 percent of the gross land area will be needed to construct streets, stormwater management facilities, and other infrastructure required by current and future legislation. It is anticipated that 326 acres are necessary for future residential growth (Table 8-8). While this is an estimate, actual development will depend on land and housing availability and affordability; the local and state economies; and other factors. It must be taken into consideration that:

- It is not the intent of the plan to see an entire area within the specified zones to develop. Instead, the specified use shall be allowed if consistent with the type, location, and density of the development; and
- Some of the land would hinder development based on soil suitability, adjacent natural resources, conflicting land uses, or other factors.

To calculate commercial land use projections, the current ratio of residential acreage was compared to commercial land use acreage (15.7 acres) based on the current land use inventory. This ratio (25:1) was held constant over the planning period. Based on this methodology, the Town of Bloomfield is anticipated to develop approximately 13 acres. In order to account for the increased impervious surfaces of commercial areas, this amount was doubled to 26 acres to facilitate on-site infiltration and other innovative stormwater management strategies. The Future Land Use Map designates several areas along STH 49 and CTH HH in West Bloomfield and adjacent to Tustin for commercial development. These areas are designated as "future mixed-use residential-commercial." Additional service based commercial uses are also likely to develop in other appropriate areas such as the rural community of Metz. Home-based businesses will be reviewed on a case by case basis.

Infill development and mixed use development will be essential in the future vitality of the Town. Infill development stresses construction techniques which renovate and revitalize existing structures or building on vacant properties within an existing community. There are several abandoned commercial and industrial properties within the Town that would be ideal for future infill. Furthermore, a variety of commercial and residential uses are sought within the unincorporated communities of Bloomfield. A primary benefit of mixed use development is the

option it provides in terms of access and transportation to a variety of destinations and services. The proximity of residential development and commercial establishments allow residents living nearby to walk to various businesses. Families can also benefit from mixed use development by being able to ride their bicycles to local parks.

Industrial lands are projected in the same manner as the commercial lands. According to the 2005 land use inventory, the current ratio of residential acreage to industrial acreage is 118:1. After additional land is factored in for stormwater management purposes, it is anticipated the town will develop three (6) acres for industrial uses. Since this is a small amount of land, this will most likely occur in one development. Therefore, five year projections were not completed for industrial uses.

The Town of Bloomfield does not see itself as being a community that would attract large industries; thus, industrial development will be directed primarily to the existing industrial parks in the City of Weyauwega, Village of Redgranite, or other nearby communities. These areas contain adequate public facilities and services for more intensive industrial uses. However, areas designated as commercial may be considered for future light industrial developments. If light industrial uses are allowed to develop in the Town of Bloomfield, they shall fit the character of the town and be environmentally friendly.

**Table 8.8. Town of Bloomfield Land Use Projections**

Future Land Use Projections	2005	2010	2015	2020	2025
S.F. Residential	394	476	557	639	720
Commercial	16	23	29	36	42
Industrial	3	3	3	9	9
Agricultural	9,811	9,730	9,648	9,567	9,485

Agricultural lands are found throughout the Town of Bloomfield. Large concentrations are found west of STH 49 and in the southeast corner of the town. It is the town’s intention to preserve as much of these remaining farmlands as possible over the next 20 years. Wherever feasible, the town would like to preserve large tracts of the most productive farmland for future agricultural production. As development pressures continue to grow, a portion of the lands currently being used for agricultural purposes may be developed over the planning period. New residential uses near existing agricultural operations should be set back and adequately buffered from the farms to minimize potential land use conflicts and serve as a buffer area.

Agricultural projections were made assuming that all new residential development would convert existing agricultural land into new housing. Although this may not be the case, it presents the “worst case scenario.” Thus, it is anticipated there will be a net loss of 208 acres of agricultural land during the planning period.

The Town of Bloomfield considered the possibility that some farmers may wish to expand existing agricultural feeding operations or begin new developments which may be regulated as a concentrated animal feeding operation (CAFO). CAFOs are farms which care for 1,000 animal units or more. (See Natural Resources Element for more information.) To date, only two farmers may consider expanding their operations to meet CAFO parameters. For this reason, the Town of Bloomfield has chosen to allow CAFOs in all areas zoned for agricultural uses. The

Plan Commission, Town Board, Wisconsin Department of Natural Resources, and other appropriate agencies will collaborate to properly site CAFOs if the need arises.

The Town of Bloomfield currently exceeds national standards for recreational facilities. Pony Creek Park, the West Bloomfield Fire Department Park, and the public boat ramp in Tustin provide a diversity of recreational opportunities. The town also plans to build a small park adjacent to the proposed town hall. This will increase the availability of active recreational activities to residents on both sides of the town. Other future recreational facility expansions such as a swimming beach in Tustin can also be explored as the need and demand occur.

The overall intent of plan is to direct specific development types to appropriate areas within the town. Areas designated for future residential, commercial, and mixed-use development on the Future Land Use Map actually exceed the overall anticipated acreage requirements for each development type. This allows increased flexibility for future development location. First, the plan conveys the conceptual ideas rather than site-specific designation. Second, environmental limitations to development such as wetlands and high groundwater are quite common in Bloomfield. Allocating extra resources will allow new development to occur without jeopardizing the pristine quality of the natural resource base.

### **Land Use Issues and Conflicts**

For the most part, the communities within the Group F cluster chose to meet independently to discuss a majority of the issues within the comprehensive plan. In order to avoid future land use conflicts, neighboring towns should establish a communication process to determine the potential effects of new developments within 0.5 mile of their common border. By doing so, the impacts of the development will be more likely to be minimized.

Future conflicts with the Town of Poy Sippi may be minimal, as their committee has also stressed the importance of in-fill development within the unincorporated village centers of Poy Sippi and Borth. Town officials and planning commission members from both Bloomfield and Poy Sippi should continue to effectively communicate to avoid conflicts.

Bloomfield Town officials and the planning commission will want to provide public comment to the towns of Lind and Fremont (Waupaca County) during their ongoing comprehensive planning process which is currently underway. Likewise, public comments will be necessary when the Town of Saxeville and Town of Wolf River (Winnebago County) begin their planning processes.

The North Poygan Sanitary District serves both the towns of Bloomfield and Wolf River. Potential land use conflicts may arise as new development occurs within the sanitary district. Town officials and sanitary district employees will need to collaborate to ensure that the overall density of development within both towns is consistent with the overall land use visions for both towns. In addition, development will need to be monitored to ensure that the capacity on the existing sanitary sewer system is not exceeded.

The City of Berlin exercises extraterritorial jurisdiction within 1.5 miles of its borders. Sections 32 to 36 in the Town of Aurora as well as portions of the Town of Berlin fall within the Extraterritorial Zoning Area (ETZA). A joint committee made up of representatives from the towns of Aurora and Berlin and the City of Berlin approve or disapprove of any zoning changes within this area. This insures that orderly development is occurring in this area and that all communities affected

have input. To assure that land use issues and conflicts are minimal in other areas of the town, the Town of Aurora should strive to monitor development within 0.5 miles of its borders as well as establish an effective method of communication with all of its neighbors.

Natural resource preservation and development may be in conflict with each other. High quality wetlands, floodplains, and other features comprise the natural resource base for the towns. Increased development near these resources could lead to displacement of wildlife; degradation of surface and groundwater; and loss of forest, farmland and other open lands and resources.

Incompatibilities may arise between adjacent land uses as development continues. Future land use maps designate specific areas for various uses. To minimize these conflicts, other land use controls such as setbacks, screening, and buffering should be utilized to limit potential conflicts. Many of these controls are detailed within the respective zoning ordinances. Any subdivision that is approved should be designed in a manner that preserves the rural character of the area while enhancing the natural resource base.

## **INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS**

Land use cannot be considered in isolation from other elements. Economic development; housing; transportation; community and public facilities; and agricultural, natural and cultural resources all interact with one another. A vibrant economy brings people to the area in search of jobs and housing. Additional jobs may require the construction of more businesses, while additional people may demand other housing and services. Infrastructure such as roads and sewer and water extensions may be needed to serve these areas and people. This development may impact existing farm lands, forest areas, and other natural features.

### **Economic Development**

Commercial and industrial land uses should be located in areas that are compatible with adjacent land uses, minimize environmental impacts, and utilize existing infrastructure. Additionally, industrial and concentrated commercial land uses should be situated in areas, if possible, where public sanitary sewer and water are available. While public sewer is not available in the Town of Aurora, commercial and light industrial uses should be concentrated near similar land uses. This would include the areas near the STH 21 and STH 49 intersection and the City of Berlin.

Emphasizing the vitality of Tustin and West Bloomfield, incorporating historic elements of the region, and directing unique businesses to these areas are important to the economic vitality of the communities. Industrial parks with available land and expansion capacity for commercial and industrial development are located in nearby communities. Although the towns of Bloomfield and Aurora may not garner direct tax benefits from new industrial development, town residents will benefit from the creation of good paying jobs.

### **Housing**

It is critical that an adequate supply of reasonably priced land be available for residential development. The amount of land that is required depends on the density, design, and placement of development. Residential development should be placed to minimize

environmental impacts and utilize existing infrastructure. Scattered residential development increases the cost to provide public services such as fire, police and emergency protection; consumes and fractures large tracts of agricultural and forested areas; and increases conflicts between agricultural and residential uses.

Demand for property with access to natural resources has driven up land values and the cost of housing in the area. New residential development may not be affordable to residents who depend on the area for jobs. The provision of a mix of residential units must be available for all income ranges. Affordable housing including smaller homes on smaller lots and reasonably priced rental properties must be provided for individuals on low or fixed incomes. These areas should be located within walking distance of schools, stores, and other services.

### **Transportation**

A well planned transportation system provides access to housing, schools, work and through traffic. As part of this transportation system, bike and pedestrian facilities should be expanded in existing areas to provide safe access to schools and business. When new subdivisions or roads are built or existing roads are reconstructed, pedestrian and bike access should be incorporated into these new designs.

Communities should carefully consider the creation of a system of recreational trails for both non-motorized and motorized traffic. Bicycling and pedestrian trails provide alternative transportation methods for local residents and potential tourist attractions. A year-round trail system for ATVs will also increase recreational opportunities for local residents and tourists alike.

### **Utilities and Community Facilities**

New development should occur in proximity to existing infrastructure. Unsewered development should not be allowed to occur in areas that can be cost effectively and readily served by public sewer. Areas within and near Tustin should be served by public sewer if it is readily available. In rural areas, scattered residential development increases the cost or makes costs prohibitive for services such as fire, police and emergency protection and public transportation (school bus and elderly/disabled). The road network should provide easy access to all areas as valuable time is lost when emergency vehicles must travel on winding local roads.

### **Agricultural Resources**

Agriculture not only supports the economy of the county, but also defines the rural character that residents of the area value. The county is experiencing a decrease in the number of farming operations as farmland is converted to other uses. Farmland areas are being fragmented by scattered residential development which often results in agriculture operational conflicts and limits farm expansion for farmers who wish to remain in farming.

### **Natural Resources**

An abundance of natural resources including Lake Poygan, Willow Creek, the Fox River, streams, woodlands, wetlands, wildlife habitat, agricultural land and other open spaces can be found in the area. People who visit and live in the area value these resources. Increased

development can adversely affect these very resources that drew people to the area and caused them to remain. New development should be directed away from sensitive environmental areas including floodplains and wetlands. Care should be taken to minimize the effects of new construction on the existing environment by strictly enforcing erosion control practices. Older septic systems should be inspected regularly to minimize the consequences of failing systems on water quality.

### **Cultural Resources**

The historical past of the area helps to define the present. Care should be taken to preserve, protect, and enhance the cultural resources, historic areas, and buildings that remain. New development should be incorporated into existing development so that it enhances the historic components that remain. The downtown areas of Tustin, West Bloomfield and Auroraville could be developed to enhance the historical significance of the area.

### **Intergovernmental Cooperation**

Land use decisions that are made within one municipality often affect the decisions and land use of another. For example, the development of a heavy industrial activity near the border of one community has the potential to affect the land use, natural resources and economy of an adjacent community. In this example, a residential use may not be compatible with the heavy industrial use, the industry may pollute a stream that flows through another community, or the business may purchase raw products or supplies from a business in an adjacent community. To minimize conflicts, communities should solicit input and find an effective form of communication with neighboring communities and residents.

## **POLICIES AND PROGRAMS**

### **Regional, County and Local Policies**

#### ***Zoning Ordinances***

The Wisconsin enabling legislation requires that zoning ordinances must be reviewed and modified if necessary to be consistent with a community's comprehensive plan.

Local municipalities and counties can enact wind energy zoning ordinances to proactively plan for siting future wind energy projects.<sup>30</sup> Wind energy zoning ordinances can establish setbacks from property lines, roads, communication and electricity transmission systems, and residential structures. Additionally, setbacks can be established for undeveloped residential properties. Although noise level effects may be difficult to determine due to differences between individuals, it is possible to establish maximum allowable decibel levels at residential dwellings and specific public facility sites. Height restrictions can be placed on individual turbines. Height restrictions must be used cautiously since a restriction could lead to an increased number of turbines and decreased land use efficiencies. Several safety features can be incorporated into a zoning ordinance. For example, restrictions can be placed controlling the accessibility (lockable, non-climbable towers), electrical connection systems, and appropriate warning signage

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<sup>30</sup> *Wisconsin State Statutes 66.0401.*



installation to cite a few examples. Ordinances can also include specific plans for site reclamation if a turbine is abandoned or its use is discontinued.

Other zoning tools can also be utilized to limit the number of potential sites for wind energy facilities. Extra-territorial airport zoning can restrict the maximum height of structures to a distance of three miles from a public airport facility. In addition, overlay zoning can be utilized to further protect significant natural or cultural resources by limiting the conditional uses within a specific area.

### ***County Policies***

**County Zoning.** The Waushara County Code of Ordinances regulates private on-site wastewater treatment systems, land divisions and land uses. A few of the chapters that relate to land use are summarized below.

**Waushara County Utilities Ordinance** is contained within Chapter 54 of the Waushara County Code of Ordinances. This ordinance regulates all private on-site wastewater treatment systems within the county. Although this ordinance does not directly determine land uses, it influences the location of future development according to soil suitability.

**Waushara County's Subdivision Ordinance** is contained in Chapter 42 of the Waushara County Code of Ordinances. The ordinance facilitates division of larger parcels of land into smaller parcels of land. Land divisions create less than three lots of 15 acres or less. Land divisions can be classified as either major or minor subdivisions. A major subdivision creates five or more lots which are each 5 acres or less in area by successive divisions within a 10-year period. A minor subdivision contains three or more lots that are 15 acres or less in area by successive divisions within a 10-year period. The ordinance also contains design standards for streets, setbacks, utility easements, stormwater management techniques, and erosion control.

The **Floodplain Zoning Ordinance** is contained within Chapter 18 of the Waushara County Code of Ordinances. The purpose of the floodplain ordinance is to protect life, health, and property; to minimize the costs associated with flood control projects; and to minimize the costs associated with relief and reconstruction efforts. The ordinance regulates residential uses, storage of hazardous materials, sewage disposal, wells for drinking water, and uses mentioned in NR 110.

