

# Town of Ashippun

## Recommendations Report

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# 1. Issues and Opportunities

## 1.1 Forward

The *Town of Ashippun Year 2030 Recommendations Report* will guide future development of the Town of Ashippun for the next 25 years. This document should be used in coordination with the *Town of Ashippun Inventory and Trends Report*. These two documents together will meet the requirements of Wisconsin’s comprehensive planning law, Wisconsin Statutes 66.1001.

The *Town of Ashippun Year 2030 Recommendations Report* positions the community to guide future land development in a way that preserves the character of the community, protects natural resources, enhances economic and housing opportunities, and provides for efficient service delivery. More specifically, this document recommends how lands within the community should be used. The plan recommendations in this document are based on public input and involvement. Community goals, objectives, and policies are also based on and consistent with the recommendations. The recommendations should be used for development decisions in the community.

At the Town’s first regional meeting, members of the plan commission, town board, and citizens made a list of issues and opportunities they felt were important in the community. The following issues and opportunities were used to help form the goals, objectives, and policies in the recommendations report. The issues and opportunities are listed by the number of votes received.

1. Concern for lot size and layout, (smaller lot sizes, large lots = weeds). (17)
2. Encourage commercial development in “Ashippun”. (9)
3. Preserve existing farmland and consider purchase of development rights. (9)
4. Need for industrial subdivision to buffer taxes, and plan for industrial development. (8)
5. Protection of environmental areas and open space. (7)
6. Need to address density in ag-zoned lands (rezoning issues). (6)
7. Need overall storm-water management plan for Davy Creek. (6)
8. Protect rights and privileges of existing clubs and recreational facilities. (5)
9. Problem with county enforcing permits and restrictions. (4)
10. Improve appearance of downtown “Ashippun”. (3)
11. Need for Cluster Development. (3)
12. Maintain rural character. (2)
13. Need to balance growth and development. (2)
14. Address groundwater concerns in regards to community well. (2)
15. Avoid conflicting land uses. (2)
16. Control and address local traffic issues and speed limits. (1)
17. Restrict growth to minimize need to increase services. (1)
18. Maintain police and fire services to keep up with growth. (1)
19. Allow easements to accommodate “deep” property lots. (1)
20. Need recreation areas or building for children. (1)
21. Need to address City of Hartford extraterritorial jurisdiction. (0)
22. Consider impacts of large farming operations. (0)
23. Address growth and need for schools. (0)

## **1.2 Demographic Trends Summary**

The Town of Ashippun had a 2000 population of 2,308 persons, which was a 29.3 percent increase from the 1990 population of 1,783. The growth experienced in the 1990s was similar to Dodge County and much higher than the 9.6% growth experienced by the State of Wisconsin. The population of the Town is anticipated to continue to move into older age groups, a trend similar to the state and the nation.

## **1.3 Demographic Projections Summary**

Population projections completed by the Wisconsin Department of Administration (WDOA) estimate that the Town will have a population of 2,885 persons by the year 2025, an estimated increase of 25 percent from the year 2000 population count. The alternate population projection shows the Town having a 62.4 percent increase in population between 2000 and 2030. The Town will have 3,748 residents in 2030, an increase of 1,440 residents from 2000. For planning purposes, the alternate population projection will be used by the Town of Ashippun. The alternate population projection utilizes current average household size and the building permit data from 1994 to 2003 (See Section 8.4).

The Town of Ashippun WDOA population projections are higher than many of the other towns in Dodge County. However, Ashippun is projected to have a lower population increase than the Town of Rubicon, but a higher population increase than the Town of Lebanon. Also, the Town of Ashippun's WDOA growth projection is much higher than Dodge County's projected growth.

## **1.4 Smart Growth Local Comprehensive Planning Goals**

Wisconsin's comprehensive planning law (smart growth) established 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure, and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were considered throughout the planning process.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encourage neighborhood designs that support a range of transportation choices.
3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.
4. Protect economically productive areas, including farmland and forests.
5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.
6. Preserve cultural, historic, and archaeological sites.

7. Encourage coordination and cooperation among nearby units of government.
8. Build community identity by revitalizing main streets and enforcing design standards.
9. Provide an adequate supply of affordable housing for all income levels throughout each community.
10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promote 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. Balance individual property rights with community interests and goals.
13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.
14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and meets the needs of all citizens including transit-dependent and disabled.

## **1.5 Town of Ashippun Comprehensive Plan Goals**

As part of the planning process, the Town of Ashippun generated the following goals to guide the process. Community goals are broad, value-based statements expressing public preferences for the long term (20 years or more).

### **Issues and Opportunities Goals**

Goal: Balance individual property rights with community interest and goals.

Goal: New Development in Ashippun should occur in a well planned and aesthetically pleasing manner.

### **Housing Goals**

Goal: Provide a full range of housing opportunities for current and future residents of the Town.

Goal: Preserve the existing rural housing characteristics of the Town.

### **Transportation Goals**

Goal: Provide a safe and well-maintained transportation network.

### **Utilities and Community Facilities Goals**

Goal: Provide community services in an efficient and cost-effective manner.

## **Agriculture, Natural, and Cultural Resources**

Goal: Maintain, preserve, and enhance Ashippun's agricultural, natural, and cultural resources.

Goal: Preserve the rural and agricultural characteristics of the Town

Goal: Preserve environmental areas and open space.

## **Economic Development**

Goal: Enhance and diversify the local economy consistent with other goals and objectives.

Goal: Retain existing businesses and promote the Town to new businesses.

## **Intergovernmental Cooperation**

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

## **Land Use**

Goal: Encourage planned growth that enhances the local economy, while protecting natural resources, recreational opportunities, and the rural character of the Town.

## **Implementation**

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

## **1.6 Issues and Opportunities Goals and Objectives**

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the Town of Ashippun

*Goal: Balance individual property rights with community interest and goals.*

*Goal: New Development in Ashippun should occur in a well planned and aesthetically pleasing manner.*

### **Objectives**

1. Utilize the Town's comprehensive plan as a tool to guide Town decision making.
2. Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.

## **1.7 Issues and Opportunities Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. The comprehensive plan shall be utilized as a tool to guide Town decision-making in accordance with state statutes.
2. The Town Plan Commission should establish a development review process that objectively examines the type, location, and quality of the proposed development, and potential long-term impacts on the Town.
3. Public participation shall be required as part of the development and/or amendment to any Town plans, ordinances, or programs.
4. Property owners should be notified at least once a year of all pre-scheduled Town Board and Town Plan Commission meetings by various methods of public notice.
5. Adequate funding and staffing should be maintained to properly administer Town programs (i.e., permits, review applications, etc...)

### **Recommendations**

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

1. Adopt a Right to Farm ordinance.
2. Create advisory committee on the possibility of Purchase and/or Transfer of Development Rights programs.

## **1.8 Issues and Opportunities Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### AB608, Wisconsin Act 233 – Clarification of Smart Growth Law

This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions which must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in



shorelands. The bill also reiterates that an RPC's (Regional Planning Commission) comprehensive plan is only advisory in its applicability to a political subdivision (a city, village, town, or county), and a political subdivision's comprehensive plan.

Wisconsin Department of Administration, Demographic Services Center

The Demographic Services Center's primary responsibility is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for Zip Code Areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit its web-site at [www.doa.state.wi.us](http://www.doa.state.wi.us).

## **2. Housing**

Housing is very important for Wisconsin and its communities. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. The housing in a community may be its largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of revenue for local communities in the form of property taxes. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense a pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Wisconsin's comprehensive planning law requires that a comprehensive plan include a housing element. The comprehensive planning process necessitates that each community analyze the impact of the local, state, and federal policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a 20-year planning horizon.

### **2.1 Housing Characteristics and Trends Summary**

In 2000, the Town of Ashippun had 880 housing units, a 41.5 percent increase from 1990. Approximately 75.6 percent of housing units are owner-occupied while 20.5 percent are renter occupied. The majority of housing units in the Town are single family structures; however there are also a significant number of multifamily housing units. The median year in which structures were built in the Town was 1967 while the majority of housing units, 37.3 percent, were built prior to 1939. The median value of housing units was \$140,000 in 2000, higher than the County's median of \$105,800.

### **2.2 Housing Unit Projections Summary**

Housing unit projections should be used as a guide to estimate required acreage to accommodate future residential development, as well as to prepare for future demands growth may place on public facilities and services. Two housing unit projections were created for the Town. The linear housing unit projection estimates that the Town will add 774 new units from 2000 to 2030 while the alternate housing unit projection estimates the Town will add 528 new units. This results in an estimate of 25.8 to 17.6 new housing units per year, respectively.

### **2.3 Housing for All Income Levels**

Single family residences make up the bulk of the housing units in the Town. Over 79 percent of the housing in the Town was valued at \$200,000 or less in 2000. There were 25 duplexes in the Town in 2000. In addition, the Town did have 66 housing structures with three or four units and 45 structures with five to nine housing units. These types of housing facilities tend to be more affordable to persons with a lower income.

## **2.4 Housing for All Age Groups and Persons with Special Needs**

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

The age structure of Dodge County and the Town of Ashippun is shifting to older age groups. For the Town of Ashippun the majority of the population was in the 35 to 44 age group in 2000. It is anticipated that there will be a shift to the next and older age group for the majority of the population during the planning period requiring the community to further assess its ability of providing housing for all age groups and persons with special needs.

There is an assisted living facility located along STH 67 in the “Old Ashippun” area, which is owned by the Dodge County Housing Authority.

## **2.5 Promoting Availability of Land for Development/Redevelopment of Low-Income and Moderate-Income Housing**

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low and moderate income individuals. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. The community should also use this plan in coordination with developed policies, goals, and objectives to promote the availability of such housing if a need is present.

## **2.6 Maintaining and Rehabilitating the Existing Housing Stock**

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing while not sacrificing land to development. Over the course of the planning period, the community should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

## **2.7 Housing Goals and Objectives**

The following are the goals and objectives developed by the Town of Ashippun regarding housing.

***Goal: Provide a full range of housing opportunities for current and future residents of the Town.***

***Goal: Preserve the existing rural housing characteristics of the Town.***

### **Objectives**

1. Promote single-family homes as the preferred type of housing supply in the Town.
2. Encourage the use of cluster design in areas suitable for residential development to minimize impacts on farming areas.
3. Locate residential development near developed areas, close to existing services.
4. Encourage the use of cluster development.

## **2.8 Housing Policies and Recommendation**

The policies and recommendation build on goals and objectives by providing more focused responses and actions to the goals and objectives. The policies and recommendation become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. The Town should discourage major land divisions (defined as five or more lots) outside of the Town’s Sanitary District.
2. New housing units in rural areas should be designed to reduce the impacts to natural vegetation, preserves quality farmland, reduces farmland fragmentation, preserves drainage patterns, and doesn’t block potential road extensions.
3. Multi-family residential development should be developed in the Sanitary District only and should be designed to minimize potential negative impacts on existing homes.
4. The Town should increase investment in existing residential areas to maintain property values, encourage in-fill development, and promote the rehabilitation of existing homes.