The **Shoreland Zoning Ordinance** is contained within Chapter 58 of the Waushara County Code of Ordinances. Shorelands are defined as unincorporated areas which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagooning, and other uses which may be detrimental to this area.

Chapter 58 also addresses **wind energy generation facilities**.<sup>31</sup> The existing ordinance permits wind energy facilities in areas that have been zoned for either general agricultural (A-G) or forestry (O-F) uses. As such, the landscape within these areas must be dominated by

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<sup>31</sup> WCZLC. 2006. *Code of Ordinances: Waushara County, Wisconsin 58.236 (20)*.

agricultural practices or woodlots. Several setbacks, safety restrictions, and ground clearance requirements have been established. The County and local municipalities may wish to collaborate to designate specific sites appropriate for future wind energy facilities.

**Farmland Preservation Plan.** Waushara County adopted the county Farmland Preservation Plan on June 9, 1981.<sup>32</sup> The goal of the plan is to preserve productive and potentially productive agricultural land, forest land, and environmentally sensitive areas while providing other areas for well planned growth in other appropriate areas of the county. Agriculturally productive areas are defined as existing farms consisting of a minimum of 35 contiguous acres of productive farmland. This plan allows farmers in preservation areas to sign agreements on a voluntary basis under the state's Farmland Preservation Act for tax credits.

**Pine River/Willow Creek/Poygan South Priority Watershed Plan.** The Pine River/Willow Creek/Poygan South Priority Watershed was selected as a priority watershed in 1995.<sup>33</sup> The watershed drains 308 square miles in Waushara and Winnebago Counties. Both waterways are clear, hard water streams that drain the southern two-thirds of Waushara County. The local soils, geology, and other physical resources present in the watershed are highly susceptible to groundwater and surface water contamination from poor land use practices. The high occurrence of agricultural uses exacerbates this vulnerability. The overall goal of the High Priority Watershed program is to reduce sedimentation and nutrient loading to local water resources. The project will end in 2009. In 1997, the Pine River/Willow Creek/Poygan South Priority Watershed Plan was adopted to protect these watersheds.

**Land and Water Resource Management (LWRM) Plan.** The Waushara County LWRM plan was written in 1999.<sup>34</sup> In 2005, it was revised in response to a legislative call to redesign Wisconsin's programs to reduce pollution from unknown sources. The revised plan was adopted in February 2006. The plan identifies long term goals and implementation strategies to reduce non-point source pollution into rivers, streams, and lakes in Waushara County. The four goals that were identified include: 1.) Reduce soil erosion and continue to protect natural resources; 2.) protect and enhance in-stream, riparian, wetland and upland habitat; 3.) protect surface waters from construction site erosion control & non-metallic mining; and 4.) implement the animal waste prohibition.

### ***Local Policies***

**City of Berlin Zoning.** The City of Berlin holds extraterritorial zoning rights that extend into the Town of Aurora. While the City of Berlin may establish extraterritorial zoning up to a mile and a half from the corporate boundary of the city, the City and Town have elected to only include sections 32, 33, 34, and 35 in the extraterritorial area (ETZA) at this time. The zoning regulates land use and land divisions within the ETZA that are similar but unique from the zoning within the city boundary. ETZA zoning ordinances are contained within the City of Berlin Zoning Ordinance.

<sup>32</sup> WCZLC. 1980. *Waushara County Farmland Preservation Plan*. [http://www.co.waushara.wi.us/more\\_lcd.htm](http://www.co.waushara.wi.us/more_lcd.htm).

<sup>33</sup> WDNR. 1995. *Pine River and Willow Creek Watershed*. <http://dnr.wi.gov/org/gmu/wolf/surfacewaterfiles/watersheds/wr02.htm>.

<sup>34</sup> WCZLC. 2005. *Waushara County Land and Water Resource Management Plan*. [http://www.co.waushara.wi.us/more\\_lcd.htm](http://www.co.waushara.wi.us/more_lcd.htm).

**Official Map.** An official map is intended to implement a master plan for a city, village, or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use. Towns of Aurora and Bloomfield currently do not have an official map and may want to adopt one as part of this planning effort. The Waushara County parcel map may serve as a basis for their official map.

**Existing Comprehensive/Land Management Plans.** This is the first planning effort for the towns of Bloomfield and Aurora. Several adjacent towns in Waushara County have already adopted land management plans (Town of Poy Sippi, 2002; Town of Leon, 2002). The Town of Saxeville prepared a land management plan in 2001, but has not formally adopted the plan. The Town of Poy Sippi is currently updating its land management plan to make it compliant with *Wisconsin State Statutes* 66.1001. To date, the Town of Warren has not been involved with land use planning. The towns of Fremont and Lind (Waupaca County) are currently preparing comprehensive plans. The Town of Wolf River (Winnebago County) adopted a land management plan in 1995; to date the town has not begun its comprehensive planning process. The towns of Poygan and Rushford (Winnebago County) are currently preparing comprehensive plans, while the Town of Nepeuskun has not begun this process. Within Green Lake County, the City of Berlin (2003) and the towns of Berlin (2002), Seneca (2003) and the County (2003) have adopted Comprehensive Plans. Winnebago County has completed a county-wide plan.

## Federal, State and Regional Programs

### *State of Wisconsin*

**Land and Water Resource Management Planning Program (LWRM).** The land and water resource management planning program (LWRM) was established in 1997 by Wisconsin Act 27 and further developed by Wisconsin Act 9 in 1999.<sup>35</sup> Although both Acts are designed to reduce non-point pollution, Wisconsin Act 27 regulates rural and agricultural sources while Wisconsin Act 9 regulates urban sources.<sup>36</sup> Counties are required to develop and periodically revise LWRM plans. Citizens and professionals in each county identify local needs and priorities in regards to conservation needs through watershed based planning. All LWRM plans must be approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

**Wisconsin Act 204.** Recent blackouts and other incidents throughout the United States have raised concerns regarding both the supply of energy and the adequacy of the transmission grid. Wisconsin Act 204 mandates that a portion of electricity generation facilities be from renewable resources. To ensure that the renewable energy goals set forth in Wisconsin Act 204 are not unduly hindered, the State passed additional legislation restricting the ability of local governments to prohibit or curtail the development of wind and solar energy systems.<sup>37</sup> Municipalities can only impose restrictions on the construction and operation of wind turbines to protect public health and safety. Furthermore, communities cannot impose regulations which increase construction/operation costs, decrease the efficiency of wind generation systems, or specifically prohibit installation of alternate energy systems.

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<sup>35</sup> Wisconsin Legislative Reference Bureau. 1997. *Budget Brief 97-6*.

<sup>36</sup> Wisconsin Legislative Reference Bureau. 2000. *Budget Brief 00-7*.

<sup>37</sup> Wisconsin Statutes 66.0401

Although traditional approaches such as coal and natural gas are still utilized, other options are being explored that include renewable resources. Under this mandate, other sources of energy such as wind are currently being proposed at several locations throughout Wisconsin. While there is an extensive review process for the placement of large electrical generation facilities, smaller facilities, such as wind turbines, often fall below the size limitation and bypass this review process. Thus, many communities find themselves unprepared to handle future wind turbine proposals.

**EXHIBIT 8-1**  
**EXISTING LAND USE**

**EXHIBIT 8-2**  
**EXISTING ZONING**

**EXHIBIT 8-3**  
**FUTURE LAND USE**

## LAND USE – Town of Aurora

### **Goal LU 1. Encourage a pattern of community development and growth that preserves and enhances the quality of life for the residents of the town.**

#### **Objectives:**

- **LU 1.1. Ensure that the environmentally sensitive areas such as wetlands, floodplains, steep slopes, trout streams and lakes are protected when planning for future development.** Wetlands act as a natural filtering system to remove nutrients. They also provide an area free from development for water to safely go. Floodplains are susceptible to flooding and are usually considered unsuitable for development due to potential health risks and property damage. Wetlands and floodplains are primarily found throughout the town.

#### **Strategies:**

- **Consult the future land use map for environmentally sensitive areas prior to approving proposed development.**
  - **Protect areas designated on the map as “undevelopable” from all types of development.** “Undevelopable” areas include wetlands, floodplains, and areas of high groundwater. Per Waushara County Zoning Ordinance (Section 58-396) a buffer of 50 feet has been established from wetlands of 2 acres or more. A buffer of 75 feet has been established from lakes, streams and rivers, while a setback of 100 feet has been established from trout streams.
  - **Maintain a buffer of native vegetation along shorelines and wetlands.**
    - Support county enforcement of current regulations.
  - **Monitor the recommendations from the WDNR and the County Land Conservation Committee’s study for the Fox River, Aurora Millpond, Willow Creek, Barnes Creek, and Pine River.**
- **LU 1.2. Protect and preserve the town and area’s natural resources and features.** These natural resources include the groundwater supply, and surface water, forest, and mineral resources. The residents of the area depend exclusively on groundwater for a safe drinking water supply. Forests not only provide an attractive building site but are an economic resource for individual property owners and area residents. Fortunately, the majority of these larger forested areas are found within wetland areas and are already protected from development.

#### **Strategies:**

- **Limit development near the town’s former landfill.**
  - Indicate a 1,200 feet buffer around the town’s former landfill.
  - Encourage the county to inform potential landowners at time of property transfer that more information should be obtained before constructing a well.
- **Maintain a quality forest resource.**
  - Work with the county to minimize fragmentation of larger forested areas.
  - Support existing regulatory tools that are designed to protect larger forested areas in the town from development.



- **LU 1.3. Minimize the visual impact of non-farm development on the rural landscape.**

**Strategies:**

- **Identify general areas in the town for small lot residential development.** While areas for targeted small lot development have been indicated on the future land use map, this use is not exclusive to these areas of the town.
  - **Regulate the placement of cell towers and/or wind generators.** Support criteria and address these special uses where appropriate in the zoning ordinance.
  - **Establish a 300 foot maximum setback for residential structures within the general agricultural zoning district.** The 300 foot maximum setback pertains to any lot on a public thoroughfare and should be measured from the right-of-way (ROW) Line. Exceptions, as a result of lot size and other variables, will be made on a case by case basis.
  - **Encourage infill development and revitalizations projects.** While single lot residential development is predominant within the town, in certain areas, such as Auroraville and near the City of Berlin, opportunities for infill development exist.
  - **Establish requirements for future commercial and light development proposals.**
  - **Adopt design standards for commercial development.**
- **LU 1.4. Promote economic growth and vitality while preserving the town's natural resources, amenities and agricultural base.**

**Strategies:**

- **The town should identify all farms and/or properties based on objective criteria.** According to United States Department of Agriculture, for the Census of Agriculture "a farm is any place from which \$1,000 or more of agricultural products were produced and sold, or normally would have been sold, during the census year."<sup>1</sup>
- **Encourage the use of appropriate "buffer zones" between new residential development and existing farm operations to minimize land use conflicts.** Development adjacent to existing farming operations can cause land use conflicts. The town recommends that a 1,000 foot buffer zone be established around existing working farm operations. These areas should not exclusively restrict development; however, the encroachment upon these buffer zones automatically implies acceptance of the farm and its operation.
- **Require that all subdivisions that are developed adjacent to existing farm operations contain a statement regarding the "Right to Farm".**
- **Direct new commercial development to the intersection of STH 21/49.**
  - Identify areas on the future land use map for new commercial and light industrial development.

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<sup>1</sup> <http://www.nass.usda.gov/Census of Agriculture>

- Accommodate uses that are compatible and consistent with existing zoning in the town.
  - **Assess current zoning requirements to promote small and home-based businesses which complement the community.**
  - **Encourage the development of alternative specialty products, methods and services.**
  - **Support requests by entrepreneurs to develop accommodations that capitalize on “low impact” tourism such as campgrounds, “Bed ‘n’ Breakfasts”, and home and cottage rentals.**
  - **Establish a future grid system of local roads.** The committee was concerned about future accessibility. To ensure accessibility throughout the town, the committee would like to develop, as land is developed, a future road network based on a grid system. Recognizing environmental limitations and placement of existing structures, the committee proposed that future roads be constructed as near to 40 lines as possible. To accommodate future roads, the committee would like the town to adopt a setback requirement that restricts development within 48 feet (33’ road right-of-way plus 15’ building setback) of the section line.
- **LU 1.5. Protect the town’s important cultural resources.**

**Strategies:**

- **Support local historic preservation of structures and landmarks.**
  - **Compile an inventory of significant cultural resources (including buildings).**
  - **Consider cultural resources and historic preservation in any future land use planning and development decisions.**
- **LU 1.6. Support efforts to supply affordable housing.**

**Strategies:**

- **Support housing proposals that include new affordable housing that fits in with the rural character of the Town of Aurora.**
  - **Consider the possibility of subsidized housing in appropriate areas.**
  - **Work with nonprofits and the private sector to meet needs for the elderly segment of the population.**
  - **When evaluating housing needs, support development and preservation of varied types of housing developments.**
  - **Identify areas in the town for smaller lot development.**
- **LU 1.7. Ensure that the future transportation system is integrated with the existing and future land use plan.**

**Strategies:**

- **The town should work with WisDOT, ECWRPC, communities along the STH 21 corridor and others to ensure local involvement in any future planning of the corridor.** This should include:
  - Monitor and keep informed about any plans that may affect the corridor.

- As necessary, take appropriate action to ensure the best interests of the town are incorporated into any future plans.
- Ensure that an access point is provided at STH 49, and if possible CTH XX.
- Form working relationship with WisDOT, ECWRPC, and affected communities.
- **Evaluate the north and south intersection of 34<sup>th</sup> Road and CTH XX to address safety concerns.**
  - Consider a 3-way stop sign at the northern intersection.
  - Work with the county highway department to identify strategies to alleviate safety concerns.
- **Timely respond to site-specific road maintenance and/or safety issues.**
  - Continue to conduct a PASER evaluation of existing road network.
  - Use capital improvements programming to establish appropriate funding levels.
- **Increase ride sharing for work, shopping, and other trips.**
  - Consider establishing a “park and ride” lot near the corner of STH 21 and STH 49.
- **Identify conflict areas between vehicles and bicyclists/pedestrians.**
- **Recommend that the County Park Department investigate the possibilities for establishing a non-motorized off-road recreational trail system designed to accommodate a range of compatible uses.**

## CHAPTER 9: INTERGOVERNMENTAL COOPERATION

### TABLE OF CONTENTS

Introduction .....	9-1
Vision Statement .....	9-1
Inventory and Analysis .....	9-1
Governmental Units and Relationships to Communities .....	9-1
Communities .....	9-1
School Districts .....	9-2
Community Facilities .....	9-2
County .....	9-3
Region .....	9-4
State of Wisconsin .....	9-4
Intergovernmental Comprehensive Planning Efforts .....	9-4
Laws, Ordinances and Regulations .....	9-5
Interrelationships with other Plan Elements .....	9-6
Economic Development .....	9-6
Housing .....	9-6
Transportation .....	9-6
Utilities and Community Facilities .....	9-6
Agriculture Resources .....	9-7
Natural Resources .....	9-7
Cultural Resources .....	9-7
Land Use .....	9-8
Policies .....	9-8
State, Regional, and County Policies .....	9-8
State .....	9-8
Regional .....	9-9
County .....	9-9
Goals, Objectives and Strategies .....	9-10

## **INTERGOVERNMENTAL COOPERATION**

### **INTRODUCTION**

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

#### ***Intergovernmental Cooperation Area Vision for 2030***

*In 2030, the Town of Aurora has been successful in forming strong partnerships with neighboring municipalities. Working together on the new STH 21 project has strengthened the ties that the Town has developed over the years with Waushara County, the Department of Transportation and its neighbors. This spirit of cooperation has led to more cost-effective delivery of municipal services by eliminating duplication and taking advantage of economies of scale. Furthermore, the Town along with Waushara County has been successful in working with the City of Berlin, the Berlin Area School District and Green Lake County on a number of projects that have enhanced the lives of the residents of the town. These partnerships have resulted in increased services to elderly and disabled residents and the youth of the town, enhanced emergency protection and a sense of community. The Town along with the City of Berlin continues to work together through extraterritorial zoning on planning within the 1.5 mile border of the city. Through this avenue the town and city have been able to successfully plan for the growth that has been occurring.*

## **INVENTORY AND ANALYSIS**

### **Governmental Units and Relationships to Communities**

#### ***Communities***

#### **Town of Aurora**

The Town of Aurora shares its borders with the towns of Warren, Leon and Poy Sippi in Waushara County; the City of Berlin and the towns of Seneca and Berlin in Green Lake County; and the towns of Nepeuskun, Rushford and Poygan in Winnebago County. The Town is adjacent to the City of Berlin and falls within the City's extraterritorial zoning area (ETZA). As a result the town is a member of a joint committee, as provided under Wis. Stats 62.23(7a). This committee has the authority to make zoning changes within the ETZA and meets on a monthly basis. This effort has increased the level of communication between the towns of Aurora and Berlin and the City of Berlin. As a result the Town of Aurora has developed a number of intergovernmental agreements that have resulted in increased benefits to town residents. Since towns cannot annex land from one another, the borders between the remaining communities are fixed and boundary disputes are non-existent. The town has established a good relationship with all its neighbors.

## **Town of Bloomfield**

The Town of Bloomfield shares its borders with the towns of Leon, Poy Sippi, and Saxeville in Waushara County; the towns of Fremont and Lind in Waupaca County; and the Town of Wolf River in Winnebago County. Towns cannot annex land from one another; therefore, borders between these entities are fixed and boundary disputes are non-existent. The town enjoys a good working relationship with its neighbors.

The North Lake Poygan Sanitary District has jurisdiction within the unincorporated village of Tustin. The service area also covers the shoreline area within the Town of Wolf River in Winnebago County. The planning boundary encompasses portions of Bloomfield, Poy Sippi, and Wolf River. The sanitary district works closely with Waushara County and Town of Bloomfield to monitor new construction within the sewer service and planning area boundaries and other sanitary sewer related issues.

### ***School Districts***

The area is served by four different public school districts; Berlin Area, Omro, Weyauwega-Fremont, and Wild Rose. The towns of Aurora and Bloomfield have not actively participated in any planning activities for the school districts. However, the towns would like to be more active with future issues when the need arises.

While school districts are working with area communities, additional communication and cooperation can be done that will benefit both the school districts and the communities. This may include sharing recreational facilities, utilizing existing school facilities for after school meeting space, and working together to coordinate the siting and utilization of new school facilities. Communities, school districts and local businesses can also establish agreements to work together on other issues. This can include partnerships to construct local buildings (sheds, garages, houses) that not only give students valuable life and work skills but also benefit individuals within the local community. Community service type projects by local students strengthen young people's senses of civic engagement and have life long implications. Local governments and school districts should establish a method of communication and explore ways in which they can work together. Joint cooperation between school districts will allow the goals of the comprehensive plan to be met while providing safe, efficient transportation, community services, and related amenities.

Although the planning area is served by two technical college districts, no classes are held within either Aurora or Bloomfield. The Fox Valley Technical College (FVTC) main campus is located in Appleton; a satellite campus is located in the City of Wautoma. The Moraine Park Technical College Campus is located in Fond du Lac. Classes are limited and the opportunity exists for area residents and communities to work with FVTC to increase the class selection.

### ***Community Facilities***

Due to the rural nature of Waushara County, many facilities are located in the City of Wautoma, Village of Redgranite or City of Berlin. Sheriff Officers are dispatched from the City of Wautoma. Fire protection is dispatched from the City of Berlin to the Town of Aurora, while two fire departments are located within Bloomfield. The Waushara County EMS operates a

service center in Poy Sippi to respond to calls in eastern Waushara County. Due to the proximity of the Town of Aurora with the City of Berlin, the town has established an agreement with the city for emergency service. For the most part, area school children travel daily to one of the incorporated communities (cities of Berlin or Weyauwega, or the villages of Fremont or Wild Rose) to attend public school. Finally, library facilities are located in the cities of Berlin and Weyauwega, the Town of Poy Sippi and the Village of Fremont.

Communities should periodically meet with providers of utility infrastructure (gas, electric, telephone, etc.), the WisDOT and the Waushara County Highway Department to discuss upcoming road construction and utility upgrades. Coordinating construction projects saves everyone time and money. Besides coordinating construction projects, local governments and school districts should work with utility companies and others to ensure that the technological infrastructure that is provided is sufficient to attract new growth. Infrastructure should include but not be limited to natural gas, electricity generation, telecommunications, and other similar services.

Currently all communities within the planning area have various intergovernmental agreements with one another in regard to public services and facilities. The three fire departments have mutual aid agreements with each other and the other districts/departments in both Waushara County and the adjoining counties. The Town of Aurora has an informal working agreement with the Marion-Warren Drainage District to assist in culvert and other drainage issues in the town. Communities should also strive to implement new intergovernmental agreements which involve senior citizens and other social services; park and recreational facilities; stormwater management; or other topics.

The towns of Aurora and Bloomfield have transportation related mutual aid agreements with the surrounding towns. The towns and their neighbors maintain responsibility for alternating road segments along common borders. For example, Bloomfield mows grass and provides snowplowing for a mile segment of 37<sup>th</sup> Avenue, and the Town of Wolf River supplies these services for the next mile of roadway.

### ***County***

The towns of Aurora and Bloomfield are located in Waushara County. Both towns have adopted county zoning and have therefore given the county jurisdiction over zoning matters including land divisions and private on-site wastewater systems. However, the County allows each town to comment on and approve all proposed development (except within the City of Berlin ETZA portion of the Town of Aurora) within its jurisdiction before it approves any final action. The County is also the permitting agent for on-site wastewater systems. The City of Berlin ETZA committee has authority over zoning decisions within the Town of Aurora that fall within this area. Waushara County Shoreland Zoning ordinance takes precedence within the ETZA for lands that fall within the Town of Aurora.

Communities work with the various county departments to coordinate road construction and maintenance; solid waste and recycling efforts; senior citizen and other social services; and park and recreational facilities and programs. The communities and the County continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

## ***Region***

Waushara County is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region. These services include environmental management, housing, demographics, economic development, transportation, community facilities, land use, contract planning, and others. ECWRPC has worked with the towns of Aurora and Bloomfield on several projects over the years including the preparation of local and county park and open space plans, sewer service area planning, and the current comprehensive plan.

## ***State of Wisconsin***

**Wisconsin Department of Natural Resources (WDNR).** The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. The WDNR helps local landowners successfully manage their woodlots for wildlife habitat and timber production throughout Waushara County. The WDNR also maintains environmental corridors which enhance surface water quality and stream habitat throughout the planning area. The WDNR maintains a service center in the Wautoma Industrial Park.

**Department of Agriculture, Trade, and Consumer Protection (DATCP).** The overall mission of DATCP is multi-fold. The agency oversees programs which ensure the safety and quality of food, fair business practices for buyers and sellers, consumer protection, efficient use of agricultural resources in a quality environment, healthy animal and plant populations, and the vitality of Wisconsin agriculture and commerce. Since agriculture will continue to be an important economic industry within the planning area, many of the programs DATCP offers will benefit and help local citizens.

**Wisconsin Department of Transportation (WisDOT).** WisDOT deals with issues related to all transportation uses in the planning area. WisDOT evaluates existing transportation infrastructure for bicycle and pedestrian trails as well as assists in planning efforts for future trails. The County maintains through an agreement with WisDOT the maintenance of the STH 21 and STH 49 corridors. Although there are no major expansion plans for these highways, the County and communities should collaborate with WisDOT to address transportation issues including a long-term vision for the STH 21 corridor and strategic locations for "Park & Ride" lots.

## **Intergovernmental Comprehensive Planning Efforts**

The communities within the Group F planning cluster (Aurora, Bloomfield, and Poy Sippi) have met separately throughout the planning process to discuss issues related to each of the nine elements. By doing so, the municipalities have had minimal opportunity to discuss common goals and work together to resolve differences. The towns should establish an effective means of communication with neighboring communities to discuss land use goals and other policies as the need arises. Periodically, representatives from various agencies and businesses (WDNR, CAP Services, Waushara Area Chamber of Commerce, Waushara County Economic Development Corporation) should be invited to town board or plan commission meetings to talk and/or provide input into the implementation process.



## Laws, Ordinances and Regulations

**Cooperative Boundary Plans and Agreements.** Cooperative boundary plans and agreements are joint planning efforts in which two or more municipalities establish a mutually agreeable plan to establish boundary lines, provide public services and facilities, share revenues, and establish land use criteria.<sup>1</sup> The majority of municipal boundary agreements are conducted between a town and an incorporated village or city. Cooperative boundary plans, which are subject to a minimum of a ten-year period, must be approved by the Wisconsin Department of Administration.

**Extraterritorial Subdivision Regulation.** Incorporated villages and cities can exercise plat review authority in unincorporated areas adjacent to their communities.<sup>2</sup> This allows incorporated areas the same authority to approve or reject a specific plat or CSM as if it were within its own jurisdiction. This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and small cities and 3.0 miles for cities with population of greater than 10,000. The incorporated area must have a subdivision ordinance in place in order to exercise this authority.

Cities and villages can work to ensure that land use conflicts be minimized near the incorporated boundaries. If the incorporated area has more restrictive guidelines than the adjacent town, the city/village can require that the subdivisions meet the more restrictive regulations. A plat can be rejected if it conflicts with a city/village ordinance, fails to comply with state statutes, or fails to comply with the city/village master plan.

**Extraterritorial Zoning.** Incorporated villages and cities have been given authority to practice extraterritorial zoning authority if they have developed a zoning ordinance for the incorporated areas.<sup>3</sup> This authority extends to a distance of 1.5 miles from the incorporated boundary for villages and cities with populations less than 10,000 and 3.0 miles for cities if the population exceeds 10,000. Extraterritorial zoning allows for smooth transitions between suburban and rural areas, reduces conflicting land uses, and promotes intergovernmental cooperation in planning for future community needs.

Three major steps are involved in the adoption of an extraterritorial zoning ordinance.<sup>4</sup> First, the incorporated area must adopt and publicize a resolution to establish its intent to exercise its zoning authority within the extraterritorial area. Second, a joint committee with members from both the incorporated municipality and town must develop the specific zoning ordinance. Finally, the final plan must be adopted through the joint committee. The joint committee consists of three members from the city or village and three members from each affected town. This ensures that zoning cannot happen unless everyone agrees.

The City of Berlin has established an extraterritorial zoning area that extends into the Town of Aurora and includes sections 32 through 36.

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<sup>1</sup> *Wisconsin State Statutes* s.66.0307.

<sup>2</sup> *Wisconsin State Statutes* s.236.10.

<sup>3</sup> *Wisconsin State Statutes* s.62.23.

<sup>4</sup> Ohm, B. 1999. *Guide to Community Planning in Wisconsin*.

## **INTERRELATIONSHIPS WITH OTHER PLAN ELEMENTS**

### **Economic Development**

Communities should partner with community, county, and regional economic development groups; the local chamber of commerce; organizations such as CAP Services; state agencies such as Wisconsin Department of Commerce and UW-Extension; area school districts and technical schools; local businesses and others which promote economic development. Since the economy of the individual communities in the Group F cluster is dependent on the economy of all the municipalities in the area, all communities within Waushara County and the Tri-County region must work together.

### **Housing**

Housing choices that reflect the needs of individual households are an integral part of comprehensive planning. Economic development professionals, housing providers, local government officials, county departments and consumers should work together to promote the development of housing that meets the needs of all income levels within the area. Communities should continue to work with and forge new ties with agencies such as CAP Services, United Migrant Opportunity Services (UMOS), the Federal Department of Housing and Urban Development, and private entities to ensure that an adequate amount of affordable housing is present.

### **Transportation**

Communities should work with WisDOT, Waushara County and ECWRPC to resolve local, regional and state transportation related issues. Congestion and safety near the intersection of STH 21 and STH 49 should be resolved through coordination with WisDOT and the County. STH 21 corridor planning should be collaborated through a joint effort with input from all communities along the corridor; WisDOT, WDNR and other state agencies; regional planning commissions; interested citizens; and others.

Roadway projects must be jointly coordinated with public utilities, local emergency rescue departments, community departments, school districts and others to ensure that repairs are made cost-effectively and on a timely basis.

### **Utilities and Community Facilities**

Coordination of road construction projects and utility upgrades can save everyone time and money. If a community is aware of a needed utility upgrade on a local street, they may also decide that it would be cost-effective for them to resurface the roadway after construction has occurred. Likewise, if a utility knows that a local road is going to be under construction, they may decide to upgrade their facilities at the same time.

Coordination of new school facilities is also vital. Communities need to plan for increased traffic, reuse of former buildings, and needed public infrastructure (roads, sewer, water, police and fire protection). Multi-use and extended use of buildings can also save the community money. A school facility is an ideal location to hold evening classes for adults, as well as

recreational programs and public meetings. In some instances, school districts have worked with communities to construct joint library projects and recreational facilities (swimming, gym and weight room).

Communities and the County should work together on joint and regional park and recreational programs and facilities. Some of the larger facilities such as a ski or tubing hill, ice rink and swimming pool maybe too costly for one entity to tackle alone. Moreover, the use of these facilities is not limited to the residents of one community but is usually enjoyed by the residents and visitors of the entire area. Countywide recreational leagues may also be something that can be investigated. One community alone may not have enough participation to field a sufficient number of teams to support league play, but with input from a number of communities in the area, this may become feasible. Some things that could be investigated may include soccer (adult and youth), baseball (adult and youth), volleyball, or others.

### **Agricultural Resources**

The economy and the character of the area are dependent on a viable agricultural community. Preserving productive agricultural land and maintaining a critical mass of farmers in the area to sustain the local agribusiness are tasks that can not be tackled alone. It will take input and support from communities, farmers, economic development groups, local agencies, and citizens alike. The goals, objectives and strategies that communities and the County develop during the comprehensive planning effort will have a direct impact on the agricultural economy.