### **Recommendation**

A recommendation is a specific action or project that the community should be prepared to complete. The completion of the action or project is consistent with the community’s policies, and therefore will help fulfill the comprehensive plan goals and objectives.

1. Define cluster development.

## **2.9 Housing Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### Community Development Block Grant (CDBG) – Housing Program

The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federally funded program through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap accessibility improvements. The maximum grant to an applicant is \$500,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

### Wisconsin Rural Development, Rural Housing Service

The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable, housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants. For further information visit the web-site at [www.rurdev.usda.gov/wi/index.html](http://www.rurdev.usda.gov/wi/index.html).

### **3. Transportation**

Broadly speaking, a transportation system can be defined as any means used to move people and/or products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes.

Roads and highways account for the majority of a transportation system and are probably the most common paths, however, are not the only component. Therefore rail lines, waterways, airways, and trails are all additional opportunities that contribute to the entire transportation system. Taken together, these individual transportation options create a community's transportation system.

#### **3.1 Existing Transportation Facilities and Trends Summary**

The Town contains a portion of one state highway and four county highways. STH 67 travels north/ south in the eastern portion of the Town and intersects county highways O, EE, and MM. CTH O runs in an east/west direction in the Town and intersects STH 67 and CTH P. CTH P goes north/south near the central portion of the Town and intersects CTH O. CTH EE begins at STH 67 and extends from STH 67 to the northwest corner of the Town. CTH MM begins at STH 67 in the northwest portion of the Town and travels to the west.

There is one active railroad in the Town; the Union Pacific Railroad crosses the Town of Ashippun in a northwest-southeast direction between Milwaukee and Minneapolis metropolitan areas. There are no rail sidings in the Town of Ashippun. A number of at-grade railroad crossings interrupt traffic on roads and highways in the Town. The most important of these is the crossing at STH 67 in the unincorporated village of Ashippun.

The Town of Ashippun does not contain an airport. The nearest general airport is the Hartford Airport, located about 5 miles from the Town of Ashippun. The Dodge County Airport is located approximately 11 miles northwest of the Town, near the City of Juneau.

There are no designated walking/biking trails in the Town. The Wild Goose State Trail is the closest walking/biking trail facility in Dodge County, and is located approximately seven miles northwest of the Town.

#### **3.2 Planned Transportation Improvements**

Dodge County annually updates a Capital Improvement Program. The program prioritizes the allocation of financial resources for various projects over a five year time frame. In terms of the Town of Ashippun, three transportation projects are scheduled to receive funding under the program. These projects include: reconstructing 1.5 miles of CTH P from the south county line to CTH O in 2005, the rehabilitation and resurfacing of CTH O from CTH R to STH 67 in 2006, and the reconstruction of CTH O between STH 67 and CTH P in 2007.

State and regional transportation plans that affect the Town of Ashippun are the responsibility of the Wisconsin Department of Transportation. The DOT has capital improvement plans for every county in the state. There is one state highway in the Town of Ashippun, STH 67. There are no plans in the 2005-2007 Highway Improvement Plan for STH 67 in the Town.

However, it should be noted that the 1999 Dodge County Comprehensive Plan calls for a new roadway in the Town of Ashippun. In particular, the Dodge County Plan calls for the construction of a collector road through the southwestern part of the Town. This new road would by pass the unincorporated village of Ashippun on the east side. The proposed roadway would split off of STH 67 in section 32 of the Town, by pass the unincorporated village on its east side and reconnect with STH 67 in the southwest corner of section 17.

The Town's 1994-1995 Comprehensive Plan Update lists an extension of Cleveland Road to Coolidge Road, along south edge of section 8 and the north edge of section 17.

### **3.3 Highway Access Management**

Access management has been defined as “the process that provides (or manages) access to land development, while simultaneously preserving the flow of traffic on the surrounding road system in terms of safety, capacity, and speed.” This process is achieved through managing the design and location of driveways, median openings, and points of access to the state highway system. The level of highway access control is based on the importance of the highway to regional and statewide travel as determined through a functional classification system.

The State and County highway departments regulate access to the highways that are located in the Town of Ashippun. Access to town roads is controlled by the Town. Ashippun should consider using access control techniques along town roads, especially roads that are vital transportation routes such as Franklin Road and Washington Road.

### **3.4 Coordination with Existing Transportation Plans**

The Town of Ashippun has reviewed applicable state, regional, county, and local plans regarding transportation. This plan is currently consistent with existing transportation plans. As the community's transportation system changes over time and as new transportation plans are created, the community should periodically review its comprehensive plan for continued consistency.

### **3.5 Incorporation of State, Regional, and Other Transportation Plans**

All applicable state, regional, county and local transportation plans have been incorporated in the development of the *Town of Ashippun Year 2030 Comprehensive Plan* as well as the *Dodge County Year 2030 Comprehensive Plan*.

### **3.6 Transportation Goals and Objectives**

The following are the goals and objectives developed by the Town of Ashippun regarding transportation.

***Goal: Provide a safe and well-maintained transportation network.***

## ***Objectives***

1. Consider bicycle and pedestrian safety needs when new roads are proposed or when major roadway improvements are made.
2. Reduce accident exposure by improving deficient roadways and intersections.
3. Increase the use of the PASER evaluation rating system for road maintenance and project budgeting purposes.
4. When reviewing development proposals, consider future road connections, setbacks, access points, and other traffic impacts that the proposal may have on the existing transportation network.
5. Work with Dodge County and Town officials to address local traffic concerns and speed limit problems.

## **3.7 Transportation Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. Accident exposures should be reduced by improving deficient roadways and intersections by citing such deficiencies during the annual road inspection and funding their correction during the budgeting process.
2. Dead end roads and cul-de-sacs should be avoided whenever possible.
3. The Town should work with Dodge County and the DOT to plan for improving the Town’s transportation system.
4. New driveways shall be regulated to ensure adequate emergency vehicle access, to maintain safe driveway spacing standards onto Town roads, and to prevent damage to Town roads caused by drainage impacts.
5. The Town should work with Dodge County officials to comply with the Dodge County Bike and Pedestrians Plan.
6. Developers shall bear all of the costs for improvements and extensions to the road network.



## Recommendations

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

1. As Town roads are reconstructed, identified roads should be constructed to accommodate for walking and bicycle travel.
2. Update the Town's driveway ordinance.

### 3.8 Transportation Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

#### Local Roads Improvement Program (LRIP)

Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

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

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

#### Adopt-A-Highway Program

The Adopt-A-Highway Program is administered by the Wisconsin Department of Transportation (WisDOT). The program was initiated to allow groups to volunteer and support the state's anti-litter program in a more direct way. Each qualified group takes responsibility for litter control on a segment of State highway. The group picks up litter on a segment at least three times per year between April 1 and November 1. Groups do not work in dangerous areas like medians, bridges, or steep slopes. In addition, a sign announcing a group's litter control sponsorship can be installed. The State Adopt-A-Highway coordinator should be contacted for further information. Applications and forms are available through the WisDOT website.

## **4. Utilities and Community Facilities**

Addressing community service needs is becoming even more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs of the community.

Not only do service provisions need to meet resident demands, the type and cost of community facilities and services affect property values and taxes and contribute to many aspects of the quality of life within a community. Quality of life is further attributed to local features such as parks, schools, utilities, and protective services. These services require substantial investment supported by local tax bases or user fees. The level of service is generally influenced by the users' ability or interest in paying for the service.

This element includes a summary of existing facilities and services and details future needs for services and facilities. Goals, objectives, policies, recommendations, and programs are also provided.

### **4.1 Existing Utilities and Community Facilities Summary**

The major utilities and facilities in the Town of Ashippun consist of the Sanitary District, Town hall, Town roads, and police and fire protection service. The Sanitary District is located in the southwest portion of the Town, in the unincorporated village of Ashippun and serves a small portion of the Town residents. The Ashippun Town hall is located in the southeast portion of the Town, which also used as the Town's fire station. The Town of Ashippun shares police services with the Town of Rubicon and the Village of Neosho.

### **4.2 Expansion or Rehabilitation of Existing Utilities and Community Facilities Timetable**

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction, or rehabilitation of existing utilities and facilities.

The Town of Ashippun has identified that the following utilities and facilities will need expansion, construction, or rehabilitation over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years).

#### **Public Buildings and Administrative Facilities and Services**

##### Short Term

- ◆ No recommendations

##### Long Term

- ◆ No recommendations

## **Police Services**

### Short Term

- ◆ Continue to utilize shared police services with the Town of Rubicon and Village of Neosho.

### Long Term

- ◆ Evaluate the need for full time local police force.

## **Fire Protection and EMT/Rescue Services**

### Short Term

- ◆ No recommendations

### Long Term

- ◆ No recommendations

## **Libraries, Cemeteries, and Other Quasi-Public Facilities**

### Short Term

- ◆ Encourage government for a new user friendly post office.

### Long Term

- ◆ No recommendations.

## **Parks and Recreation**

### Short Term

- ◆ Construct tennis courts.

### Long Term

- ◆ Consider acquiring land for a Town park.

## **Solid Waste and Recycling**

### Short Term

- ◆ No recommendations.

### Long Term

- ◆ No recommendations.

## **Sanitary Sewer Service**

### Short Term

- ◆ Expand the system (not the district).

### Long Term

- ◆ Expand the Town's Sanitary District to accommodate the growth anticipated in the Town.

## **Private Onsite Wastewater Treatment Systems (POWTS)**

### Short Term

- ◆ No recommendations.

### Long Term

- ◆ No recommendations.

## **Public Water**

### Short Term

- ◆ Encourage regular testing of private wells.

### Long Term

- ◆ Encourage regular testing of private wells.

## **Stormwater Management**

### Short Term

- ◆ Encourage the development of a stormwater management plan, and address flooding issues.

### Long Term

- ◆ Encourage the development of a stormwater management plan.

## **Health Care and Child Care Facilities**

### Short Term

- ◆ Encourage small scale health care and child care facilities.

### Long Term

- ◆ Encourage small scale health care and child care facilities.

## **Local Roads and Bridges**

### Short Term

- ◆ Continue the use of PASER evaluation rating system for road maintenance and project budgeting, by Town Board officials.

### Long Term

- ◆ Develop standards for access control along all town roads.

## **Additional Facilities, Programs, or Operations**

### Short Term

- ◆ No recommendations.

### Long Term

- ◆ No recommendations.

## **4.3 Future Needs for Government Services**

While the previous section detailed infrastructure needs the community will deal with during the planning period. There are also service level needs that may arise in the community, such as, police services, increased fire protection, or park and recreational land. The Town will need to continue to supply staffing for administration of the Town's subdivision ordinance, as well enforcement of the uniform dwelling code.

## **4.4 Utilities and Community Facilities Goals and Objectives**

The following are the goals and objectives developed by the Town of Ashippun regarding utilities and community facilities.