### **Natural Resources**

Preserving the natural resources of the area is a joint effort. Natural resources do not stop at municipal boundaries. The actions and policies of one community impact the resources of another. A topographic divide separates surface water drainage between the Upper Wisconsin River Basin to the west and the Upper Fox River Basin to the east in the western portion of Waushara County. For this reason, the county has a number of pristine class 1 trout streams and exceptional water resources. The success of the County and the individual community's protection of these resources will impact the quality of the surface and groundwater for communities downstream and down gradient. To protect these valuable resources, communities must work with the WDNR and County to ensure that the actions and policies that they are using are effective in protecting water quality.

### **Cultural Resources**

The cultural and historical features of a community help define it. Preserving these resources that residents feel have made meaningful contributions to the community's heritage allows a connection to the past and an opportunity to pass this heritage onto future generations. Communities should work together to seek funding from the Wisconsin Historical Society to identify and evaluate historical, architectural and archeological resources in the area. Joint efforts should be made to ensure consistency between communities on planning related issues that affect cultural and historical resources. Finally, communities and the County should work together to educate citizens and elected officials about the importance of these resources and how they can be protected.

## Land Use

Land use brings the other elements together. The future land use map illustrates existing and future development based on the goals, objectives and strategies that each community has established. Land use decisions of one community have a direct impact on other communities. Communities should work together to jointly develop visions of how land along joint borders should be developed or preserved. When new development or land divisions occur in these areas, joint input should be obtained before decisions are made. The City of Berlin currently exercises extraterritorial jurisdictions within a 1.5 mile boundary of its incorporated limits. Extraterritorial zoning not only gives the city input on how these areas are to develop, but it also strengthens communication in the area. Joint planning will continue to give the Berlin area cohesiveness in the direction development should take and area-wide consensus in the decision making process that will ultimately shape the future of the entire area.

## POLICIES

### State, Regional and County Policies

#### *State*

The Wisconsin Department of Natural Resources (WDNR) and the Wisconsin Department of Transportation (WisDOT) routinely engage in master planning for natural resource management and transportation purposes. The University of Wisconsin Extension office located in Wautoma serves as an educational resource for County residents.

Waushara County is located within the Northeast Region of the WDNR. The Northeast Region has a regional office in Green Bay and a service center in Wautoma. A master plan is developed for each property that WDNR owns. This plan establishes goals and objectives for how the property will be managed and developed.<sup>5</sup> In addition, the master plan delineates adjacent lands or related parcels that should be acquired in the future to expand the property. The master plan discusses not only the proposed future of the property, but also the benefits it will provide to local communities. In order for the WDNR master planning process to be effective, local participation from the affected communities is needed. All citizens affected by the WDNR owned land should consider becoming involved in the planning process or attending meetings related to the projects.

Waushara County is located within the North Central Region of the Wisconsin Department of Transportation (WisDOT). The North Central Region has regional offices in Wisconsin Rapids and Rhinelander. WisDOT has prepared several master plans specifically for various modes of transportation as well as a highway improvement plan.<sup>6</sup> Although the plans are adequate to 2020, these plans will be periodically updated. Group F communities should take a proactive role in all transportation planning processes in the future to ensure that, as existing transportation facilities are expanded to meet the existing and future needs of the individual communities, the planning area, Waushara County, and the State of Wisconsin, other local concerns are addressed.

<sup>5</sup> Wisconsin DNR. 2005. *Property Master Planning*. [http://dnr.wi.gov/master\\_planning/](http://dnr.wi.gov/master_planning/).

<sup>6</sup> Wisconsin DOT. 2005. *Plans and Projects*. <http://www.dot.state.wi.us/projects/mode.htm>.

## ***Regional***

**East Central Wisconsin Regional Planning Commission.** East Central Wisconsin Regional Planning Commission has adopted the first two of four milestones in their regional comprehensive planning process. It is anticipated that the final milestone report will be adopted in 2007. The communities within the planning cluster should use the information identified in the first two milestone reports and actively participate in the remaining planning effort.

## ***County***

**Waushara County Comprehensive Plan.** While Waushara County has not adopted a smart growth comprehensive plan in accordance with s.66.1001, it does anticipate completion of a county-wide plan within the next 5 years. It is the responsibility of the communities within the Group F planning cluster to actively participate in the county-wide plan and to promote the incorporation of their land use planning decisions into the overall Waushara County plan.

**Waushara County Land and Water Management Plan.** Waushara County has recently adopted the County Land and Water Management Plan. This plan was developed by the County Land Conservation Committee with assistance from a citizen advisory committee that included representatives from the WDNR, USDA Natural Resources Conservation Service, Central Wisconsin Windshed Partners, and Watershed Lakes Council. It is the responsibility of the communities within the planning cluster to review and implement this plan within their respective jurisdictions.

## INTERGOVERNMENTAL COOPERATION – Town of Aurora

### **Goal IC 1. Work with neighboring municipalities, Waushara County, state and federal departments and agencies when opportunities and/or issues arise that can be more effectively addressed cooperatively.**

#### **Objectives:**

- **IC 1.1. Strengthen existing partnerships and build new relationships to promote economic growth in the town, area and county.**

#### **Strategy:**

- **Support the Berlin Area School District, FVTC, Moraine Park, UW-Extension, CAP Services and the business community to work together to provide programs that strengthen the economy of the area and promote life long learning opportunities.** Program areas could include:
  - Business Development
  - Financing
  - Financial Planning
  - Business Plan Development
  - Job Skill Training
  - Technical Curriculum Development
  - Job Shadowing
  - Career Direction
  - "At Risk" Students
  - Youth Apprenticeship
  - Junior Achievement
  - FFA (formally Future Farmers of America)
- **IC 1.2. Participate in a countywide effort to promote the agricultural economy and other economic development efforts.**

#### **Strategies:**

- **Encourage farmers in the town and county to explore opportunities for alternative specialty agricultural products, methods and services.**
- **Promote the expansion of commercial agribusiness.**
  - Provide an outlet for farmers to market or sell their products.
  - Encourage local restaurants to buy, sell and promote local products.
  - Encourage grocery and other stores to market and sell local products.
- **Participate in a countywide effort to organize, promote and market agriculture as a tourist attraction.**
  - Expanded "Breakfast on the Farm" to include additional weekends or countywide activities.
  - Marketing of locally grown and/or crafted items.
  - Encouragement of a restaurant specializing in farm fresh or Amish cooking.
  - Encouragement of a country, Amish or other similar store.
  - Encouragement of "Bed & Breakfasts" or other similar enterprise that highlight agriculture such as apple orchards, pumpkin patch, wagon rides, lease a tree or hive, life on the farm, etc.
  - Encourage an area-wide organized effort to promote farmers markets.

- **IC 1.3. Improve communication within the town and between utilities, Berlin Area School District, neighboring municipalities, Waushara County and state and federal agencies.**

**Strategies:**

- **Establish periodic meetings with the City of Berlin and towns of Warren, Berlin, Seneca, Leon, Poy Sippi, Poygan, Rushford, and Nepeuskun to discuss issues of common interest, including planned roadway and utility improvements.**
  - **Set up periodic meetings with community organizations and others to discuss community needs.**
    - Share and solicit information
    - Recruit manpower and funding
  - **Increase community involvement through public participation in all relevant policy decisions.**
  - **In the future, consider creating a municipal website that could be used to educate residents about available services and facilities.**
  - **Establish annual meetings with the County Highway Department and WisDOT to ensure coordination of transportation projects.**
  - **Establish an annual town newsletter and local message board to improve the level of communication.**
  - **Set up annual meetings with public and private utilities in the area to discuss current needs and upcoming projects.**
  - **Work with the Berlin Area School District, the state and county to plan new facilities when they are needed.**
  - **Collaborate with the Berlin Area School District and Waushara County to plan community based educational and recreational programs.**
- **IC 1.4. Provide a unified voice to secure state and federal funding.**

**Strategy:**

- **Support funding efforts lead by others to meet the housing needs of the very low income households within the area.**
- **IC 1.5. Encourage joint efforts to protect the natural resources.**

**Strategies:**

- **Continue to partner with the WDNR, towns and the county to protect the natural resources of the area from degradation.** This would include efforts to control the spread of problem (invasive) species on a countywide basis.
  - **Continue to solicit input and participation from the WDNR in local planning decisions.**
- **IC 1.6. Work with Waushara County, WisDOT and adjoining municipalities to insure that the transportation system is safe and fills the diverse needs of area residents.**

**Strategies:**

- **Participate with WisDOT, counties and municipalities on future STH 21 corridor planning activities.**
  - **Partner with neighboring communities and WisDOT to establish strategic locations for park and ride lots for area residents.**
  - **Collaborate with the Waushara and Green Lake County's Department of Aging to insure that the needs of the elderly and disabled residents of the town are being met.**
  - **Collaborate with the Waushara County Highway and park departments, WisDOT, utilities and others to coordinate roadway improvement projects.**
- **IC 1.7. Explore opportunities for cost efficiencies through shared services.**

**Strategy:**

- **Where appropriate, utilize and share limited resources and explore opportunities for shared services (i.e. fire, police, park programs and facilities, etcetera).**
- **IC 1.8. Establish effective intergovernmental land use policies and cooperative agreements with adjoining municipalities.**

**Strategy:**

- **Establish a method of effective communication with nearby municipalities.**



## CHAPTER 10: IMPLEMENTATION

### TABLE OF CONTENTS

Introduction .....	10-1
Vision Statement .....	10-1
Role of the Plan .....	10-1
Responsibility.....	10-2
Elected Officials.....	10-2
Community Planning Commission .....	10-2
Internal Consistencies .....	10-2
External Consistencies .....	10-3
Monitoring Progress .....	10-3
Updating the Comprehensive Plan.....	10-4
Adoption of the Plan or Update .....	10-4
Land Use Planning Controls .....	10-5
Zoning .....	10-6
Official Maps .....	10-6
Sign Regulations.....	10-7
Erosion and Stormwater Control Ordinances.....	10-7
Historic Preservation Ordinance.....	10-7
Design Review Ordinance.....	10-7
Building/Housing Codes .....	10-7
Floodplain Ordinance .....	10-8
Sanitary Systems.....	10-8
Subdivision Ordinances .....	10-8
Lighting Controls/Ordinances.....	10-9
Implementation Schedule .....	10-9
Abbreviation List .....	10-10
Goals, Objectives and Strategies .....	10-11

#### TABLES

Table 10-1 Recommended Review Timeline .....	10-5
Table 10-2 Implementation Tables .....	10-14

## IMPLEMENTATION

### INTRODUCTION

A Smart Growth comprehensive planning document serves a community by establishing priorities for the future, evaluating available resources, and providing a means for dealing with change. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan as described in the previous chapters, it is necessary to implement the goals, strategies, and objectives as outlined. If a plan is to be successful it must be implemented.

This chapter prescribes a specific series of sequential actions to be completed by the individual communities within the planning cluster. Each goal serves as an identification of a priority based on committee discussions, issue identification, and the survey responses. The objectives define “why” the goal is important from a planning perspective. The strategies discuss a specific action plan on how the goal can be achieved via regulations, ordinances, incentives, expenditures, information, and education.

#### ***Implementation Vision for 2030***

*In 2030, planning is recognized as the best and most consistent tool that the Town of Aurora has in ensuring that it continues to proceed in the direction that its citizens want. The Town relies heavily on its plan to steer development to appropriate locations, thus preventing incompatible land uses to from occurring. Encouraging creative design solutions protects important community natural and man-made resources and promotes cost-effective design. The Plan has proven to be a successful working document that continues to reflect the changing vision and viewpoints of Town residents. The Town values the opinions of its residents and business owners and respects the responsible efforts of landowners to protect their property and community interests.*

### ROLE OF THE PLAN

All land controls governing the town must be consistent with the community’s adopted comprehensive plan.<sup>1</sup> The individual planning commissions for each community are responsible for ensuring that current ordinances are in compliance with the plan. When the planning commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, objectives, and strategies, visions, and proposed land use patterns within this plan. If the planning commission must ultimately make a decision that is inconsistent with the plan, the plan must be amended to reflect the change in policy.

<sup>1</sup> Wisconsin State Statutes 66.1001.

## **RESPONSIBILITY**

### **Elected Officials**

Elected officials must make their decisions on criteria regarding how development will affect the entire community as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant, technical advice from planning staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. Elected officials must familiarize themselves with the contents and overall goals of the plan in order to assure that the individual communities provide the support and resources to ensure the plan remains viable.

### **Community Planning Commission**

The powers and duties of the individual planning commissions have been established by Wisconsin Statutes.<sup>2</sup> The planning commission is the primary entity responsible for implementing and updating the comprehensive plan. As such, the planning commission must promote good planning practices in its municipality. Commission members should be knowledgeable about the contents, visions, and goals of the comprehensive plan. Moreover, the commission must promote active citizen participation in future planning efforts. The commission must keep the citizens and elected officials informed of any technical issues and proceedings regarding the current planning issues. The planning commission is responsible for periodic amendments to the plan so that regulations and ordinances are in compliance with the plan. Likewise, the planning commission must review all new and existing ordinances to verify they are compliant with the goals and objectives of the plan.

## **INTERNAL CONSISTENCIES**

The comprehensive plan was developed sequentially with supportive goals, objectives, and strategies. Utilizing the community survey and SWOT analysis as a basis, key issues were identified within each of the nine elements of the plan. Using these issues along with factual information regarding natural features; past population and housing data; population and housing projections; and an analysis of existing infrastructure, a desired vision for the communities was created. The identified vision, goals, and objectives expressed in this plan were used to prepare the Future Land Use Map as well as the strategies and implementation actions which the individual communities need to employ throughout the lifespan of the plan. In several instances objectives and strategies pertain to more than one element and are therefore listed more than once. To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives, and strategies.

Beginning January 1, 2010, if a local governmental unit engages in any of the following actions, those actions should be consistent with that local governmental unit's comprehensive plan<sup>3</sup>: official mapping, local subdivision regulation, town, city, village and county zoning ordinances, and zoning of shorelands or wetlands in shoreland areas.

<sup>2</sup> *Wisconsin State Statutes* 62.23 and 60.62.

<sup>3</sup> *Wisconsin State Statutes* 66.1001.

## **EXTERNAL CONSISTENCIES**

Not only is it important to maintain internal consistencies but communities should also be aware of state and other planning documents and their relevance to their individual comprehensive plan. An attempt should also be made to maintain consistencies with these plans if possible. Some examples of these plans include:

### State Plans:

- Wisconsin State Airport System Plan 2020
- Wisconsin State Bicycle Transportation Plan 2020
- Wisconsin State Highway Plan 2020

### Regional Plans:

- East Central Wisconsin Regional Planning Commission Comprehensive Plan, 2030
- NorthEast Wisconsin (NEW) Economic Opportunity Study

### County Plans:

- Waushara County Outdoor Recreation Plan, adopted 2006
- Waushara County Solid Waste Plan Update
- Waushara County Comprehensive Plan (when adopted)
- Waushara County Farmland Preservation Plan, adopted 1981
- Waushara County Land and Water Resource Management (LWRM) Plan, adopted 2006
- Winnebago, Green Lake and Waupaca (when adopted) county plans
- Pine River/Willow Creek/Poygan South Priority Watershed Plan, adopted 1995

### Local Plans:

- Town of Poy Sippi Comprehensive Plan (Waushara County), in progress
- Town of Leon Management Plan (Waushara County), adopted 2002
- Town of Saxeville Land Management Plan (Waushara County), draft 2001
- Town of Wolf River Management Plan (Winnebago County), adopted 1995
- Town of Fremont Comprehensive Plan (Waupaca County), in progress
- Town of Lind Comprehensive Plan (Waupaca County), in progress
- Town of Poygan (Winnebago County), in progress
- Town of Rushford (Winnebago County), in progress
- City of Berlin Comprehensive Plan (Green Lake County), adopted 2003
- Town of Berlin Comprehensive Plan (Green Lake County), adopted 2002
- Town of Seneca Comprehensive Plan (Green Lake County), adopted 2003

## **MONITORING PROGRESS**

It is the community planning commission's responsibility to monitor the progress of implementation, utilizing the schedules that are found at the end of this chapter. The progress of plan implementation should periodically be reported to the town board. Additionally, the planning commission should annually review the goals, objectives and strategies and address any conflicts which may arise between the elements of the plan. While it is the planning commission's and elected officials' responsibility to monitor progress, others may also check progress, including community staff persons, zoning administrators, planners and citizen groups.

## **UPDATING THE COMPREHENSIVE PLAN**

A comprehensive plan must be updated at least once every ten years.<sup>4</sup> However, it is strongly recommended that the planning commission annually review both the implementation schedule and current planning processes to ensure compliance with the overall goals and objectives of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a “major” plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that most communities are likely to experience. Other elements are less likely to need updates. Furthermore as community values change, some goals, objectives and strategies may no longer be relevant. The update to a plan should take less time than the comprehensive planning process, but should include public participation. A recommended review timeline is presented for the elements of this comprehensive plan (Table 10-1).

The first “major” update of the plan should be completed by 2016. It is strongly recommended that the towns of Aurora and Bloomfield undertake this process as part of a multi-jurisdictional effort. This will allow for increased efficiency and reduce the overall cost of the planning efforts. The 2016 update should involve a review of the inventory and goals, objectives and strategies presented in each chapter, a revised future land use map, and a timetable of updated implementation strategies.

## **ADOPTION OF THE PLAN OR UPDATE**

As directed by s.66.1001(4), any Plan Commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, and adopt a resolution by a majority vote of the entire commission or governmental unit. (The vote shall be recorded in the official 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). One copy of the recommended plan shall be sent to the following:

- Every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts).
- The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan or update.
- The Wisconsin Department of Administration.
- East Central Wisconsin Regional Planning Commission.
- The public library that serves the area in which the local government unit is located.
- Others identified in the adopted public participation procedures.

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<sup>4</sup> Wisconsin Statutes 66.1001

**Table 10.1. Recommended Review Timeline**

Plan Components	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016
Goals, Objectives, Strategies/ Vision Statement		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Review Chapter Goals			Review Chapter Goals		Review & Update Plan Goals
Issues and Opportunities		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Evaluate			Review Chapter Goals		Evaluate & Update
Population/Housing		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Review Chapter Goals			Evaluate Against WDOA/ ECWRPC Estimates		Evaluate & Update
Economic Development		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Evaluate			Review Chapter Goals		Update
Agricultural, Natural, Cultural Resources		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Transportation		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Community Facilities		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Land Use		Review Chapter Goals	Review Chapter Goals	Review Chapter Goals	Inventory & Evaluate			Review Chapter Goals		Inventory & Evaluate; Update Recommendations
Intergovernmental Cooperation		Evaluate Shared Goals	Evaluate Shared Goals	Evaluate Shared Goals	Evaluate Shared Goals			Evaluate Shared Goals		Evaluate Shared Goals

The elected officials may spend time reviewing, revising and requesting the plan commission revision to the recommended plan. The governing body shall draft an ordinance adopting the plan. A class 1 public notice shall be published 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended plan”. The local governing body must provide an opportunity for written comments by the public and must respond to those comments. A public hearing must be held on the ordinance. By majority vote, the governing body must approve the ordinance. Finally, the adopted plan and the ordinance must be distributed to the list above.

**LAND USE PLANNING CONTROLS**

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several innovative tools which can be utilized to ensure that new development occurs in an organized and desired fashion. Local communities and counties can choose to utilize a few or several of these implementation tools. The communities may want to

establish local ordinances which regulate new development. Furthermore, the communities may want to collaborate with Waushara County to adopt uniform county-wide development tools.

## **Zoning**

Authority for zoning jurisdiction falls under several parties in the Group F planning cluster. The towns of Aurora and Bloomfield fall under jurisdiction of county zoning. In addition, several sections in the Town of Aurora are located within the City of Berlin extraterritorial jurisdictional zoning area. This authority allows the City of Berlin to actively participate in land use planning, extraterritorial land divisions, zoning, and official mapping to a distance of 1.5 miles outside of the incorporated boundaries.

Land use plans and zoning perform differently. Land use plans provide a vision for 10 to 20 years, while zoning ordinances have an immediate impact on land use decisions. In order to rectify this difference, re-zoning is completed on an on-going basis in a manner that is consistent with the overall vision of the plan. The timing of re-zoning is dependent on market forces, political climate, and the accuracy of the plan's predictions.

Individual planning commissions and elected officials must continually ensure that any future zoning changes are consistent with the local comprehensive plan as well as the future Waushara County Comprehensive Plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map.

- Compare intended future land uses with existing local and county zoning in each of the communities. Amend current zoning to reflect the intended future uses for all areas within each of the five communities.
- Encourage local citizens and elected officials to actively participate in ongoing Waushara County meetings regarding all zoning and planning issues.
- Persuade local citizens and elected officials to participate in the Waushara County comprehensive planning process which will occur within the next five years.
- Cooperate with Waushara County to amend existing ordinances and develop new ordinances which are reflective of the goals, objectives, and strategies of all elements in the comprehensive plan.

## **Official Maps**

Cities, villages, and towns which have adopted village powers have the authority to develop an official map.<sup>5</sup> An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Furthermore the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Once an official map is adopted by ordinance, no building permits may be issued to construct or enlarge any building within the limits of the features listed above.

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<sup>5</sup> Wisconsin Statutes 62.23(6).

Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

- Future costs for land acquisitions for city/village/town streets and other delineated features are lowered or minimized because the land will remain vacant.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential by-pass for a major state highway can be delineated. Local governments can preserve sensitive environmental features (i.e. trout streams) while establishing a preferred corridor for a by-pass.

### **Sign Regulations**

Many communities are interested in regulating signage for local business in order to preserve a rural atmosphere and “community character.” Restrictions are especially important in major transportation corridors, historic downtowns or neighborhoods, or other culturally or environmentally significant areas. As signs have become increasingly larger and bolder due to illumination, roadways have become more cluttered and communities have become less distinctive.

### **Erosion and Stormwater Control Ordinances**

Local communities may adopt a construction site erosion control and stormwater management ordinance. The purpose of these ordinances is to protect surface water quality and minimize the amount of sediment and other pollutants in stormwater runoff from construction sites to lakes, streams, and wetlands.

### **Historic Preservation Ordinance**

As development continues to modernize the appearance of an area, the use of an historic preservation ordinance can help a community protect and enhance key cultural and historical features. A historic preservation ordinance can designate local landmarks and protect these properties by regulating new construction, alterations or demolitions that affect them.

### **Design Review Ordinance**

Design review can accompany many different development aspects and will assist communities in achieving an identified look and character expressed within the individual vision statements. These ordinances, however, need to be based upon well defined sets of criteria. Signage, lighting, exterior building material types, structural guidelines, colors, and other aspects will have to be specifically identified within any ordinance.

### **Building/Housing Codes**

Waushara County enforces the Uniform Dwelling Code in the towns of Aurora, Bloomfield, Coloma, Dakota, Deerfield, Hancock, Leon, Marion, Mt. Morris, Oasis, Plainfield, Poy Sippi,



Richford, Rose, Saxeville, Springwater, Wautoma, and the villages of Coloma, Hancock, Lohrville, Plainfield and Redgranite. The City of Wautoma enforces the Uniform Dwelling Code in the city. The Uniform Dwelling Code promotes health, safety, and general welfare; protects property values; and provides for orderly, appropriate development and growth in the communities. The enforcement of the uniform dwelling code along with enforcement of other local codes can help ensure properties are adequately maintained and that property values are protected.

### **Floodplain Ordinance**

Waushara County regulates development within FEMA designated floodplain areas in unincorporated areas of the county through a Floodplain ordinance. In some instances, it may be important to readjust the floodplain boundaries in specific areas. In order to do so, local communities must follow these steps:

- 1) Contract with an engineering firm to conduct hydrologic and hydraulic engineering studies and modeling to calculate the floodplain for the specified area. It is recommended that 2 foot contour intervals be utilized.
- 2) Submit the recalculated floodplain boundaries to the WDNR and FEMA for review.
- 3) If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

### **Sanitary Systems**

Waushara County regulates private on-site wastewater treatment systems within the Group F communities. Development within the North Lake Poygan Sanitary District should be connected to public sewer if feasible. Groundwater and surface water protection is of great importance to not only the immediate planning area, but also areas downstream of the numerous headwater streams. Uncontrolled waste can have detrimental and wide ranging impacts on health and property values. Communities will want to periodically review codes to ensure that current efforts are effective and to keep abreast of changes to new minimum code standards.

### **Subdivision Ordinances**

*Wisconsin State Statutes*, the Waushara County Zoning Ordinance (Chapter 42), and the City of Berlin Subdivision Ordinance (Chapter 62) regulate the division of raw land into lots for the purpose of sale for building development. Communities under county zoning may also regulate, by ordinance, the subdivision of land within their jurisdiction. The subdivision ordinance is related to the zoning ordinance in that it regulates the platting, or mapping, or newly created lots, streets, easements, and open areas. A subdivision ordinance can help implement the comprehensive plan and must be consistent with and conform to the local comprehensive plan goals. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter systems. Communities can also require dedication of parks, playgrounds, or open space or a fee-in-lieu of dedication as a condition of approval of a subdivision. Individual communities, under county zoning, may wish to develop their own subdivision ordinance or petition the county to amend their subdivision ordinance to include specific goals.

## **Lighting Controls/Ordinances**

As development pressures occur, communities discover that not only are the natural features being altered, but also the scenic views of the night sky are being diminished. Both yard lighting and signage can change the character of a community as significantly as new development. This is especially true in areas where new lighting has become over-excessive in new commercial or industrial districts or residential subdivisions which have incorporated street lights. Newly developed lakefronts may also become over-lighted at night. Direct lighting or glare can and should be regulated in order to maintain the community character of rural and historic areas.

Currently, lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation. Many light manufactures have responded positively to complaints about the increased amounts of light pollution in rural areas. There are many examples of development and lighting structures which have reduced scatter light through new non-glare technologies. Many light manufactures have light cutoff shields that will remove glare, thus increasing the light's effectiveness and reducing its overall energy consumption. Other lights may direct light at ground height only. Since non-glare lighting and other similar technologies are similarly priced to current lighting practices, communities should consider developing lighting ordinances which not only reduce light pollution, but also improve energy consumption and costs.

## **IMPLEMENTATION SCHEDULE**

The goals established in the implementation schedule (Table 10-2) should be applied over the planning period which begins in 2007 with the adoption of the comprehensive plan and runs through the planning period. They represent priorities for the communities of the Group F cluster. Objectives provide more detailed and readily measurable steps toward reaching each goal, while strategies are specific actions used to ensure plan implementation.

As seen in previous chapters, the goals and objectives of each particular element are inter-related. To ensure that implementation of the plan is achieved in a timely fashion, landmark dates have been set for each strategy. During periodic reviews, the planning commission should verify that these deadlines have been met and consider additional strategies to better achieve the stated goal, if necessary. Specific landmark dates have been established to ensure that individual objectives complement one another in their implementation. The landmark dates have been reviewed by the public, the planning committees, plan commission and elected officials to assure that they are feasible expectations.

The primary responsibility for implementing the plan recommendations contained in the implementation schedule lies with the community's elected officials. Secondary responsibility for performing the recommended strategies in the plan lies with the planning commission which is appointed by the elected officials.

The following implementation tables indicate the comprehensive plan goals and strategies by element; primary and secondary responsibility for implementation; and a milestone date for completion. An abbreviation list precedes the tables; the list should be used to interpret the responsible parties involved with implementation of specific strategies.

## **ABBREVIATION LIST**

BASD – Berlin Area School District  
 CAP – Cap Services  
 DOA – Wisconsin Department of Administration  
 DATCP – Wisconsin Department of Agriculture, Trade, & Consumer Protection  
 DWD – Wisconsin Department of Workforce Development  
 ECWRPC – East Central Wisconsin Regional Planning Commission  
 FFA – formally Future Farmers of America  
 FVTC – Fox Valley Technical College  
 GLCHHS – Green Lake County Health & Human Services  
 MPTC – Moraine Park Technical College  
 NEW ERA – Northeast Wisconsin Educational Resource Alliance  
 NEW REP – Northeast Wisconsin Regional Economic Partnership  
 NLPSD – North Lake Poygan Sanitary District  
 NRCS-USDA – United States Department of Agriculture Natural Resources Conservation Service  
 PSFD – Poy Sippi Fire Department  
 SBDC – Small Business Development Corporation  
 TCREDC – Tri-County Regional Economic Development Corporation  
 TFD – Tustin Fire Department  
 UMOS – United Migrant Opportunity Services  
 USDA RD – United States Department of Agriculture Rural Development  
 USGS – United States Geological Services  
 UWEX – University of Wisconsin Extension  
 WACC – Waushara Area Chamber of Commerce  
 Wbfd – West Bloomfield Fire Department  
 WCDA – Waushara County Department of Aging  
 WCDHS – Waushara County Department of Human Services  
 WCEDC – Waushara County Economic Development Corporation  
 WCEMS – Waushara County Emergency Medical Services  
 WCFB – Waushara County Farm Bureau  
 WCHD – Waushara County Highway Department  
 WCHH – Waushara County Habitat for Humanity  
 WCHTSC – Waushara County Highway Traffic and Safety Commission  
 WCHS – Waushara County Historical Society  
 WCPD/SWMI – Waushara County Park Development/Solid Waste Management Information  
 WCSD – Waushara County Sheriff Department  
 WCVB – Waushara Convention and Visitors Bureau  
 WCVSO – Waushara County Veterans’ Service Office  
 WCZLC – Waushara County Zoning and Land Conservation Department  
 WDHP – Wisconsin Department of Historic Preservation  
 WDNR – Wisconsin Department of Natural Resources  
 WHEDA – Wisconsin Housing & Economic Development  
 WHS – Wisconsin Historical Society  
 WisDOT – Wisconsin Department of Transportation

## **IMPLEMENTATION – Town of Aurora**

### **Goal I 1. Implement to the extent possible recommendations contained within the Smart Growth Comprehensive Plan.**

#### **Objectives:**

- **I 1.1. Closely monitor the implementation of plan recommendations to ensure they are followed.**

#### **Strategies:**

- **The Town Planning Commission should periodically review the implementation schedule to ensure that deadlines are being met.** These reviews should be done at least quarterly to ensure that progress is being made to implement all aspects of the plan. After a majority of strategies have been implemented, the Planning Commission may be able to lengthen the time between reviews.
  - **The Town Planning Commission should periodically update the Town Board as to the progress that is being made to implement the plan.** These updates should be done annually.
  - **The Town Planning Commission should annually review the goals, objectives and strategies and address conflicts which may arise between the elements of the plan.** During this review process, the planning commission should actively seek input from town board members, local citizens and others to gauge the effectiveness of the plan. This should include an assessment of the implementation success as well as a consideration of additional objectives and strategies.
  - **The Town Planning Commission should prepare a brief annual report.** This report should summarize how the comprehensive plan was used to direct major spending, regulatory, and construction decisions, how development has or has not coincided with the recommendations of the plan, and any comprehensive plan amendments that need to be made and why.
  - **The Town Board should periodically include an agenda item for “implementation” progress.** To ensure implementation of the plan and to monitor the progress, the board should initially include an implementation agenda item on at least a quarterly basis.
  - **The Town should solicit involvement from local residents to implement the plan.**
- **I 1.2. The Town of Aurora should update the plan as necessary.**

#### **Strategies:**

- **The Town Planning Commission, if necessary, should recommend modifications that will better meet the intent of the plan.** As the plan is implemented, the Town may discover that the recommend strategies may not be achieving the desired goal. Additionally, as community values change, some goals, objectives and strategies may no longer be relevant. The goals, objectives and strategies should be changed to best accomplish the changing vision of the Town.