*Goal: Provide community services in an efficient and cost-effective manner.*

### **Objectives**

1. Maintain public facilities and services to keep up with existing and anticipated population growth.
2. Evaluate impacts to community facilities and services when reviewing development proposals.
3. Increase cooperation with other agencies and jurisdictions in the planning and coordination of utilities in order to efficiently serve local and regional growth.
4. Increase coordination efforts with the School District in order to allow them to anticipate future growth and provide appropriate facilities.
5. Ensure proper disposal of wastewater to ensure the protection of public health and to protect the quality of ground and surface water.
6. Work with Dodge County and other jurisdictions to provide a variety of recreational opportunities.
7. Review proposals for storm water management to ensure that roads, structures, and other improvements are reasonably protected from flooding.
8. Ensure that police, fire, and emergency services are appropriate to meet existing and future demands of the Town.

9. Protect rights and privileges of existing clubs and recreational facilities.
10. Encourage the creation of recreational opportunities for local children.
11. Address the need for schools in the Town.

#### **4.5 Utilities and Community Facilities Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

##### **Policies**

1. The Town will increase cooperation in the planning and coordination of utilities with the Towns of Hustisford, Lebanon, and Rubicon by increasing communication efforts in order to efficiently serve local and regional growth.
2. Development should be focused into the Ashippun Sanitary District to maximize capacity of the utility.
3. The Town should ensure that police, fire, and emergency services adequately meet the existing and future demands of the Town by doing an annual review of such services.
4. Stormwater management should be addressed as part of the review of all development proposals in order to evaluate the potential to increase stormwater runoff to adjacent lands.
5. The Town should pursue opportunities to provide more cost-effective solid waste and recycling services.
6. The Town shall continue a parkland dedication fee in conjunction with the Subdivision Ordinance to allow funds to be collected for park and recreation developments.

##### **Recommendations**

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

1. Design a stormwater management plan.
2. Promote development within the Ashippun Sanitary District, rather than extending its boundaries.

3. Amend the Land Division Ordinance to require the developer of a new residential subdivision to provide and maintain park and/or green space.

#### **4.6 Utilities and Community Facilities Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

##### Community Development Block Grant for Public Facilities (CDBG-PF)

The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed smaller communities with public facility improvements. Eligible activities include improvements to, but are not limited to, publicly-owned utility systems, streets, sidewalks, and community centers. Federal grant funds are available annually. The maximum grant for any single applicant is \$750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information on this program contact the Wisconsin Department of Commerce, Division of Community Development.

##### Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)

The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

##### 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. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

##### Wisconsin Fund

The Wisconsin fund provides grants to homeowners and small commercial businesses to offset a portion of the cost of repair, rehabilitation, or replacement of existing failing POWTS. Through an appropriation by the state legislature, \$3.5 million is currently available on an annual basis in 66 of Wisconsin's counties. The Wisconsin Department of Commerce, Safety and Buildings works in conjunction with county government officials who assist individuals in eligibility considerations and preparation of grant applications. A portion of the Wisconsin Fund is set aside for S&B to fund experimental POWTS, with the goal of identifying additional POWTS choices for people faced with replacement of their failing POWTS. The Wisconsin Fund Grants Specialist is Jean Joyce, [jjoyce@commerce.state.wi.us](mailto:jjoyce@commerce.state.wi.us), 608-267-7113.

### All-Terrain Vehicle (ATV)

Funds are available to provide funds to accommodate all-terrain vehicles through acquiring, insuring, developing and maintaining all-terrain vehicle trails and areas, including routes as per s. 23.33, Wis. Stats. Counties, towns, cities and villages are eligible to apply. The program is offered by the WDNR, Bureau of Community Financial Assistance. Assistance is provided for the following, in priority order: 1) maintenance of existing approved trails and areas, including routes; 2) purchase of liability insurance; 3) acquisition of easements; 4) major rehabilitation of bridge structures or trails; and 5) acquisition of land in fee and development of new trails and areas.



## **5. Agriculture, Natural, and Cultural Resources**

The natural resources of a community offer a clean and abundant supply of groundwater and surface water, assure safe air to breathe, and provide a natural landscape of terrestrial and aquatic habitats such as forest, prairies, and wetlands. Natural resources include the parks, trails, scenic areas, and other outdoor places people rely on for recreation. Natural resources are essential to a vibrant economy – measured in tourism revenues, enhanced property values, sustainable agriculture and wood products, low cost raw materials (such as sand, gravel, and stone), available water for manufacturing processes, etc.

There are many state and some federal regulations designated to protect Wisconsin's natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their communities and to protect the natural resources they value most.

Development must be carefully adjusted to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of urban and rural development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base, because these resources make each community unique. These features promote civic pride and often create a sense of place.

The remainder of this element will provide a summary of features in the community and identify trends that are occurring. Goals, objectives, policies, recommendations, and programs are also provided.

### **5.1 Agricultural, Natural, and Cultural Resources Summary**

The Town of Ashippun has over 17,000 acres of land considered to be prime agricultural soil. As of 2003, Ashippun has 14 active dairy farms. There are five named rivers/creeks, two named lake/ponds, and many unnamed streams and creeks in the Town. The primary cultural facility in the Town of Ashippun is the Honey Acres Museum. There are no sites in the Town on the State or National Register of Historical Places, however, there are 21 sites listed on the Wisconsin Architecture & History Inventory.

### **5.2 Agricultural Analysis (Trends relative to size of farms, acres lost, etc...)**

According to the 2002 Census of Agriculture, the number of farms in Dodge County has decreased by 6% since 1997 while the average size of farms has increased by 4%. These trends are typical of many counties in Wisconsin. It is important to note that while these trends are occurring at the county level, some communities in the county have experienced little farmland

loss and others have experienced more significant decreases. The characteristics unique to each community attribute in different ways to the overall agriculture industry of Dodge County.

It is anticipated that the number of farms will continue to decline in the future and there will be increasing pressure to convert farmland to other uses. The size of the average farm will show moderate increases and the number of large “commercial” type farms may increase, especially dairy. Interest in specialty farming will increase.

### **5.3 Natural Resources Analysis (Trends relative to recreation, management, water resources, logging, etc...)**

The natural resources found in Dodge County contribute to the overall quality of life of residents and are a major influence on why some choose to live in the county. Forests, wetlands, wildlife areas, lakes, rivers, streams as well as many other features contribute to the natural resource base of the county. Many of these features cross municipal boundaries and require an integrated system of management and protection. Each community in the county can therefore influence not only its own natural resource base, but that of its neighbors or even the region.

The Town’s woodlands and highland areas will be desired for residential development. Interest in using the Town’s water resources for recreational purposes will continue. Challenges to groundwater resources will grow including increasing quantity of withdrawal and increasing of potential contamination sources. Highway expansion and increased traffic will have a negative impact on air quality.

### **5.4 Cultural Resources Analysis**

Dodge County is home to 29 historic sites that are listed on the state or national historic register. Dodge County is also home to nearly 3,800 sites that are listed on the Wisconsin Architecture & History Inventory and are considered sites that illustrate Wisconsin’s or Dodge County’s unique history. Cultural resources do not only include those features officially listed as historic or of local importance, but include features such as museums, libraries, historic homes, and simply features or characteristics that are unique to a community.

There are minimal cultural facilities such as libraries, museums or historical markers in the Town. The primary cultural facilities in the Town of Ashippun consist of the Honey Acres (Museum). There are no sites in the Town which are listed on the National or State Register of Historic Places.

### **5.5 Animal Waste Management**

Because agriculture is so prevalent in Dodge County, one of the most significant potential groundwater contamination sources is animal waste. Both storage and spreading of animal waste can contaminate groundwater if not done properly.

Animal waste storage facilities currently in use may range from manure pits dug 50 years ago to newly engineered and installed storage structures. The Dodge County Land Conservation Department administers the Dodge County Manure Storage Ordinance. This ordinance was

adopted in June of 1997, and requires anyone who is planning to build a new manure storage system, or anyone who is planning to modify an existing manure storage system in Dodge County to obtain a permit from the Dodge County Land Conservation Department, and to do this construction work in compliance with construction standards. A nutrient management plan is also required for the first year.

The State of Wisconsin also regulates livestock operations with 1,000 animal units or more and those livestock operations with less than 1,000 animal units that have discharges that significantly affect water quality. Animal waste contains chlorides, nitrogen, and phosphorus, among other pollutants. The WDNR has recently codified statewide performance standards for agricultural operations of various types and sizes. These performance standards include:

- ◆ manure management prohibitions
- ◆ nutrient management
- ◆ manure storage
- ◆ soil loss from riparian fields

Implementation of the standards and prohibitions will occur primarily through the counties, although the department will be the main implementation authority for permitted facilities.

## **5.6 Agricultural, Natural, and Cultural Resources Goals and Objectives**

The following are the goals and objectives developed by the Town of Ashippun regarding agricultural, natural, and cultural resources.

*Goal: Maintain, preserve, and enhance Ashippun's agricultural, natural, and cultural resources.*

*Goal: Preserve the rural and agricultural characteristics of the Town.*

*Goal: Preserve environmental areas and open space.*

### **Objectives**

1. Direct growth away from environmentally sensitive areas such as active farmland, wetlands, and floodplains.
2. Discourage the clear-cutting of any existing woodlands.
3. Work cooperatively with Dodge County, local historical societies, land owners, and other appropriate organizations to identify, record, and protect sites and structures that have historical or archaeological significance in the Town.
4. Encourage the Department of Natural Resources to develop practices to protect the Town's surface and groundwater resources.

5. Utilize the Dodge County Waterway Classifications to prioritize waterway restoration projects.

## **5.7 Agricultural, Natural, and Cultural Resources Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. The Town shall direct growth away from environmentally sensitive areas, such as active farmland, wetlands, and floodplains.
2. The Town shall work with Dodge County and Wisconsin Historical Society to protect sites and structures that have historical or cultural significance.
3. The Town shall minimize the impacts of new development by reviewing the design, layout, or site plan of all development proposals.
4. The Town Board should require buffer areas between new residences and operating farms with animals.

### **Recommendations**

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

1. Create or design a map of existing properties enrolled in Farmland Preservation.
2. Identify forest cropland, managed forest land and CRP land.

## **5.8 Agricultural, Natural, and Cultural Resources Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### Wisconsin Act 307 – Notification to Nonmetallic Resource Owners

This Act amends portions of the Wisconsin Comprehensive Planning Law to increase communication and notification of local planning with owners of nonmetallic mineral sites. Public participation procedures must now include written procedures describing the methods the local government will use to distribute proposed, alternative, or amended elements of a plan to

owners of property, or to persons who have a leasehold interest in property, which may extract nonmetallic mineral resources on the property. This is only required if the Comprehensive Plan changes the allowable use or intensity of use of the given property. Wisconsin Act 307 also added provisions to the Comprehensive Planning Law detailing that prior to a public hearing written notice shall be provided to property owners or operators with an interest in nonmetallic mineral resources.