- **The Town should update the plan within a maximum of every 10 years to meet the standards of Smart Growth legislation.**
  - **As available, provide updated information to supplement the plan information.** This information could include new statistical information, population projections, updated census information, updated zoning map, existing land use map, etc.
- **I 1.3. Emphasize the need for intergovernmental cooperation throughout the implementation process.**

**Strategy:**

- **Solicit input from neighboring communities, Waushara County, governmental agencies and others regarding how their activities relate to the recommendations in the Town of Aurora’s comprehensive plan.** It is important to coordinate and communicate with others to ensure that the Town of Aurora’s comprehensive plan is consistent with the activities of others.

**Economic Development  
Town of Aurora  
Overall Goals**

ED 1. Partner with area economic development organizations.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 1.1(3-23)	Inventory all vacant and underutilized structures zoned for industrial and commercial activities.	Dev./periodically update an inventory of commercial & industrial site in the town	Town Board		As necessary
ED 1.1(3-23)	Post available lots on Waushara County Economic Development Corporation, Tri-County Regional Economic Development Corporation websites and <i>Forward Wisconsin's Locational One Information Systems Database (LOIS)</i> .	Contact WCEDC, TCREDC, LOIS & request to be included on website	Town Board		As necessary
ED 1.2(3-23) AG 1.2(7-53) LU 1.4(8-45) IC 1.2(9-10)	Encourage farmers in the town and county to explore opportunities for alternate specialty agricultural products, methods and services.	Support alternatives & encourage local farmers. Support county efforts.	Town Board	WCEDC, TCREDC	As necessary
ED 1.2(3-23)	Promote and encourage the expansion of farm markets.	Work with area Econ. Dev. Groups to incorporate a farm market into countywide ag. effort	Town Board	WCEDC, TCREDC	As necessary
ED 1.3(3-24) AG 1.4(7-54) IC 1.2(9-10)	Participate in a countywide effort to organize, promote and market agriculture as a tourist attraction.	Contact & work with WCEDC, TCREDC, WACC	Town Board	WCEDC, TCREDC, WACC	As necessary
ED 1.3(3-24) AG 1.4(7-54) IC 1.2(9-10)	Promote the expansion of commercial agribusinesses within the county.	Work with area Econ. Dev. Groups & local farmers.	Town Board	Town Plan Commission WCEDC, TCREDC	As necessary
ED 1.3(3-24)	Work with the county to promote local businesses and products.	Work with area Econ. Dev. Groups to promote local businesses & products	Town Board	WCEDC, TCREDC	As necessary
ED 1.4(3-24)	Identify and evaluate the most important factors which may contribute to the high quality of life in the area.	Work with area Econ. Dev. Groups to promote area amenities	Town Board	WCEDC, TCREDC	As necessary
ED 1.5(3-24)	Encourage the plan administrators to support the local planning process by referring to completed local comprehensive plans when evaluating loan applications.	Refer WCEDC to town comp. plan	Town Board		As necessary

See p. 10-10 for abbreviation list.

ED 2. Promote economic development that protects the natural resources and rural character of the town and creates additional local employment opportunities.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 2.1(3-25) AG 1.1(7-53) LU 1.4(8-44)	Identify all farms and/or properties based on objective criteria.	Id. all farm &/or properties & update list annually.	Town Plan Commission	Town Board	2010/every 5 yrs
ED 2.1(3-25) AG 1.1(7-53)	Invite farmers to an annual town board meeting to keep communications open and share ideas.	Establish method of communication & implement	Town Board		2010/ Annually
ED 2.1(3-25) AG 1.1(7-53) LU 1.4(8-44)	Require that all subdivisions that are developed adjacent to active farm properties contain a statement regarding the "Right to Farm".	Contact & work with the WCZLC	Town Plan Commission	Town Board WCZLC	2008
ED 2.1(3-25) AG 1.1(7-54)	Develop an informational fact sheet that acknowledges that farming operations may exhibit noise, odor, dust and hours of operation that may begin before dawn and extend well past dusk.	Contact UWEX & dev. fact sheet. Request WCZLC to incl. in packet	Town Plan Commission	Town Board	2010
ED 2.2(3-25) LU 1.4(8-44)	Direct new commercial development to the intersection of STH 21/49.	See future land use map	Town Plan Commission WCZLC	Town Board	As necessary
ED 2.2(3-25) LU 1.3(8-44)	Establish requirements for future commercial and light development proposals.	Dev. local design standards & review projects	Town Board Town Plan Commission		As necessary
ED 2.2(3-25) LU 1.3(8-44)	Adopt design standards for commercial development.	Dev. & adopt local design standards & review projects	Town Board Town Plan Commission		As necessary
ED 2.3(3-26) LU 1.4(8-45)	Assess current zoning requirements to promote small and home-based businesses which complement the community.	Work with WCZLC to assess current zoning req.	Town Board	WCZLC	2008
ED 2.4(3-26)	Evaluate and identify new and existing technologies including dial-up and high speed internet services that can be utilized by successful businesses in the area.	Research telecommunication infrastructure	Town Board		As necessary
ED 2.4(3-26)	Evaluate the overall adequacy and reliability of the technologies and service providers that local businesses rely on for technological needs.	Research telecommunication infrastructure	Town Board		As necessary
ED 2.4(3-26)	Keep informed of new technologies which will improve the communications and overall efficiency of local enterprises such as high speed definition digital television and others.	Keep current on new technologies	Town Board		As necessary

See p. 10-10 for abbreviation list.

ED 3. Partner, when possible, with educational institutions to promote life long learning for the area's youth and adults.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
ED 3.1(3-27)	Support CAP Services in Wautoma, an available resource to entrepreneurs.	Contact CAP Services	Town Board		As necessary
ED 3.1(3-27)	Support the Junior Achievement (JA) Program in the Berlin School District.	Support Berlin School District	Town Board		As necessary
ED 3.1(3-27)	Encourage individuals to seek support from other sources as needed.	Provide info to local residents	Town Board		As necessary
ED 3.2(3-27)	Encourage the local high school and guidance counselors to continue to promote technical programs/job skill training through Moraine Park, Fox Valley technical colleges and the local high school.	Support Berlin School District	Town Board		As necessary
ED 3. (3-27)2	Encourage the Berlin Area High School to continue to work with CESA, CAP Services and the business community on the youth apprenticeship program or other similar programs to provide students with valuable skills.	Support Berlin School District	Town Board		As necessary

See p. 10-10 for abbreviation list.



**Housing  
Town of Aurora  
Overall Goals**

H 1. Recognize that the provision of affordable housing is an integral part of a comprehensive economic development strategy for the area.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 1.1(4-29) LU 1.6(8-45)	Consider the possibility of subsidized housing in appropriate areas.	Keep an open mind to sub-sidized housing in town	Town Board Town Plan Commission	CAP Services. Habitat for Humanity, etc.	As necessary

See p. 10-10 for abbreviation list.

H 2. Support efforts to supply affordable housing in the area so every household has access to shelter, which is a basic human need.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 2.1(4-29) IC 1.4(9-11)	Support efforts lead by others that pursue federal funding to meet affordable housing needs of the very low income households within the area.	Support efforts by others to pursue federal funding	Town Board Town Plan Commission		As necessary
H 2.1(4-29)	Refer to support and funding agencies, such as CAP Services, USDA Rural Development, Waushara County's Veteran's Administrator to find out what assistance may be available.	Refer individuals to support & funding agencies	Town Board		As necessary
H 2.1(4-29)	Work with others to identify the type of housing and services needed for existing very low income residents.	Work with CAP Services, USDA, etc.	Town Board		As necessary
H 2.1(4-30)	Refer interested individuals to job training as needed to increase an individual's income potential.	Refer people to Moraine Park, CAP Services, etc.	Town Board		As necessary
H 2.1(4-30)	Refer interested individuals to job search assistance for the underemployed through the Workforce Investment Act (WIA).	Refer people to Moraine Park & Fox Valley Tech. colleges	Town Board		As necessary
H 2.1(4-30)	Include a link from the town website to the job center.	Include link from town website	Town Board		When website developed
H 2.2(4-30)	Recognize that some first time homebuyers that want to live in the community may have difficulty finding affordable housing.	Recognize & keep in mind	Town Board		As necessary
H 2.2(4-30) LU 1.6(8-45)	Consider support for housing proposals that include new affordable housing that fits in with the rural character of the Town of Aurora.	Keep an open mind to affordable housing in town	Town Board Town Plan Commission	CAP Services. Habitat for Humanity, etc.	As necessary

See p. 10-10 for abbreviation list.

H 3. Provide housing choices, which reflect the needs of individual households.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 3.1(4-31)	Be aware of cultural and generational differences in housing preferences.	Support elderly residents housing choice	Town Board		As necessary
H 3.1(4-31) LU 1.6(8-45)	Provide areas within the town for smaller lot development.	See future land use map	Town Plan Commission Town Board	WCZLC	As necessary

See p. 10-10 for abbreviation list.

H 4. Encourage preservation and rehabilitation activities to preserve the integrity of the existing housing stock and the cultural identity and history of the area.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 4.1(4-31)	Encourage the county to review existing requirements and consider less restrictive requirements for houses built prior to 1980.	Petition the WCZLC to consider less restrictive req.	Town Plan Commission	Town Board	2008
H 4.2(4-31)	Encourage non-threatening educational opportunities to teach people how to maintain their homes and yards through CAP Services, UW-Extension and others.	Encourage residents to seek assistance from CAP, UWEX & others	Town Board		As necessary
H 4.2(4-31)	Encourage community/housing improvement activities.	Initiate community wide improvement activities	Town Board		2008
H 4.2(4-32)	Encourage individuals and local groups, such as church and civic organizations, to aid elderly residents with home maintenance issues.	Promote local service projects	Town Board		As necessary
H 4.2(4-32)	Encourage better landlord tenant communication and coordination.	Direct individual to DATCP	Town Board		As necessary
H 4.2(4-32)	Help landlords recognize that maintaining properties is a good business decision.	Dev. a method to provide reinforcement	Town Board		2008
H 4.2(4-32)	Encourage preservation and renovation of historic homes.	Direct individuals to WSHS	Town Plan Commission Town Board		As necessary
H 4.3(4-32) LU 1.6(8-45)	Identify funding sources that allow seniors, who wish to do so, to remain in their homes longer.	Direct seniors to CAP, WCVSO, WCDA	Town Board	CAP, WCVSO, WCDA	As necessary

See p. 10-10 for abbreviation list.

H 5. Encourage cooperation and coordination between government, non-profit and private sectors to increase housing affordability, choice and access.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
H 5.1(4-32)	Encourage public-private partnerships that promote economic development and provide for decent, safe and affordable housing.	Identify potential partnerships & encourage	Town Board		2008/As necessary
H 5.1(4-33)	Encourage intergovernmental cooperation to promote cost effective redevelopment and growth that meet current and future business and community needs.	Work with adjacent communities, WCEDC & TCREDC	Town Board	WCEDC, TCREDC	2008/As necessary
H 5.2(4-33)	Invite funding agencies, consultants and nonprofit agencies to attend town board meetings and explain their programs.	Invite agencies and consultants to encourage affordable housing	Town Board		Periodically
H 5.2(4-33)	Invite agencies which will provide capacity building technical assistance to come speak to your community.	Invite agencies to annual town meetings and/or board meetings	Town Board		Periodically

See p. 10-10 for abbreviation list.

**Transportation  
Town of Aurora  
Overall Goals**

TR 1. The Town of Aurora should ensure that its local transportation system is well maintained and safe for its residents.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 1.1(5-23) LU 1.7(8-46)	Encourage Waushara County to evaluate the two intersections and consider alternatives to address any safety concerns that may exist.	Contact & work w/ Waushara Co. Hwy Dept.	Town Board		2012
TR 1.2(5-23) LU 1.7(8-46) IC 1.6(9-12)	Monitor and keep informed about any plans that may affect the STH 21 corridor.	Maintain contact with WisDOT, Waushara Co. Highway Dept.	Town Board		Annually or as necessary
TR 1.2(5-23) LU 1.7(8-46)	As necessary, take appropriate action to ensure that the best interests of the town are incorporated into any future plans.	As necessary, maintain an active role in STH 21 corridor planning	Town Board		As necessary
TR 1.2(5-23) LU 1.7(8-46)	Work to ensure that an access point at STH 49 and, if possible another access point at CTH XX, are provided in the event that the STH 21 corridor is constructed to expressway status.	As necessary, maintain an active role in STH 21 corridor planning	Town Board		As necessary
TR 1.2(5-23) LU 1.7(8-46)	In the future, form working relationships with affected communities along the STH 21 corridor.	Maintain an active role in STH 21 corridor planning	Town Board		As necessary
TR 1.3(5-23) LU 1.7(8-46)	Continue to conduct a PASER evaluation of the existing road network.	Continue current practices	Town Board		Biennial
TR 1.3(5-24) LU 1.7(8-46)	Use capital improvements programming (CIP) to establish appropriate funding levels.	Continue to use CIP to set yearly budget	Town Board		Annually
TR 1.3(5-24) LU 1.7(8-46)	Encourage residents to report any specific areas where safety or maintenance issues are a concern.	Announce intentions at annual meeting	Town Board		Annually/ As necessary
TR 1.3(5-24) CF 1.1(6-43) IC 1.3(9-11)	Maintain contact with the Waushara County Highway Department and WisDOT to ensure coordination on regional and statewide transportation issues that may affect the town.	Contact and set up annual meetings	Town Board		2007/ Annually
TR 1.4(5-24)	Review and revise the road classification system as needed so the most important roads are eligible for federal funding.	Review & revise as necessary	Town Board		Annually

See p. 10-10 for abbreviation list.