#### Environmental Quality Incentives Program (EQIP)

The purpose of EQIP is to provide technical and financial help to landowners for conservation practices that protect soil and water quality. Nutrient management and prescribed grazing eligible for cost-sharing statewide. Assistance for other practices available in selected priority areas. Agricultural producers on agricultural land are eligible for the program. Projects are based on environmental value, which have five to ten year contracts. Agricultural producers may be eligible for up to 75% cost share, up to \$10,000 per year and \$50,000 life of contract on agricultural land. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

#### Wisconsin Farmland Preservation Program

The purpose of this program is to help preserve farmland through local planning and zoning, promote soil and water conservation, and provide tax relief to participating farmers. Farmers qualify if their land is zoned or if they sign an agreement to use their land exclusively for agricultural purposes. The landowner must own 35 acres or more, and produce gross farm profits of \$6,000 in the previous year. Public access is not required. Contact: County Land Conservation Department, Wisconsin Department of Agriculture, or Dodge County Planning and Development Department.

#### Conservation Reserve Program (CRP)

The purpose of the CRP is to reduce erosion, increase wildlife habitat, improve water quality, and increase forest land. A landowner sets aside cropland with annual rental payments based on the amount bid. Practices include tree planting, grass cover, small wetland restoration, prairie and oak savannah restoration, and others. Eligibility varies by soil type and crop history. Land is accepted into the program if the bid qualifies. Continuous sign up is open for buffers, waterways, and environmental practices. Periodic sign ups are announced throughout the year for other practices. Landowners receive 10 or 15 year contracts if planting hardwood trees. Contracts are transferable with change in ownership. Public access is not required. Contact: USDA Natural Resources Conservation Service or Farm Service Agency, or County Land Conservation Department.

#### Wisconsin's Historical Markers Program

For almost 50 years, Wisconsin's State Historical Markers program has been interpreting both important small incidents and monumental events that form the State's past. Placed on the very site where significant events occurred, markers evoke an immediacy of the past that no history book can provide. The Society's Division of Historic Preservation administers the Wisconsin Historical Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. Applications are available at [www.wisconsinhistory.org/histbuild/markers/apply](http://www.wisconsinhistory.org/histbuild/markers/apply).

## **6. Economic Development**

Economic development planning is the process by which a community organizes, analyzes, plans, and then applies its energies to the tasks of improving the economic well-being and quality of life for those in the community. This can be done by addressing issues such as enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.

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

Successful plans for economic development acknowledge the importance of:

- 1) Knowing your region's economic function in the global economy
- 2) Creating a skilled and educated workforce
- 3) Investing in an infrastructure for innovation
- 4) Creating a great quality of life
- 5) Fostering an innovative business climate
- 6) Increased use of technology to increase government efficiency
- 7) Taking regional governance and collaboration seriously

This section provides a summary of economic characteristics of the community, provides further detail about future economic development, and identifies goals, objectives, policies, recommendations, and programs with regard to economic development.

### **6.1 Economic Development Summary and Trends**

Manufacturing was the single largest employment sector for Town of Ashippun residents in 2000 (29.5%), followed by educational, health, and social services sector (14.2%). The median household income in the Town for 2000 was \$55,982, significantly higher than the County's median of \$45,190.

### **6.2 Agriculture Industry Analysis (Analysis of financial situation, prices, etc...)**

Agriculture is an important economic force in Dodge County which includes hundreds of family owned farms, related businesses, and industries that provide equipment, services, and other products farmers need to process, market, and deliver food and fiber to customers. Dodge

County consistently ranks among the top five producers in the state for corn used for silage and grain, winter wheat, sweet corn, peas, soybeans, hogs and pigs, cattle and calves, and milk and cheese production. Agriculture provides jobs for approximately 9,500 Dodge County residents and accounts for \$1.41 billion in economic activity. Every community in the county is economically influenced by the agriculture industry and will likely continue to be for many years in the future.

The Town has lost nearly 1,734 acres of land classified as agricultural from 1992 to 2002 according to the Wisconsin Department of Revenue. Currently, the Town of Ashippun area has been selling agricultural land for approximately \$6,000 to \$9,000 an acre.

In 2003, there were 14 active dairy farms in the Town, which was a 26.3 percent decrease since 1997. This decrease is less than the 27.4 percent decrease of dairy farms in Dodge County during the same time period.

### **6.3 Employment Forecast**

An important feature of determining the economic health and future of Dodge County and its communities is to determine the amounts and types of jobs currently available as well as make predictions for the future. Dodge County has unique economic features unique as well as similarities to the region in which it is located. The county not only has ties locally, but statewide and nationwide. Trends that occur in the United States or internationally affect the State of Wisconsin and eventually trickle down to local level economies.

In November of 2003, the Wisconsin Department of Workforce Development (WDWD) released a report titled *Wisconsin Projections 2000-2010: Employment in Industries and Occupations*, which examined jobs in over 70 industries and 750 occupations. Many of the projections and estimates provided in the report will affect local and/or Dodge County economies.

Overall, the number of jobs in Wisconsin is expected to grow by 9.6%. While employment in Wisconsin's manufacturing sector has shrunk in the past few years, this sector is anticipated to gain back some of the jobs lost since 2000. The manufacturing industries projected to add the most jobs are lumber and wood products, furniture and fixtures, and food and kindred products. The manufacturing industries expected to lose the most jobs are industrial machinery and equipment, primary metal, and electronic and other electrical equipment.

The services sector will be the job growth leader, spurred on by the aging of Wisconsin's population, technological innovations in health services and computer services, and continued outsourcing of business functions. Over 70% of the new jobs in the services sector will be in health, business, educational, or social services. Another sector expected to add numerous jobs is retail trade. This increase is expected due to population and tourism growth, and the likelihood that people will continue to prepare fewer meals at home.

### **6.4 Desired Business and Industry**

Similar to most communities in Dodge County, the Town of Ashippun would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new

businesses and industries that are desired by the community are generally described in the goals, objectives, and policies. Industries that support the agricultural industry would be the most desired.

## **6.5 Strengths and Weaknesses**

A determination of the strengths and weaknesses of Dodge County and the Town of Ashippun and its economy provide the basic planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these features should be encouraged. Weaknesses should be improved or further analyzed and new development which displays aspects similar to identified weaknesses should be discouraged. The economic strengths and weaknesses of the Town of Ashippun are as follows:

### **Strengths**

- ◆ Good access to major highways.
- ◆ Location with direct access to Hartford, Oconomowoc, Watertown, and greater Milwaukee area.
- ◆ Affordable housing opportunities.
- ◆ Land available for economic growth.
- ◆ Strong established agricultural base.
- ◆ Large amount of productive agricultural land.

### **Weaknesses**

- ◆ Limited revenue and financing options to support economic development.
- ◆ Lack of private and public partnership for promoting economic development.
- ◆ Decline in the agricultural industry.

## **6.6 Sites for Business and Industrial Development**

Sites for business and industrial development within the Town of Ashippun are detailed on the *Year 2030 Future Land Use Map* (Appendix, Map 8-3).

## **6.7 Economic Development Goals and Objectives**

The following are the goals and objectives developed by the Town of Ashippun regarding economic development.

*Goal: Enhance and diversify the local economy consistent with other goals and objectives.*

*Goal: Retain existing businesses and promote the Town to new businesses.*

### **Objectives**

1. Increase efforts to promote the unique features of the Town.



2. Promote opportunities for year-round recreational opportunities and tourism related business.
3. Accommodate home-based businesses that do not significantly increase noise, traffic, odor, lighting, or would otherwise negatively impact the surrounding area.
4. Increase Town involvement, where appropriate, in supporting local, county, and regional economic development groups.
5. Support efforts that maintain agriculture as a major component of the local economy.
6. Promote opportunities for commercial and industrial development in “Ashippun”.
7. Enhance the appearance of the downtown Alderly, Old Ashippun, and Ashippun areas.

## **6.8 Economic Development Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. Commercial and industrial development should be focused to areas within the sanitary district as designated on the Future Land Use map.
2. The Town will support economic development that provides services determined to be valuable to the Town, as well improve the appearance of the downtown Alderly, Old Ashippun, and Ashippun areas.
3. Future business and industrial development in the Town shall be reviewed for potential financial, service and visual impacts to surrounding landowners.
4. The utilization of economic development related grants, programs or tax incentives should be evaluated for their applicability to the community.

### **Recommendations**

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

1. Create a program which can be used to provide financial incentives to businesses. Capitalize the program with TIF allocations, money generated from federal or state programs, and/or public private partnerships.

2. Work with government agencies to recognize and resolve economic issues in the Town.

## **6.9 Economic Development Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### University of Wisconsin Extension – Dodge County

The purpose of the Community Resource Development Program (CRD), within the Dodge County UW-Extension, is to strengthen the ability of citizens, community and business leaders, and local government officials to identify and resolve crucial community needs and issues in three broad, interrelated areas--communities, natural resources, and economic development. For more information about Extension services visit [www.uwex.edu/ces/cty/dodge](http://www.uwex.edu/ces/cty/dodge).

### Dodge County Economic Development Revolving Loan Program

The Dodge County Planning and Development Department operates a revolving loan program for local businesses and industry. The Revolving Loan Fund program provides low-interest loans for proposed projects that will create new jobs, help businesses maintain or expand existing operations, and advance the County's economic development goals and objectives. The Fund is intended to provide financial incentive for business and industries to invest in their own growth by providing "leverage". The funds, therefore, are meant to serve an important, secondary role to the private financing available. For further information contact the Dodge County Planning and Development Department.

### Dodge County Business Retention Program

The Dodge County Planning and Development Department assists businesses in obtaining grant funding for business expansion and development. Activities that the grant money may be spent on include: feasibility studies, market research, attorney and accountant fees, business planning, engineering studies, developing training programs, and other required services.

### Wisconsin Agricultural Development Zone Program

An Agricultural Development Zone has been established in five south central Wisconsin counties, including Dodge County. Agricultural related businesses are eligible for tax credits that can be applied against their state income tax liability. These credits are based on the number of new jobs that you create, the wage level, and the benefit package that you offer. Businesses may also be eligible for a 3% capital investment credit for real and personal property and a credit equal to 50% of your eligible environmental remediation costs.

### Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (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. For more information contact the Wisconsin Department of Commerce.

## **7. Intergovernmental Cooperation**

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impacts other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

### **Intergovernmental Cooperation Benefits**

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- ◆ Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.
- ◆ Address regional issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.
- ◆ Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.
- ◆ Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.

- ◆ Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.
- ◆ Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.
- ◆ Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another’s needs and priorities. They can better anticipate problems and work to avoid them.
- ◆ Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.
- ◆ History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.
- ◆ Service to citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

This element will contain information regarding existing plans or agreements, opportunities for the future, existing and potential conflicts, and identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

## **7.1 Intergovernmental Cooperation Summary**

The Town of Ashippun was a partner in facilitating intergovernmental cooperation by being an active participant in the Dodge County multi-jurisdictional comprehensive planning process. Ashippun also has agreements with the Town of Rubicon and Village of Neosho to provide police services in the Town. Also, the Town has agreements with the Town of Lebanon, City of Hartford, and City of Oconomowoc to provide ambulance services.

## **7.2 Opportunities for Shared Services and Intergovernmental Agreements**

### **School Districts**

The Town of Ashippun is served by three school districts including Hartford, Neosho J3, and Oconomowoc. Potential opportunities for cooperation include working with the school districts to anticipate future growth, facility, and busing needs. In addition, school districts often provide recreational facilities for field or court sports.

## Siting and Building Public Facilities

A community's public facilities and infrastructure is a major community asset that is not only a major financial commitment, but an influence on overall community design, land uses, and attractiveness to residents and businesses. In many cases a community requires facilities to meet the needs of its own residents. There are opportunities however in which facilities have excess capacity or could be more cost effectively utilized or constructed if shared with other communities. Facilities where this may occur include wastewater treatment facilities, parks, libraries, municipal buildings, and water storage to name a few.

The Town of Ashippun does not currently share any public facilities with other governmental units. No plans exist to jointly own any public facility with another governmental unit.

## Sharing Public Services and Equipment

Similar to public infrastructure and facilities, public services and equipment can be shared to increase cost effectiveness or efficiency. For example, a community may have an administrative or public works employee who is employed full time, but can not be fully utilized and kept busy full-time. The excess capacity of that position could be contracted via an intergovernmental agreement or other mechanism to be used by a neighboring community who may not be able to employ a similar position full-time. A similar strategy could also be applied to equipment owned by a community. Finding these opportunities requires communication between neighboring communities and a commitment to finding unique solutions.

Currently the Town has emergency medical services provided by neighboring municipalities. Dodge County administers the land use regulations in the Town. The NRA police department and the County Sheriff's Department provide police protection.

## 7.3 Existing Opportunities and Potential Conflicts with Other Governmental Units and Strategies for Conflict Resolution

### Opportunities

Numerous opportunities for service or program administration exist for cooperation with other units of government. Several opportunities are described as follows:

<u>Opportunity</u>	<u>Other Governmental Unit Assistance</u>
1. Assist in rating and posting local roads.	Dodge County Highway Department
2. Update and amend town comprehensive plan and/or ordinances when applicable.	Dodge County Planning Department
3. Rent equipment, consolidating services, or trade services with surrounding towns.	Towns of Hustisford, Lebanon, and Rubicon.

## Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be most effectively addressed in a pro-active fashion. In other words, pursuing opportunities will often avoid future conflicts. Thus, several of the potential conflicts identified may be similar to the opportunities discussed earlier. Potential conflicts and the process to resolve the conflicts are summarized as follows:

<u>Potential Conflicts</u>	<u>Process to Resolve</u>
1. Concern over too much intervention by Dodge County and the State relative to local control of land use issues.	Town adopts comprehensive plan.  Town takes responsibility to develop, update, and administer local land use ordinances and programs.  Maintain communication with the Dodge County Planning Department on land use issues.  Town provides ample opportunities for public involvement during land use planning and ordinance development efforts.
2. Concern over conflict between agricultural operations and new non-farm residences.	Town adopts comprehensive plan.  Town takes responsibility to amend or create local ordinances to resolve conflicts.  Town petitions County to amend the Land Use Code and zoning map as necessary to implement comprehensive plan.

## 7.4 Intergovernmental Cooperation Goals and Objectives

The following are the goals and objectives developed by the Town of Ashippun regarding intergovernmental cooperation.

***Goal: Establish mutually beneficial intergovernmental relations with other units of government.***

### Objectives

1. Continue to develop the cooperative working relationships the Town has established with neighboring communities and the County.

2. Increase cooperation with neighboring communities and Dodge County to provide efficient and effective emergency services, street maintenance, and other services when appropriate.
3. Support the Wisconsin Towns Association and be active in local, district, and state meetings.
4. Utilize county technical assistance to support Town planning efforts.
5. Encourage cooperation with Dodge County to enforce zoning regulations.
6. Address impacts of the City of Hartford extraterritorial zoning jurisdiction.

## **7.5 Intergovernmental Cooperation Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. The Town should continue and promote future cooperative planning efforts with surrounding municipalities, associations, and service providers.
2. The Town will coordinate implementation of its comprehensive plan with Dodge County to avoid conflicting regulations and to minimize the duplication of services by working with the County whenever possible.
3. Before the purchase of new Town facilities or equipment, or the reinstatement of service agreements, the Town should pursue options for trading, renting, sharing, or contracting such items from neighboring jurisdictions in order to provide services efficiently and save taxpayers money.
4. The Town should work with neighboring communities to match land use plans and policies along municipal borders to promote consistency and minimize potential conflicts.
5. The Town should support the coordination of shared services with surrounding communities.

### **Recommendations**

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

1. Annually review the status of all intergovernmental agreements to ensure maximum efficiency.
2. Continue to establish shared service agreements with neighboring communities.

## **7.6 Intergovernmental Cooperation Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation are available through the Local Government Center. For further information visit its web-site at [www.uwex.edu/lgc/](http://www.uwex.edu/lgc/).

### Wisconsin Towns Association (WTA)

Wisconsin Towns Association (WTA) is a non-profit, non-partisan statewide organization created under s. 60.23(14) of the Wisconsin Statutes to protect the interests of the State's 1,266 towns and to improve town government. The association is organized into six districts and is headquartered in Shawano. WTA relies on regular district meetings, an annual statewide convention, publications, participation in cooperative training programs, and other means to support the goal of keeping grassroots government strong and efficient in Wisconsin.



## 8. Land Use

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses. Maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today.

A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, and attitudes, and legal and political considerations all have land use impacts.

### 8.1 Projected Supply and Demand of Land Use During the Planning Period

Table 8-1 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2030 in the Town of Ashippun. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

**Table 8-1, Projected Land Use Demand (acres)  
Town of Ashippun, 2010-2030**

Year	Residential (1)	Commercial/Industrial (2)	Institutional (3)	Agricultural (4)
2010	848.7	336.1	404.3	17,421.1
2015	921.8	365.0	439.1	16,027.4
2020	994.9	393.9	473.9	14,745.2
2025	1,067.9	422.8	508.7	13,565.6
2030	1,141.0	451.8	543.5	12,480.3

(1)Residential includes single family, two family, multi-family, and mobile home parks.

(2)Commercial/Industrial includes commercial, industrial, and quarries.

(3)Institutional includes public & quasi-public, parks & recreation, and communication & utilities.

(4)Agricultural includes agriculture and other resource land. Assumes 1.6% decrease of farmland per year, according to county trends.

Year 2000 acreage figures were obtained from existing land use calculations as detailed in notes below the table. Year 2010 to 2030 acreage calculations were projected by utilizing the alternate population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the community's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount

of land for each particular land use as they do today. The projected decline in agricultural land use is based on Dodge County trends from 1997 to 2002. Data from the 2002 Census of Agriculture indicated that farmland decreased by approximately 1.6% per year from 1997 to 2002. Projected agricultural land use acreages assume these trends will continue.

As indicated by Table 8-1, the Town is projected to face increased demands for residential, commercial/industrial, and institutional land uses. It should be noted that the projected increase in institutional land is influenced by the amount of state institutional land currently located in the Town. It is possible that a substantial increase in the amount of institutional land and commercial/industrial land will occur during the planning period. Demands for residential could be somewhat substantial assuming that population trends are an indicator of land use demand. Pressure for residential development will likely continue to occur adjacent to the Town of Ashippun.

## **8.2 Future Land Use Plan (Classifications)**

The future land use plan is one of the primary components of the comprehensive plan that can be used as a guide for local officials when considering future development within the community. The plan is long-range and will need to be reevaluated periodically to ensure that it remains consistent with changing trends and conditions. Major components of the future land use plan include the *Year 2030 Future Land Use Map* (See Appendix, Map 8-3, *Year 2030 Future Land Use Map*) and the future land use management area classifications. Detailed below are the classifications selected by the Town of Ashippun.

### ***Conservancy (Dark Green)***

These mapped areas include wetlands as designated by the WDNR. This category could also include other significant natural resources such as selected woodlots, rock outcroppings, or archaeological sites at the discretion of the local planning commission. Agricultural activities such as crop harvesting, pasturing, and tree cutting are recognized as acceptable activities in the Conservancy classification. Development should not encroach on these areas other than for recreational purposes (open space uses) as allowed under applicable regulations.

### ***Agriculture (Light Green)***

This category represents those areas where agricultural type uses such as dairy and crop farming are the anticipated predominant land use in the area. The agriculture category could include a limited amount of residential development at various levels of density, but the predominant land use would be agricultural in nature. Housing for a farm owner or the son or daughter of the farm owner would be acceptable. A minimal amount of other land uses, such as but not limited to wind energy systems, wireless communication facilities, dog kennels, veterinary clinics, mineral extraction, farmers markets, and wildlife ponds may also occur in areas planned for agriculture. Densities will be regulated by the Town Subdivision Ordinance and County Land Use Code.

### ***Recreation (Dark Blue)***

This category includes existing and future park and recreation land. Local, county, state, and federal recreation areas as well as privately owned recreation areas (golf courses, gun clubs, etc.)

are included in this category. Wetlands that are located within a public or private recreation area will be placed in the Recreation category.

### ***Single Family Residential (Yellow)***

This category represents those areas where single family residential is planned to be the predominant land use. The density of residential development may vary locally, but only single family housing is included in this category. Attached condominiums would not be categorized as single family residential but as General Residential (see description below). Where agricultural uses occur in these mapped areas, it is anticipated that the area will transition to residential in the future. Densities will be regulated by the Town's Subdivision Ordinance and County Land Use Code. New subdivisions should be designed with the future connectivity to surrounding developments in mind.

### ***General Residential (Orange)***

These areas include all types of residential use other than single family residential. Multi-family structures including duplexes, attached condominiums, and group living facilities (nine or more residents) are included in this category.

### ***Commercial (Red)***

This category includes existing and future commercial land. Examples of uses found in this category include retail sales and services, eating and drinking establishments, financial institutions, professional offices, service and repair businesses, visitor accommodations, entertainment businesses, parking lots, and day care facilities.

### ***Industrial (Purple)***

This category includes existing and future industrial land. Manufacturing and production facilities, resource extraction and processing, warehousing, transportation terminals, feed mills, and wholesale establishments are some of the examples of uses included in this category.

### ***Utilities and Community Services (Brown)***

This category includes all public and private utility facilities as well as those uses which provide a service to the community except parks. Land uses such as churches, cemeteries, post offices, libraries, nursing homes, assisted living facilities, prisons, airports, hospitals, town/city/village halls, police and fire stations, museums, and schools are some examples of community services. Utilities would include uses such as electrical substations, water wells, water towers, natural gas regulator stations, and waste water treatment facilities.