TR 2. Continue to provide a diversity of affordable transportation options for all age and income groups.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 2.1(5-24) IC 1.6(9-12)	Assess current transportation programs and needs for the elderly and disabled residents in the town.	Contact & work with WCDA, GLCHHS	Town Plan Commission	Town Board WCDA GLCHHS	As necessary
TR 2.2(5-24) IC 1.6(9-12)	Identify system gaps in service providers for elderly and other transportation dependent residents.	Contact & work with the Co. Dept. of Aging (WCDA)	Town Plan Commission	Town Board	As necessary
TR 2.3(5-24) LU 1.7(8-46) IC 1.6(9-12)	Make strategic locations available for "park and ride" parking areas.	Contact & work with WisDOT	Town Board		2008
TR 2.3(5-24)	Network with surrounding areas to expand potential participants in ride sharing.	Contact & work with surrounding communities	Town Board		2008

See p. 10-10 for abbreviation list.

TR 3. Encourage the expansion and safety of non-motorized transportation and transportation opportunities.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
TR 3.1(5-24) LU 1.7(8-46)	Identify conflict areas between vehicles and bicyclists/pedestrians.	Contact & work with WDOT, ECWRPC, WCHD	Town Plan Commission	Town Board	As necessary
TR 3.1(5-24)	Review speed limits/bicycle and pedestrian use.	Contact & work with WisDOT, ECWRPC, WCHD	Town Plan Commission	Town Board	As necessary
TR 3.2(5-24) LU 1.7(8-46)	Recommend that the County Park Department investigate the possibilities for establishing a non-motorized off-road recreational trail system designed to accommodate a range of compatible uses.	Contact & work with the WCPD/SWMI	Town Plan Commission	Town Board WCPD/SWMI	As necessary
TR 3.2(5-24)	Incorporate several interest areas into a recreational trail system including cultural and historical sites, geological sites, significant natural resources, etc.	Contact & work with the WCPD/SWMI	Town Plan Commission	Town Board WCPD/SWMI	As necessary

See p. 10-10 for abbreviation list.

**Utilities and Community Facilities**  
**Town of Aurora**  
Overall Goals

CF 1. Encourage orderly development by providing a level of municipal services and facilities adequate to maintain public health, welfare and sustain a vital economy.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 1.1(6-43) IC 1.3(9-11) IC 1.7(9-12)	Continue to explore opportunities for shared services with Waushara County, neighboring municipalities, the school district, and other public entities.	See Goals, Objectives & Strategies for more info	Town Board	Waushara Co Adj Mun, Berlin School Dist	Annually or as necessary
CF 1.1(6-43) IC 1.3(9-11) IC 1.6(9-12)	Promote the exchange of information with utilities, adjacent municipalities, Waushara County Highway Department, WisDOT and others to encourage the coordinated scheduling of planned roadway and utility improvements.	Establish method of communication. Meet periodically	Town Board	Utilities, Adj Mun, WCHTSC, WisDOT	2007/ Annually
CF 1.1(6-43) IC 1.3(9-11)	Promote coordination and cooperation between community partners.	Establish method of communication. Meet periodically	Town Board		2007/ Annually
CF 1.1(6-43)	Accommodate new development in ways that its infrastructural costs are not a tax burden for existing residents.	Encourage infill dev. Review dev. policies	Town Board	WCZLC	As necessary
CF 1.1(6-44) IC 1.3(9-11)	Develop and maintain an up-to-date municipal website to educate residents about available services and facilities.	Dev. & maintain website	Town Board		Future
CF 1.1(6-44) IC 1.3(9-11)	Develop a local message board at the town hall and/or annual newsletter to facilitate communication within the community.	Dev. message board and/or newsletter. Maintain	Town Board		2008/ As necessary
CF 1.1(6-44)	Create opportunities for community interaction such as farmer's markets, festivals, community potluck dinners, etc.	Establish community activities	Town Board		As necessary
CF 1.1(6-44) TR 2.1(5-24) TR 2.2(5-24)	Work with Waushara and Green Lake County's departments of Aging and Human Services to assess the current level of services and identify any system gaps.	Contact & work approp. County agency	Town Board	WCDA, GLCHHR	As necessary
CF 1.2(6-44)	Monitor compliance with county ordinances which would allow the use of existing structures for mounting new communication equipment.	Monitor compliance	Town Board		As necessary

See p. 10-10 for abbreviation list.

CF 1. Encourage orderly development by providing a level of municipal services and facilities adequate to maintain public health, welfare and sustain a vital economy.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CF 1.2(6-44)	Promote opportunities for shared mountings.	When requests are made promote shared mountings on ex. towers.	Town Board	WCZLC	As necessary
CF 1.3(6-44)	Encourage Waushara County to maintain a quality county park system and provide improvements identified in its Outdoor Recreation Plan.	Contact WCPD/SWMI	Town Board	WCPD/SWMI	2007
CF 1.3(6-44)	Continue to actively recruit the manpower and funding support of volunteers and service organizations for undertaking local park improvements.	Work with local organizations.	Town Board		As necessary
CF 1.3(6-44)	Encourage local residents to consider estate planning techniques that gift land and/or money for local parks or specific park projects.	Promote at annual town meetings or as necessary	Town Board		2008/ As necessary
CF 1.3(6-44)	Promote existing public access points to surface waters and improve public access/recreation activities.	Contact & work with the Co. & WDNR on the millpond	Town Board	Waushara County WDNR	2008
CF 1.3(6-45)	Develop a small park at the existing town hall site.	Consider developing a park in the future.	Town Board		Future
CF 1.4(6-45)	To reduce the frequency and scale of flooding, the culverts on Dakota Avenue are scheduled for replacement.	Monitor flooding freq	Town Board		Annually/ As necessary

See p. 10-10 for abbreviation list.

**Agricultural Resources**  
**Town of Aurora**  
 Overall Goals

AG 1. Maintain the economic viability of the area's agricultural community.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
AG 1.1(7-53) ED 2.1(3-25) LU 1.4(8-44)	Identify all farms and/or properties based on objective criteria.	ID all farms &/or properties Update list annually	Town Plan Commission	Town Board	2010/every 5 yrs
AG 1.1(7-53) ED 2.1(3-25)	Invite farmers to an annual town board meeting to keep communications open and share ideas.	Establish method of communication & implement	Town Board		2010/ Annually
AG 1.1(7-53) ED 2.1(3-25)	Develop an informational fact sheet that acknowledges the fact that farming operations may exhibit noise, odor, dust and hours of operation may begin before dawn and extend well past dark.	Contact UWEX & develop fact sheet. Request that WCZLC incl. in packet	Town Plan Commission	Town Board UWEX	2010
AG 1.1(7-53) LU 1.4(8-44) ED 2.1(3-25)	Require that a "Right to Farm" statement be added to all plats within the Town of Aurora.	Request that the WCZLC add requirement	Town Plan Commission	Town Board WCZLC	2008
AG 1.2(7-53) ED 1.2(3-23) LU 1.4(8-44) IC 1.2(9-10)	Encourage farmers in the town and county to explore opportunities for alternate specialty agricultural products, methods and services.	Support alternatives & encourage local farmers. Support county	Town Board	WCEDC, TCREDC	As necessary
AG 1.3(7-54)	The County and UW-Extension should provide information and resources to farmers who are seeking to innovate, modernize or maintain their operation.	Contact & Encourage UWEX & WCFB	Town Plan commission	Town Board UWEX, WCFB,	2007
AG 1.4(7-54) ED 1.3(3-24) IC 1.2(9-10)	Participate in a countywide effort to organize, promote and market agriculture as a tourist attraction.	Contact & work w/ WACC WCEDC TCREDC	Town Board	WCEDC, WACC, TCREDC	As necessary
AG 1.4(7-54) ED 1.3(3-24)	Promote the expansion of commercial agribusinesses within the county.	Work w/ area Econ. Dev. Groups/ farmers	Town Board	Town Plan Commission WCEDC TCREDC	As necessary
AG 1.5(7-55)	Encourage enrollment in agricultural assistance programs.	Encourage as requested.	Town Board		As necessary
AG 1.5(7-55)	Distribute fact sheet of agricultural assistance programs as requested.	Distribute as requested.	Town Board		As necessary
AG 1.5(7-55)	Encourage environmentally friendly agricultural practices.	Encourage as requested.	Town Board		As necessary
AG 1.6(7-55) LU 1.3(8-44)	Establish a 300 foot maximum setback for residential structures within the general agricultural zoning district.	Work with WCZLC to establish setback.	Town Plan Commission	WCZLC	2007

See p. 10-10 for abbreviation list.



AG 2. Minimize conflicts between ongoing agricultural operations and rural non-farm residents.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
AG 2.1(7-55)	Develop community suppers.	Consider & dev	Town Board		2008
AG 2.1(7-55)	Encourage the farm bureau, UW-Extension and FFA to work with the non-farm community to promote rural lifestyles and activities.	Contact UWEX, FFA, WCFB	Town Board		2008
AG 2.2(7-55) LU 1.4(8-44)	Encourage the use of appropriate "buffer zones" between new rural residential development and existing farming operations to minimize land use conflicts.	Compile an informational sheet. Request that WCZLC distribute.	Town Plan Commission	Town Board	2008

See p. 10-10 for abbreviation list.

AG 3. Provide opportunities for farmers to profit from the equity in their land.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
AG 3.1(7-56)	Establish a list of informational sources on land protection options.	Refer interested individuals to list.	Town Plan Commission	Town Board	2008
AG 3.2(7-56)	Encourage farmers to become educated in the various methods that may enable them to pass their farm onto their heirs or other farmers.	Talk to farmers as necessary	Town Board		As necessary
AG 3.2(7-56)	Encourage high schools and vocational schools to incorporate education in their curriculum that encourages and educates young people about farming.	Contact local schools	Town Board	FVTC, BASD	2008

See p. 10-10 for abbreviation list.

**Natural Resources**  
**Town of Aurora**  
 Overall Goals

NR 1. Preserve the quality and quantity of the area's groundwater supplies.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 1.1(7-57)	Monitor on-site waste disposal systems.	Support a uniform county-wide monitoring system	Town Board		As necessary
NR 1.1(7-57) LU 1.2(8-43)	Limit development near the town's former landfill.	Support Co. policy to notify potential landowners within 1200'	Town Plan Commission	Town Board	As necessary
NR 1.1(7-57)	Encourage the county to evaluate the groundwater quality and quantity within the county.	Encourage the dev. of a county-wide Water Management Plan	Town Board		2008

See p. 10-10 for abbreviation list.

NR 2. Maintain and improve the water quality of our rivers, lakes and streams.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 2.1(7-57)	Encourage farmers to use best farm management practices.	Encourage UWEX to provide farmers with ed material	Town Board	UWEX	2007
NR 2.1(7-58)	Control storm water runoff from construction activities and impervious surfaces.	See Natural Resource Goals for more information	Town Plan Commission Town Board	WCZLC	2008
NR 2.1(7-58) LU 1.1(8-43)	Maintain a buffer of native vegetation along shorelines and wetlands.	Support current zoning ord.	Town Plan Commission	Town Board	As necessary
NR 2.1(7-58)	Minimize nutrient contributions from private on-site septic systems.	Work with WCZLC	Town Plan Commission	Town Board WCZLC	As necessary
NR 2.2(7-58) LU 1.1(8-43)	Monitor the recommendations from the WDNR and the County Land Conservation Committee's study for the Fox River, Aurora Millpond, Willow Creek, Barnes Creek, and Pine River.	Support study	Town Board		As necessary

See p. 10-10 for abbreviation list.

NR 3. Protect key natural features and resources.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 3.1(7-58)	Increase public awareness of its role/responsibility in introducing/containing invasive species.	Support WDNR efforts	Town Board	WDNR	As necessary
NR 3.1(7-59)	Encourage property owners and other groups to address local problems.	Direct toward state & local funding agencies Consider annual work day	Town Board		As necessary
NR 3.1(7-59)	Support a countywide coordinated approach to deal with specific problem species on a countywide basis.	Enc. local input Support co efforts	Town Board		As necessary
NR 3.2(7-59)	Discourage future shoreline development of the Fox River, Willow Creek and the Aurora Millpond in areas identified by the community as worth preserving in their natural state.	Enc. innovative dev. techniques	Town Plan Commission	Town Board	As necessary
NR 3.3(7-59) LU 1.1(8-43)	Support existing zoning that requires a buffer of native vegetation adjacent to all designated wetlands.	Support ex. zoning	Town Board		As necessary
NR 3.3(7-59)	Control the spread of invasive species.	Support removal of non-native species	Town Board		As necessary
NR 3.4(7-60)	Encourage private landowners to manage their forests and woodlots as sustainable resources.	Provide literature as needed	Town Board		As necessary
NR 3.4(7-60)	Support controls for the spread of diseases and insects which threaten the resource.	Direct affected landowners to WDNR. Support regulatory tools	Town Board		As necessary
NR 3.4(7-60) LU 1.2(8-43)	Work with the County to minimize fragmentation of larger forested areas.	Work w/ UWEX to dev info sheet. Promote alternatives	Town Plan Commission Town Board		2008/ As necessary

See p. 10-10 for abbreviation list.

NR 4. Strive to preserve the intrinsic visual qualities of our landscape that defines its rural character.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
NR 4.1(7-60) LU 1.3(8-44)	Influence the types and locations of rural residential development.	See land use map. Enc innov. dev techniques	Town Plan Commission Town Board WCZLC		As necessary
NR 4.1(7-60) LU 1.3(8-44)	Regulate the placement of cell towers and/or wind generators.	See Waushara County Zoning Ordinance.	Town Plan Commission	WCZLC Town Board	As necessary
NR 4.2(7-61)	Work with the County to enforce existing nuisance/litter ordinances and building codes.	Work with WCZLC	Town Board		As necessary
NR 4.2(7-61)	Reduce roadside littering.	Work w/ WisDOT, Co., local service org.	Town Board		2008 As necessary
NR 4.3(7-61)	Consider controls for the direction, intensity, and "leakage" of exterior lighting.	Work w/ WCZLC to enact light ord	Town Board		2008

See p. 10-10 for abbreviation list.

**Cultural Resources**  
**Town of Aurora**  
Overall Goals

CR 1. Preserve the community's important cultural resources.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
CR 1.1(7-62)	The Town of Aurora should consider seeking Certified Local Government (CLG) status through the DHP.	Consider	Town Board		2008
CR 1.2(7-62) LU 1.5(8-45)	Support local historic preservation of structures and landmarks.	Seek out local residents; seek input	Town Plan Commission	Town Board Berlin Historical Society	2008
CR 1.3(7-63) LU 1.5(8-45)	The Town of Aurora should consider cultural resources and historic preservation in any future land use planning and development decisions it may undertake in the future.	Consider	Town Plan Commission	Town Board WCZLC	As necessary
CR 1.3(7-63)	The Town of Aurora should consistently seek the input from informed individuals when making decisions that involve existing sites and structures.	Seek input	Town Plan Commission	Town Board	As necessary
CR 1.4(7-63)	Work with owners of historic properties to seek available grants and other favorable funding sources.	Enc. UWEX to take lead role.	Town Board	UWEX	2008/ As necessary
CR 1.4(7-63)	Provide educational materials related to the benefits available to properties enrolled on the National Register.	Enc. UWEX to take lead role.	Town Board	UWEX	2008/ As necessary

See p. 10-10 for abbreviation list.