## **8.3 Designation of Smart Growth Areas**

A Smart Growth Area is defined as “An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous

to existing development at densities which have relatively low municipal, state governmental and utility costs.”

The arrangement of incorporated municipalities scattered throughout Dodge County’s rural landscape creates the perfect situation to practice “Smart Growth” (Directing growth into areas served with adequate utility and service infrastructures.) The Dodge County planning process and subsequently the Town of Ashippun Comprehensive Plan is based on the following six principles as identified by the American Planning Association:

### **Principle 1: Efficient Use of Land Resources**

Smart development supports the preservation of land and natural resources. Approximately 3,754 acres or 16.4% of future land use within the Town of Ashippun, designated to preserve land and natural resources. Residential development is not allowed and environmentally sensitive areas such as recreation areas, water bodies, and wetlands are protected.

### **Principle 2: Full Use of Urban Services**

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services, and schools. The Dodge County planning process has identified areas within the County’s cities and villages to accommodate growth and development.

For the Town of Ashippun, some of these urban services are available in the Town. Other services will be available through the the Cities of Hartford and Oconomowoc, and the Village of Neosho. The support function of Dodge County’s cities and villages as service centers to the surrounding rural farming area supports this principle.

### **Principle 3: Mix of Uses**

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types, and a safe environment for all age groups.

Dodge County’s cities and villages contain a well-balanced mix of residential, commercial, and industrial development. A greater challenge for Dodge County communities is the promotion of growth in an attempt to create jobs through new industry and businesses. Populations residing in adjacent rural towns are also partners in supporting a variety of mixed uses within cities and villages.

### **Principle 4: Transportation Options**

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution.

Ashippun’s rural nature does not contain the density to support a wide variety of specialized alternative modes of transportation such as public busing. However, Ashippun has a number of major highways that pass through the Town that create an effective road transportation network.

However, direct east-west routes in the Town are limited. In addition, Ashippun rural landscape supports miles of snowmobile trails, which although are used primarily for recreational, do provide alternative forms of travel for local rural residents.

### **Principle 5: Detailed, Human Scale Design**

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services.

This principle was of limited importance in the Town of Ashippun planning process due to the smaller size of Ashippun and its rural and agricultural nature. However, this principle can be utilized when creating small areas of clustered residential development.

### **Principle 6: Implementation**

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances.

This plan recommends continued discussions and cooperation relative to land use planning and ordinance administration between Dodge County and the Town of Ashippun. In addition, this plan recommends creating cooperative boundary agreements with cities and villages that are near the Towns border.

## **8.4 Existing and Potential Land Use Conflicts**

- ◆ Increasing pressure to convert farmland to residential use is expected.
- ◆ An increase in the number of large animal confinement operations may have a negative impact on nearby non-farm residences.
- ◆ Future Industrial and commercial development may increase in or near the unincorporated village of Ashippun.
- ◆ Development along STH 67 may conflict with existing land uses along the transportation corridor.
- ◆ Intervention by the County and the State relative to local land use issues.
- ◆ The prices of land for residential and recreational uses will outpace the price of land continuing in agriculture.
- ◆ The Town will continue to experience increased traffic volumes on all local, county, and state roads which will in turn require additional local road maintenance and construction costs.

## **8.5 Land Use Goals and Objectives**

The following are the goals and objectives developed by the Town of Ashippun regarding land use.

*Goal: Encourage planned growth that enhances the local economy while protecting natural resources, recreational opportunities, and the rural character of the Town.*

### **Objectives**

1. Encourage an efficient development pattern that utilizes the existing road network.
2. Retain prime farmland.
3. Preserve natural environments and environmentally sensitive areas.
4. Maintain a low density of development pattern, which is characteristic throughout the majority of the Town.
5. Revise the minimum lot size standards.
6. Promote the use of “Purchase of Development Rights”.
7. Review density standards in the agricultural zoned areas.
8. Encourage efficient development that minimizes conflicting land uses.
9. Address impacts of large farming operations.
10. Encourage the use of farmland preservation to preserve prime farmland.

## **8.6 Land Use Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. New lots and building sites shall be located and designed to protect environmentally sensitive areas and working farmland.
2. Non-farm related residential structures should be located away from designated active farms and manure storage sites in order to avoid or lessen the potential for land use conflicts.

3. The Town will encourage an efficient development pattern that utilizes the existing road network through the constructive use of land ordinances to guide growth and development in the Town.
4. All development proposals shall be consistent with the Future Land Use Map.

### **Recommendations**

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

1. Revise lot size and road frontage requirements.
2. Evaluate the need of density standards.
3. Evaluate time frame of land splits.

## **8.7 Land Use Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

### Office of Land Information Services (OLIS), Wisconsin Department of Administration

OLIS provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about OLIS visit its web-site via the WDOA web-site at: [www.doa.state.wi.us](http://www.doa.state.wi.us).

### UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at [www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/).

## **9. Implementation**

Just as the comprehensive plan does not work independently of other community documents, the implementation element does not work independently of the other elements in the plan. In fact, the implementation element is one of the best ways to demonstrate the integration of all the elements. Through implementation, the connectivity among community issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, and land use is realized. Decisions should be made based on the knowledge that one decision can affect all the elements involved and there are direct and indirect effects of all actions.

The Implementation Element includes a compilation of programs and specific actions to be completed in a stated sequence. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the earlier elements of this plan.

The Implementation Element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element also describes how all of the plan elements will be integrated and made consistent, as well as amendment and comprehensive plan update procedures.

### **9.1 Proposed Updates to Existing Ordinances**

The following sections detail proposed updates and recommendations to existing ordinances affecting the community. A brief description of the ordinance is provided as well as a description of its applicability to Dodge County.

### **9.2 Regulatory Land Use Management Tools**

Regulatory tools stem from local government’s responsibility and authority to protect public health, safety, and welfare. Most regulatory tools are in the form of ordinances. The following regulatory tools were reviewed and discussed as part of the comprehensive plan process:

#### **Conventional Zoning**

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A conventional zoning ordinance is probably the most commonly used land use implementation tool, especially in villages and cities. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define “rights” within the district. In Wisconsin, towns are either “under” their respective county’s zoning ordinance, administer their own zoning ordinance, or do not administer zoning.



### Dodge County Status

Dodge County has adopted a Land Use Code which contains zoning regulations for those towns that choose to adopt County zoning.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning.

**Recommendation(s):** Continue to utilize County Zoning.

**Timeline:** N/A

### **Performance Zoning**

Performance zoning is a method that permits controlled development while also being sensitive to the landscape. It tries to regulate the impacts of land uses, rather than the uses themselves, by outlining general goals for developers that they can meet in different ways. Landowners are permitted a wide variety of uses, so long as they meet certain numeric standards such as a certain density, a certain amount of open space, or certain noise, smell, or lighting level standards.

### Dodge County Status

The Dodge County Land Use Code does not utilize performance based zoning.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning.

**Recommendation(s):** Continue County Zoning without the use of performance zoning.

**Timeline:** N/A

### **Overlay Zoning**

Overlay zones allow special regulations within all or a portion of a zoning district or several districts. This type of zoning can be helpful if there is one particular resource that needs to be protected a consistent way, regardless of what district it is located in.

### Dodge County Status

The Dodge County Land Use Code contains 11 Overlay Zoning Districts. The Overlay Districts are as follows: Shoreland Wetland; Floodplain; Environmental Protection; Airport; Highway Setback; Planned Unit Development; Land Spreading of Petroleum Contaminated Soil; Wireless Communication Facilities; Sanitary Facilities; Wind Energy System; and Nonmetallic Mining Reclamation.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning

**Recommendation(s):** Continue to use County Overlay Districts.

**Timeline:** N/A

## **Extraterritorial Zoning**

Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within one and one-half miles of a fourth class city or village. Extraterritorial zoning may be initiated by a city or village adopting a resolution and providing notice of the extraterritorial area to be zoned. The city or village may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan commission members and three town members must approve of the plan and regulations by majority vote. Extraterritorial zoning is not commonly used in the State of Wisconsin.

### Dodge County Status

In Dodge County, extraterritorial zoning power authority is exercised only by the City of Mayville in the Town of Williamstown.

#### Town of Ashippun Status/Recommendation(s)

**Status:** None

**Recommendation(s):** Discourage the use of extraterritorial zoning in the Town.

**Timeline:** Whenever it is proposed by an adjacent City or Village.

## **Planned Unit Developments (PUDs)**

Planned unit developments (also sometimes referred to as “planned development districts”) allow developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources. PUDs require flexibility from both the developer and local government.

### Dodge County Status

There is a Planned Unit Development Overlay District within the Dodge County Land Use Code.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning.

**Recommendation(s):** Continue to use County Planned Unit Development Overlay District.

**Timeline:** N/A

## **Land Division/Subdivision Ordinance**

Achieving the goals, objectives, and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, a community, by ordinance, could review the subdivision of land within

its corporate limits. A land division ordinance is a tool to control how, when, and if rural farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. It also regulates how new lots will be made ready for future development such as providing for adequate access (required roads, driveways), wastewater treatment, and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be effective tools to realize plan goals of maintaining agriculture as a strong part of the local economy, protecting natural resources, and retaining rural character.

A community can require a new land division be in conformance with its comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community's comprehensive plan is a criterion of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the lot proposed to be created will adequately accommodate the future use of the property.

Development of a local land division ordinance could also incorporate "conservation design guidelines and standards" to help implement the plan goals, objectives, and policies supporting protection of the community's agricultural lands and open spaces. Conservation subdivisions are intended to be an alternative approach to the conventional lot-by-lot division of land in rural areas which spreads development evenly throughout a tract of land without regard to the natural features of the area.

The development and ultimate success of a local land division ordinance in plan implementation will require the community to address regulatory, administrative, and intergovernmental considerations. Adoption of the local land division ordinance must be consistent with State statutes and will require local administration (e.g., application review, fee collection, public hearings, inspection, enforcement, etc.).

Many rural "unzoned" communities which do not want to pursue traditional zoning often adopt a land division ordinance as a baseline needed to manage future uses. However, communities must remember a land division ordinance only affects new development which requires a land division. New uses on existing parcels remain unregulated.

#### Dodge County Status

Subdivision/land division regulations are contained in the County Land Use Code and are in effect in all unincorporated areas of the County.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun has adopted its own Subdivision Ordinance. Both the County and Town subdivision regulations apply in the Town.

**Recommendation(s):** Continue to enforce Town Land Division Ordinance and amend as necessary to be consistent with Comprehensive Plan.

**Timeline:** Within one year of adoption of Comprehensive Plan.

### **Extraterritorial Plat Review**

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second, or third class city and one and one-half miles beyond the limits of a fourth class city or village. Specifics relative to Extraterritorial Plat Review can be found under Wis. Stats. S.236.02(5).

#### Dodge County Status

The cities and villages in Dodge County utilize extraterritorial plat review.

#### Town of Ashippun Status/Recommendation(s)

**Status:** The City of Hartford has the ability to review plats that are proposed in the applicable areas of the Town.

**Recommendation(s):** Discourage the use of extraterritorial plat review in the Town.

**Timeline:** N/A

### **Driveway Ordinance**

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the driveway is providing proper access for such uses as a single-family residence which is consistent with the community's comprehensive plan. The term "driveway" is generally defined to mean private driveway, road, field road, or other means of travel through any part of a private parcel of land which connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways which serve major land use modifications. Use of a driveway or "access" ordinance to regulate land use is limited but a significant number of towns throughout the state, due to the requirement to service existing development for emergency purposes (i.e., fire, ambulance), have adopted driveway ordinances.

#### Dodge County Status

The Dodge County Land Use Code contains provisions that regulate the width and spacing of driveways.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning and Town of Ashippun Driveway Ordinance.

**Recommendation(s):** Continue to enforce Town Driveway Ordinance and amend as necessary to be consistent with Comprehensive Plan.

**Timeline:** N/A

## **Cooperative Boundary Agreements**

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues, including annexation, that often arise between towns and their incorporated neighbors (cities and villages). The Legislature has provided express enabling authority for these agreements. The communities involved in such agreements undertake cooperative preparation of a plan for the areas concerned. The plan for changing or maintaining boundaries, and for controlling land use and services, is sent to the Department of Administration. If the plan is approved, a contract binding the parties to it is put into effect.

### Dodge County Status

In Dodge County, the only cooperative boundary agreement in effect is between the City of Watertown and the Town of Emmet.

### Town of Ashippun Status/Recommendation(s)

**Status:** None

**Recommendation(s):** Consider boundary agreements with cities and villages near the border of the Town.

**Timeline:** N/A

## **Official Maps**

Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, waterways, and public transit facilities. The map also may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Counties have limited official mapping powers. Counties may adopt highway-width maps showing the location and width of proposed streets or highways and the widths of any existing streets or highways which are planned to be expanded. The municipality affected by the street or highway must approve the map. Counties may also prepare plans for the future platting of lands, or for the future location of streets, highways, or parkways in the unincorporated areas of the county. These plans do not apply to the extraterritorial plat approval jurisdiction of a city or village unless the city or village consents.

Official maps are not used frequently because few communities plan anything but major thoroughfares and parks in detail in advance of the imminent development of a neighborhood.

### Dodge County Status

The Dodge County Comprehensive Plan shows the location of future roads and parks.

### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun has not adopted an official map.

**Recommendation(s):** Design an official map for the Town of Ashippun.

**Timeline:** Complete at the time of the Town’s subdivision ordinance revisions.

### **Annexation**

Cities and villages have the power to annex given to them by the state. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery.

Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

### Wisconsin Act 317 – Revisions to Annexation Procedures

Under this Act which was enacted in April of 2004, no city or village may annex any territory if none of the city’s or village’s territory is in the same county as the territory to be annexed. The Act also requires cities and villages to make payments for five years to towns that lose territory due to annexations. Cities and villages will have to pay to the town from which the land is annexed the amount of the town tax for the annexed property. The Act gives an exemption from this payment for cities and villages that have boundary agreements with the neighboring towns.

### Dodge County Status

Not applicable.

### Town of Ashippun Status/Recommendation(s)

**Status:** The City of Hartford and Village of Neosho do not presently abut the Town of Ashippun, but they may extend its boundaries in the future.

**Recommendation(s):** Discourage annexation of Town land by cities and villages adjacent to the Town and challenge annexations that are not consistent with any approved cooperative boundary agreement.

**Timeline:** N/A

### **Specialized Ordinances**

Given specific issues and needs within a particular community, a number of “specialized” ordinances may be required to locally regulate public health and safety concerns, protect private property, and avoid public nuisances. The following ordinances have received increased attention due to local issues.

### Right-To-Farm Ordinance

Right-to-farm laws are designed to accomplish one or both of the following objectives: 1) to strengthen the legal position of farmers when neighbors sue them for a private nuisance; and 2) to protect farmers from anti-nuisance ordinances and unreasonable controls on farming operations. Most laws include a number of additional protections. Right-to-farm provisions may also be included in state zoning enabling laws, and farmers with land enrolled in an agricultural district may have stronger right-to-farm protection than other farmers. A growing number of counties and towns are passing their own right-to-farm legislation to supplement the protection provided by state law.

The common law of nuisances forbids individuals from using their property in a way that causes harm to others. A private nuisance refers to an activity that interferes with an individual's reasonable use or enjoyment of his or her property. A public nuisance is an activity that threatens the public health, safety or welfare, or damages community resources, such as public roads, parks, or water supplies.

Right-to-farm laws are intended to discourage neighbors from suing farmers. They help established farmers who use good management practices prevail in private nuisance lawsuits. They document the importance of farming to the state or locality and put non-farm rural residents on notice that generally accepted agricultural practices are reasonable activities to expect in farming areas. Some of these laws also limit the ability of newcomers to change the local rules that govern farming. Local right-to-farm laws often serve an additional purpose: They provide farm families with a psychological sense of security that farming is a valued and accepted activity in their town.

### Dodge County Status

The Dodge County Land Use Code contains a right-to-farm section that is intended to protect and encourage the continued use and improvement of agricultural land.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning.

**Recommendation(s):** Adopt a Right to Farm Ordinance.

**Timeline:** Within two years of adoption of the Comprehensive Plan.

### Telecommunications Ordinance

Ordinances can be used to minimize the visual effects of towers, maximize the capacity of existing towers, and reduce impacts to adjacent properties. Local governments cannot unilaterally prohibit cell towers by ordinance, zoning, or any other means. However, local governments can enact ordinances to prohibit towers from certain specially identified areas, regulate tower height, specify minimum setbacks, require collocation strategies, and encourage landscaping and disguising techniques. An important benefit of having a telecommunications ordinance is that it provides decision-making consistency and decreases the chances of discrimination against a particular company. The ordinance provides a basis for conditional use provisions or denials. The Telecommunications Act of 1996 requires all denials to be in writing and supported by sufficient evidence. Telecommunication ordinances seek to balance business and industry needs with community character, aesthetics, and resident needs.

### Dodge County Status

The Wireless Communication Facilities Overlay District within the County Land Use Code regulates telecommunication towers.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun has adopted the County's Wireless Communication Facilities Overlay District.

**Recommendation(s):** Continue to use the County Wireless Communication Facilities Overlay District.

**Timeline:** N/A

### Nuisance Ordinance

A nuisance can generally be defined as an action, or lack thereof, which creates or permits a situation that annoys, injures, or endangers the peace, welfare, order, health, or safety of the public in their persons or property. Nuisance ordinances can be defined in many ways, depending what issues are present in the community. Possible nuisances include noxious weeds, storage of vehicles, odors, noise, signs, obstruction of streets, animals, fireworks, and any number of related type nuisances. Concisely defining nuisances as well as enforcement, abatement, and recovery of costs for abatement are very important in the creation of a nuisance ordinance. A nuisance ordinance provides landowners and residents with a mechanism for identifying and preventing non-compliant situations. Authority for a town to engage an action to recover damages or abate a public nuisance is granted under Chapter 823 of the Wis. Stats. Although a town may pursue action through the State Department of Justice to prosecute the action, most Wisconsin municipalities pursue developing a local public nuisance ordinance because the statute does not specifically address all potential nuisance situations.

Further, there are some practical but nevertheless important reasons for developing a local ordinance. They include: 1) the ability to set a minimum and a maximum forfeiture amount; 2) the ability to decide a protocol for providing notice and the time to cure or abate the nuisance; and 3) the ordinance can state that the unpaid bill for the cost of abating the nuisance can be placed on the tax bill as a special charge. Most public nuisance ordinances cover five (5) broad areas. They include:

- ◆ Noxious weeds.
- ◆ Environmental health.
- ◆ Morality (sexually oriented businesses).
- ◆ Public safety and peace.
- ◆ Junk vehicle or equipment.

### Dodge County Status

The County Land Use Code contains a section on operational compatibility standards and also regulates junk vehicles.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Town of Ashippun has adopted multiple nuisance ordinances.



**Recommendation(s):** Consider amendments to the Town’s ordinances and the County’s Land Use Code that would strengthen the existing regulations.

**Timeline:** Within two years of adoption of the Comprehensive Plan.

### Sign Ordinances

A sign ordinance restricts the type, size, and location of signs within a community. It also often restricts the types of materials that can be used to construct signs. These ordinances can regulate signage to achieve a number of community values such as improved property values, public safety, and glare control. Counties, towns, cities, and villages may all adopt sign ordinances and billboard regulations.

### Dodge County Status

Signs are regulated through the Dodge County Land Use Code.

### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning.

**Recommendation(s):** Continue County Zoning.

**Timeline:** N/A

### Historic Preservation Ordinances

The objectives of a comprehensive plan which note the need to preserve important historic structures and sites can be implemented through the adoption of a historic preservation ordinance. These ordinances are meant to protect historic buildings and districts. Counties, towns, cities and villages have express authority to enact historic preservation ordinances. In addition, the Wisconsin Legislature has determined that historic preservation is such an important objective that all cities, and villages that contain any property listed on either the national register of historic places or the state register of historic places must enact an historic preservation ordinance to regulate historic or archeological landmarks and historic districts in an effort to preserve those landmarks.

### Dodge County Status

Dodge County has not adopted an historic preservation ordinance.

### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun has not adopted a historic preservation ordinance.

**Recommendation(s):** No recommendation.

**Timeline:** N/A

### Design Review

Design review involves the review and regulation of the design of buildings and their sites. Design review standards are often included as part of zoning and subdivision ordinances. They seek to protect communities from multi-family, commercial, industrial, and institutional development which would detract from the appearance of the community and reduce property

values. Such an ordinance is especially recommended for communities with buildings of historic or architectural importance and where tourism is a major economic activity.

#### Dodge County Status

Design review standards are included as part of the County Land Use Code.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Adopted County Zoning and Town of Ashippun Multi-family Structure Review Ordinance.

**Recommendation(s):** Continue County Zoning and Town Multi-Family Structure Review Ordinance.

**Timeline:** N/A

#### Other Ordinances

The Wisconsin Towns Association also recommends that all towns, villages, and cities should strongly consider adopting the following “basic” ordinances. Most of these ordinances are considered nuisance type ordinances. They include:

1. An ordinance to regulate specific operations (e.g., nude dancing).
2. An ordinance to regulate mobile homes and mobile home parks.
3. An ordinance on town and city/village board/council meeting procedures and town board and village/city administration of the community.
4. An ordinance regulating billboards.
5. An ordinance regulating events and large assemblages.
6. An ordinance to regulate fire control in fire regulation and reimbursement for fire costs.
7. An ordinance to regulate vehicle road weight limits, truck routes and other road uses.
8. An ordinance to regulate use of roadways by snowmobiles, ATVs, and horses.
9. An ordinance to regulate dogs running at large.
10. An ordinance to regulate unlicensed motor vehicles.
11. An ordinance to regulate landspreading of certain wastes.