**Land Use**  
**Town of Aurora**  
Overall Goals

LU 1. Encourage a pattern of community development and growth that preserves and enhances the quality of life for the residents of the town.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 1.1(8-43)	Consult the future land use map for environmentally sensitive areas prior to approving proposed development.	See future land use map.	Town Plan Commission WCZLC	Town Board	As necessary
LU 1.1(8-43)	Protect areas designated on the map as "undevelopable" from all types of development.	See future land use map.	Town Plan Commission WCZLC	Town Board	As necessary
LU 1.1(8-43) NR 2.1(7-58) NR 3.3(7-59)	Maintain a buffer of native vegetation along shorelines and wetlands.	Support current zoning ord	Town Plan Commission WCZLC	Town Board	As necessary
LU1.1(8-43) NR2.2(7-58)	Monitor the recommendations from the WDNR and the County Land Conservation Committee's study for the Fox River, Aurora Millpond, Willow Creek, Barnes Creek, and Pine River.	Support study	Town Board		As necessary
LU 1.2(8-43) NR 1.1(7-57)	Limit development near the town's former landfill.	Support co. policy to notify pot. Landowners within 1200'	Town Board		As necessary
LU 1.2(8-43) NR 3.4(7-60)	Maintain a quality forest resource.	Work w/ UWEX to dev info sheet Promote alt. Support ex. reg tools.	Town Plan Commission Town Board		2008/ As necessary
LU 1.3(8-44) NR 4.1(7-60)	Identify general areas in the town for small lot residential development.	See land use map	Town Plan Commission	WCZLC	As necessary
LU 1.3(8-44)	Regulate the placement of cell towers and/or wind generators.	See Waushara County Zoning Ordinance.	Town Plan Commission	Town Board WCZLC	As necessary
LU 1.3(8-44) AG 1.6(7-55)	Establish a 300 foot maximum setback for residential structures within the general agricultural zoning district.	Work w/ WCZLC to establish setback	Town Plan Commission	WCZLC	2007
LU 1.3(8-44) CF 1.1(6-43)	Encourage infill development and revitalizations projects.	Encourage infill & revit.	Town Plan Commission Town Board	WCZLC	As necessary
LU 1.3(8-44) ED 2.2(3-25)	Establish requirements for future commercial and light development proposals.	Establish requirements	Town Board Town Plan Commission		As necessary
LU 1.3(8-44) ED 2.2(3-25)	Adopt design standards for commercial development.	Adopt design standards	Town Board Town Plan Commission		As necessary
LU 1.4(8-44) ED 2.1(3-25) AG 1.1(7-53)	Identify all farms and/or properties based on objective criteria.	ID all farms &/or properties & update list annually	Town Plan Commission	Town Board	2010/Every 5 yrs

See p. 10-10 for abbreviation list.

LU 1. Encourage a pattern of community development and growth that preserves and enhances the quality of life for the residents of the town.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 1.4(8-44) AG 2.2(7-55)	Encourage the use of appropriate "buffer zones" between new residential development and existing farm operations to minimize land use conflicts.	Compile informational sheet. Request that WCZLC distribute	Town Plan Commission	Town Board	2008
LU 1.4(8-44) ED 2.1(3-25) AG 1.1(7-53)	Require that all subdivisions that are developed adjacent to existing farm operations contain a statement regarding the "Right to Farm".	Contact & work w/ WCZLC	Town Plan Commission	Town Board	2008
LU 1.4(8-44) ED 2.2(3-25)	Direct new commercial development to the intersection of STH 21/49.	See future land use map	Town Plan Commission WCZLC	Town Board	As necessary
LU 1.4(8-45) ED 2.3(3-26)	Assess current zoning requirements to promote small and home-based businesses which complement the community.	Work w/ WCZLC	Town Board	WCZLC	2008
LU 1.4(8-45) AG 1.2(7-53) LU 1.4(8-45)	Encourage the development of alternative specialty products, methods and services.	Support alternatives & enc. local farmers. Support county efforts	Town Board	WCEDC, TCREDC	As necessary
LU 1.4(8-45)	Support requests by entrepreneurs to develop accommodations that capitalize on "low impact" tourism such as campgrounds, "Bed 'n' Breakfasts", and home and cottage rentals.	Support when reviewing dev requests	Town Plan Commission	Town Board WCZLC	As necessary
LU 1.4(8-45)	Establish a future grid system of local roads.	Incorporate as land is dev.	Town Plan Commission WCZLC	Town Board	As necessary
LU 1.5(8-45) CR 1.2(7-62)	Support local historic preservation of structures and landmarks.	Seek out local residents; seek input	Town Plan Commission	Town Board Berlin Historical Society	2008
LU 1.5(8-45) IC 1.4(9-11)	Compile an inventory of significant cultural resources (including buildings).	Compile inventory	Town Board Town Plan Commission		As necessary
LU 1.5(8-45) CR 1.3(7-63)	Consider cultural resources and historic preservation in any future land use planning and development decisions.	Consider	Town Plan Commission	Town Board WCZLC	As necessary
LU 1.6(8-45) H 2.2(4-30)	Support housing proposals that include new affordable housing that fits in with the rural character of the Town of Aurora.	Keep an open mind to affordable housing in the town	Town Board Town Plan Commission	CAP, Habitat for Humanity	As necessary
LU 1.6(8-45) H 1.1(4-29)	Consider the possibility of subsidized housing in appropriate areas.	Keep an open mind to subsidized housing in the town	Town Board Town Plan Commission	CAP, Habitat for Humanity	As necessary
LU 1.6(8-45) H 4.3(4-32)	Work with nonprofits and the private sector to meet needs for the elderly segment of the population.	Direct seniors to CAP, WCVSO, WCDA	Town Board	CAP, USDA, WCVSO, WCDA	As necessary

See p. 10-10 for abbreviation list.

LU 1. Encourage a pattern of community development and growth that preserves and enhances the quality of life for the residents of the town.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
LU 1.6(8-45)	When evaluating housing needs, support development and preservation of varied types of housing developments.	Support varied types	Town Plan Commission	Town Board WCZLC	As necessary
LU 1.6(8-45) H 3.1(4-31)	Identify areas in the town for smaller lot development.	See future land use map	Town Plan Commission Town Board	WCZLC	As necessary
LU 1.7(8-45) TR 1.2(5-23) IC 1.6(9-12)	Work with WisDOT, ECWRPC, communities along the STH 21 corridor and others to ensure local involvement in any future planning of the corridor.	Monitor, see land use goals	Town Board		As necessary
LU 1.7(8-46) TR 1.1(5-23)	Evaluate the north and south intersection of 34 <sup>th</sup> Road and CTH XX to address safety concerns.	Contact & work w/ WCHD	Town Board		2012
LU 1.7(8-46) TR 1.3(5-23)	Timely respond to site-specific road maintenance and/or safety issues.	Continue current policy	Town Board		As necessary
LU 1.7(8-46) TR 2.3(5-25) IC 1.6(9-12)	Increase ride sharing for work, shopping, and other trips.	Contact & work w/ WisDOT to est. Park & ride lot	Town Board		As necessary
LU 1.7(8-46) TR 3.1(5-25)	Identify conflict areas between vehicles and bicyclists/pedestrians.	Contact & work w/ WisDOT, ECWRPC, WCHD	Town Plan Commission	Town Board	As necessary
LU 1.7(8-46) TR 3.2(5-25)	Recommend that the County Park Department investigate the possibilities for establishing a non-motorized off-road recreational trail system designed to accommodate a range of compatible uses.	Contact & work w/ WCPD/SWMI	Town Plan Commission	Town Board WCPD/SWMI	As necessary

See p. 10-10 for abbreviation list.

**Intergovernmental Cooperation  
Town of Aurora  
Overall Goals**

IC 1. Work with neighboring municipalities, Waushara County, state and federal departments and agencies when opportunities and/or issues arise that can be more effectively addressed cooperatively.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 1.1(9-10)	Support the Berlin Area School District, FVTC, Moraine Park, UW-Extension, CAP Services and the business community to work together to provide programs that strengthen the economy of the area and promote life long learning opportunities.	Contact WCEDC, TCREDC	Town Plan Commission	Town Board	2008
IC 1.2(9-10) ED 1.2(3-23) AG 1.2(7-53) LU 1.4(8-45)	Encourage farmers in the town and county to explore opportunities for alternative specialty agricultural products, methods and services.	Support alternatives & enc local farmers. Support co. efforts.	Town Board	WCEDC, TCREDC	As necessary
IC 1.2(9-10) ED 1.3(3-24) AG 1.4(7-54)	Promote the expansion of commercial agribusiness.	Work w/ area ec. Dev. groups & local farmers	Town Board	Town Plan Commission WCEDC, TCREDC	As necessary
IC 1.2(9-10) ED 1.3(3-24) AG 1.4(7-54)	Participate in a countywide effort to organize, promote and market agriculture as a tourist attraction.	Contact & work w/ WCEDC, TCREDC, WACC	Town Board	WCEDC, TCREDC, WACC	As necessary
IC 1.3(9-11) CF 1.1(6-43)	Establish periodic meetings with the City of Berlin and towns of Warren, Berlin, Seneca, Leon, Poy Sippi, Poygan, Rushford, and Nepeuskun to discuss issues of common interest, including planned roadway and utility improvements.	Est. method of communication. Meet periodically.	Town Board	Adj. mun.	As necessary
IC 1.3(9-11) CF 1.1(6-43)	Set up periodic meetings with community organizations and others to discuss community needs.	Est. method of communication. Meet periodically.	Town Board		As necessary
IC 1.3(9-11)	Increase community involvement through public participation in all relevant policy decisions.	Promote at annual meeting	Town Board		As necessary
IC 1.3(9-11) CF 1.1(6-43)	In the future, consider creating a municipal website that could be used to educate residents about available services and facilities.	Dev. & maintain website	Town Board		Future
IC 1.3(9-11) CF 1.1(6-43) TR 1.3(5-24)	Establish annual meetings with the County Highway Department and WisDOT to ensure coordination of transportation projects.	Contact & set up annual meetings	Town Board		2007/ Annually
IC 1.3(9-11) CF 1.1(6-43)	Establish an annual town newsletter and local message board to improve the level of communication.	Dev. message board &/or newsletter. Maintain	Town Board		2008/ As necessary

See p. 10-10 for abbreviation list.



IC 1. Work with neighboring municipalities, Waushara County, state and federal departments and agencies when opportunities and/or issues arise that can be more effectively addressed cooperatively.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
IC 1.3(9-11) IC 1.6(9-12) CF 1.1(6-43)	Set up annual meetings with public and private utilities in the area to discuss current needs and upcoming projects.	Establish method of communication. Meet periodically.	Town Board		As necessary
IC 1.3(9-11) CF 1.1(6-43)	Work with the Berlin Area School District, the state and county to plan new facilities when they are needed.	Town Plan Commission	Town Board		As necessary
IC 1.3(9-11) CF 1.1(6-43)	Collaborate with the Berlin Area School District and Waushara County to plan community based educational and recreational programs.	Contact BASD, WCPD/SWMI	Town Board	BASD, WCPD/SWMI	2008/ As necessary
IC 1.4(9-11) H 2.1(4-29)	Support funding efforts lead by others to meet the housing needs of the very low income households within the area.	Support efforts lead by others	Town Board Town Plan Commission	Town Board	As necessary
IC 1.5(9-11)	Continue to partner with the WDNR, towns and the county to protect the natural resources of the area from degradation.	Contact others as necessary	Town Board	WNDR, Waushara Co	As necessary
IC 1.5(9-11)	Continue to solicit input and participation from the WDNR in local planning decisions.	Contact WDNR as necessary	Town Plan Commission	Town Board	As necessary
IC 1.6(9-12) TR 1.2(5-23) LU 1.7(8-45)	Participate with WisDOT, counties and municipalities on future STH 21 corridor planning activities.	Monitor & participate in future planning activities.	Town Board		As necessary
IC 1.6(9-12) TR 2.3(5-25) LU 1.7(8-45)	Partner with neighboring communities and WisDOT to establish strategic locations for park and ride lots for area residents.	Contact WisDOT & neighboring communities	Town Board	WisDOT Neighboring communities	As necessary
IC 1.6(9-12) TR 2.1(5-24) TR 2.2(5-24)	Collaborate with the Waushara and Green Lake County's Department of Aging to insure that the needs of the elderly and disabled residents of the town are being met.	Contact & work with WCDA, GLCHHS	Town Plan Commission	Town Board WCDA GLCHHS	As Necessary
IC 1.6(9-12) IC 1.3(9-11) CF 1.1(6-43)	Collaborate with the Waushara County Highway and park departments, WisDOT, utilities and others to coordinate roadway improvement projects.	Establish method of communication. Meet periodically.	Town Board	See strategy	2007/ Annually
IC 1.7(9-12) IC 1.3(9-11) CF 1.1(6-43)	Where appropriate, utilize and share limited resources and explore opportunities for shared services (i.e. fire, police, park programs and facilities, etcetera).	Establish method of communication. Meet periodically.	Town Board	Waushara Co., BASD	2007/ Annually
IC 1. (9-12)	Establish a method of effective communication with nearby municipalities.	Contact & establish method of communication	Town Board		2007

See p. 10-10 for abbreviation list.

**Implementation  
Town of Aurora  
Overall Goals**

I 1. Implement to the extent possible recommendations contained within the Smart Growth Comprehensive Plan.					
Related Objectives (Page No.)	Strategy	Required Action	Responsibility		Milestone Date
			Primary	Secondary	
I 1.1(10-11)	Review the implementation schedule to ensure that deadlines are being met.	Review implementation table	Town Plan Commission	Town Board	Quarterly
I 1.1(10-11)	Update the Town Board as to the progress that is being made to implement the plan.	Provide update of progress	Town Plan Commission	Town Board	Annually
I 1.1(10-11)	Review the goals, objectives and strategies and address conflicts which may arise between the elements of the plan.	Review & address conflicts	Town Plan Commission	Town Board	Annually
I 1.1(10-11)	Prepare a brief annual report.	Prepare annual update. Present to Town Board	Town Plan Commission	Town Board	Annually
I 1.1(10-11)	Include an agenda item for "implementation" progress.	Add agenda item	Town Board		Quarterly
I 1.1(10-11)	Solicit involvement from local residents to implement the plan.	Review plan & request assistance.	Town Plan Commission	Town Board	As necessary
I 1.2(10-11)	Recommend modifications that will better meet the intent of the plan.	Revise plan if needed	Town Plan Commission	Town Board	As necessary
I 1.2(10-12)	Update the plan within a maximum of every 10 years to meet the standards of Smart Growth legislation.	Initiate update of plan with ample time to complete by 2017	Town Board	Town Plan Commission	2017
I 1.3(10-12)	Solicit input from neighboring communities, Waushara County, governmental agencies and others regarding how their activities relate to the recommendations in the Town of Aurora's comprehensive plan.	Establish method of communication & notification	Town Plan Commission Town Board		As necessary

See p. 10-10 for abbreviation list.