#### Dodge County Status

The Dodge County Land Use Code regulates billboards, mobile home parks, meeting procedures, large events, and landspreading of petroleum contaminated soils.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun has adopted County Zoning.

**Recommendation(s):** No recommendation.

**Timeline:** N/A

### **Intergovernmental Agreements**

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term “municipality” is defined to

include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan by facilitating efficient provision of public facilities and services. In Dodge County, intergovernmental agreements have been used to execute cooperation between communities for services such as fire and emergency rescue.

#### Dodge County Status

Mutual aid agreements exist between communities throughout the county to address police, fire, and ambulance service. Other informal and formal agreements exist between communities to address sharing services and facilities such as parks, road maintenance, snowplowing, and library funding.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun has agreements with the Town of Rubicon and Village of Neosho for police services. Emergency medical services are provided through agreements with the Town of Lebanon, City of Hartford, City of Oconomowoc, and Stone Bank.

**Recommendation(s):** Continue agreements with surrounding communities for police protection and emergency medical services.

**Timeline:** Review agreements annually.

### **Building and Housing Codes**

Cities, villages, towns, and counties may enact building and sanitary codes. Building codes are sets of regulations that set standards for the construction of buildings in a community. Building codes ensure that new and altered construction will be safe. These codes must conform to the state building, plumbing, and electrical codes. Housing codes define standards for how a dwelling unit is to be used and maintained after it is built. To enforce the codes, inspections are required by the local municipality. This code is concerned with keeping housing from falling into dilapidation and thus keeping neighborhoods from falling into blight.

#### Dodge County Status

The County has not adopted a building code or housing code.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun is required by State statute to enforce the uniform dwelling code.

**Recommendation(s):** Continue enforcing the uniform dwelling code.

**Timeline:** N/A

### 9.3 Non-Regulatory Land Use Management Tools

There are several non-regulatory options available to local municipalities to influence local land use. The following tools were considered as part of the planning process.

#### Acquisition Tools

##### Land Acquisition

Communities and non-profit conservation organizations can acquire land for conservation purposes simply by purchasing it outright. This is recommended when public access to the property is required.

##### Dodge County Status

The County has purchased land for park and recreational purposes in the past.

##### Town of Ashippun Status/Recommendation(s)

**Status:** The Town has not purchased land for conservation purposes in the past.

**Recommendation(s):** No recommendation.

**Timeline:** N/A

##### Conservation Easements

Conservation easements limit land to specific uses and thus protect it from development. These voluntary legal agreements are created between private landowners (grantors) and qualified land trusts, conservation organizations, or government agencies (grantees). Conservation easements may be purchased but are frequently donated by conservation-minded landowners. Grantors can receive federal tax benefits as a result of donating easements. Grantees are responsible for monitoring the land and enforcing the terms of the easements. Easements can be tailored to the unique characteristics of the property and the interests of the landowner. Easements may apply to entire parcels of land or to specific parts of a property. The easement is recorded with the deed to the property to limit the future uses of the land as specified in the easement. Land protected by conservation easements remains on the tax roll and is privately owned and managed.

##### Dodge County Status

The County has not purchased or accepted conservation easements in the past.

##### Town of Ashippun Status/Recommendation(s)

**Status:** None

**Recommendation(s):** No recommendation.

**Timeline:** N/A

### Purchase of Development Rights (PDR)

The purchase of development rights is a land conservation tool that communities can use to protect important natural resources such as farmland, hillsides, and wetlands. Under a PDR program, a unit of government (city, village, town, county, or state) or a nonprofit conservation organization (such as a land trust) purchases a conservation easement that limits the use of the land to accomplish a certain purpose, including protecting the land from development. The rights purchased are recorded in a conservation easement. PDR programs are voluntary and participants retain ownership of their land. They can sell or transfer their property at any time; but, because of the easement, the land is permanently protected from certain types of development.

### Dodge County Status

No purchase of development rights program exists in Dodge County.

#### Town of Ashippun Status/Recommendation(s)

**Status:** No purchase of development rights program.

**Recommendation(s):** Evaluate the adoption of a Purchase of Development Rights (PDR) Program.

**Timeline:** Within two years of Plan adoption.

## **Fiscal Tools**

### Capital Improvements Program (CIP)

The capital improvements program is a way of implementing issues related to capital facilities specified in a plan. Capital improvements are those projects which require the expenditure of public funds for the acquisition, construction, or replacement of various public buildings such as police and fire halls, schools, and city/village/town halls; roads and highways; water and sewer facilities; and parks and open space.

A capital improvements program is a listing of proposed public projects according to a schedule of priorities, usually over a five year programming period. A CIP allows local communities to plan for capital expenditures and minimize unplanned expenses. Sources of funding for capital improvements include impact fees, subdivision requirements, special assessments, and revenue or general obligation bonding.

The usefulness of the CIP depends upon the community properly budgeting for expenditures as part of the community's annual capital improvements budget.

### Dodge County Status

The County adopts a five year capital improvement program annually.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun does not prepare a capital improvement program.

**Recommendation(s):** No recommendation.

**Timeline:** N/A

### Impact Fees

Cities, villages, towns, and counties may impose impact fees. Impact fees are financial contributions imposed on developers by a local government as a condition of development approval.

Impact fees are one response to the growing funding gap in infrastructure dollars between revenues and needs. Impact fees help shift a portion of the capital cost burden of new development to developers in an effort to make new development responsible for serving itself rather than raising taxes on existing development. Local governments can use impact fees to finance highways and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. Impact fees cannot be used to fund school facilities. Furthermore, counties cannot use impact fees to fund highways and other transportation related facilities.

### Dodge County Status

The County charges a \$200 park and recreation fee for each new residential lot or new housing unit created.

### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun does have impact fee for land divisions, which is used for parks, recreation, and open space.

**Recommendation(s):** Adopt a new enforceable ordinance.

**Timeline:** Within two years of plan adoption.

### Tax Increment Financing Districts (TID)

Wisconsin towns recently gained a new tool to help promote rural development in Wisconsin with passage of new legislation in 2004. This new legislation provides towns the authority to use the tax incremental financing authority that cities and village have been using for years, to provide infrastructure for tourism, agriculture, and forestry projects in towns.

The new law will give an optional tool to help site projects in towns across the state when special infrastructure needs such as all weather roads, power lines, or improved rail connections are needed to create new or expanded tourism, agricultural, and forestry projects. An example of the type of project this tool could be used for is to provide a town highway that could carry heavy truck traffic to such a facility as an ethanol production plant or large livestock facility. A new or improved town highway could be constructed to allow the new facility to be located in more remote areas of the state, thus reducing potential land use conflicts with neighbors, yet avoiding placing the burden of the new improvement on the remainder of the town taxpayers.

This new legislation gives towns similar authority for tax incremental financing as cities and villages, but is limited to the type of rural development in tourism, agriculture, and forestry that

does not compete with cities and villages. According to the Wisconsin Towns Association, this bill helps promote rural development as a part of the “Grow Wisconsin” efforts of the current Administration and the Assembly Republican “Agriculture Renewal” initiative.

#### Dodge County Status

Not applicable.

#### Town of Ashippun Status/Recommendation(s)

**Status:** Ashippun has not established a Tax Increment Financing District.

**Recommendation(s):** Consider future establishment of a TIF District.

**Timeline:** N/A

### **9.4 Integration and Consistency of Comprehensive Plan Elements**

Comprehensive planning legislation requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *Town of Ashippun Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, therefore eliminating the threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

Over time, the threat of inconsistency between the plan and existing conditions will increase, therefore requiring amendments and/or updates to be made. Over time, additional plans regarding specific features within the community may also be developed (i.e., outdoor recreation plan, farmland preservation plan, downtown development plan). The process used to develop any further detailed plans should be consistent with this Town of Ashippun Year 2030 Comprehensive Plan.

### **9.5 Mechanisms to Measure Comprehensive Plan Progress**

Comprehensive planning legislation requires that the implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. One acceptable method to do this is to evaluate two primary components. The two components, policies and recommendations, are listed within each identified plan element (usually the last sections within each element).

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the Town has listed a policy under Section 3, The Transportation element, which states, “Dead end roads and cul-de-sacs should be avoided whenever possible.” To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply how many dead-end roads or cul-de-sacs have been constructed since the plan’s adoption. Each listed policy within each element should be reviewed periodically to determine the plan’s effectiveness.

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

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

## **9.6 Comprehensive Plan Amendments**

The Town of Ashippun should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a tool upon which decisions are based. This plan should only be amended a maximum of two times per year in order to prevent an excessive number of changes to the plan. An excessive number of changes or amendments to the plan may lead to undesirable development in the Town.

According to comprehensive planning legislation, the same process that was used to initially adopt the plan shall also be used when amendments are made. The Town should be aware that as more compliant plans are developed the amendment procedure may be clarified or changed and should therefore be monitored.

## **9.7 Comprehensive Plan Updates**

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

## **9.8 Implementation Goals and Objectives**

The following are the goals and objectives developed by the Town of Ashippun regarding implementation.

***Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.***

### **Objectives**

1. Develop an “action plan” as part of the implementation element to assist the Plan Commission, Town Board, and other jurisdictions with the administration of the comprehensive plan.



2. Encourage citizen participation in order to increase local input in the decision making process.
3. Update the Comprehensive Plan on a regular schedule to ensure that the plan remains a useful tool for growth and development decisions.
4. Provide for annual reviews of the Comprehensive Plan for consistency with the goals, objectives, policies, maps and recommendations.

## **9.9 Implementation Policies and Recommendations**

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies that direct action using the word “should” are advisory and intended to serve as a guide.

### **Policies**

1. All proposed developments shall be reviewed for consistency with the Town of Ashippun Comprehensive Plan.
2. Comprehensive Plan amendments should be considered at a maximum of only two public hearings held each calendar year.
3. Land use controls, such as the Town’s subdivision ordinance, shall be consistent with the policies and recommendations of the comprehensive plan.
4. The Plan Commission shall have the responsibility to make recommendations to the Town Board regarding land use and development proposals.
5. The Town Board and Plan Commission shall enforce plan goals, objectives, policies, recommendations, and programs.
6. A periodic review of the comprehensive plan will be done by the Plan Commission with public involvement to evaluate the plan in an unbiased manner.

### **Recommendations**

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

1. Develop a “flowchart” of zoning and land division procedures to assist the Plan Commission, Town Board, and citizens with zoning and land division requirements.

2. Update the Town's Land Division Ordinance to ensure it complies with the Town's Comprehensive Plan.
3. Petition the County to update the Town's zoning map, to be consistent with the Town's Comprehensive Plan.

### **9.10 Implementation Programs**

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Department of Natural Resources (WDNR), Plan Implementation Tools

The WDNR offers a listing of implementation tools through its web-site including zoning and model ordinances, resource-based planning tools, and planning related grants and funding.